

# Supplement for

# Cabinet

On **Wednesday 13 September 2023** At **6.00 pm**

## Agenda Item 7 - Scrutiny Reports

### Contents

7. **Scrutiny reports** 3 - 22

Scrutiny Committee will meet on 5 September 2023, the Finance & Performance Panel will meet on 6 September 2023, and the Climate & Environment Panel will meet on 12 September 2023. The following reports are expected, together with any other recommendations from those meetings:

- ~~Out of Hospital Care Team Provision – no recommendations~~
- Delivery of a New Burial Space
- The Leys Pool and Leisure Centre – Youth Hub
- ~~Integrated Performance Report for Q1 2023/24 – no recommendations~~
- ~~Treasury Management Annual Report 2022/23 – no recommendations~~
- City Wide Smoke Control Area Declaration
- HRA Energy Efficiency Projects 2023/24

The agenda, reports and any additional supplements can be found together with this supplement on the committee meeting webpage.

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**To:** Cabinet  
**Date:** 13 September 2023  
**Report of:** Scrutiny Committee  
**Title of Report:** Delivery of a New Burial Space

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To present Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Councillor Mike Rowley, Scrutiny Committee Vice Chair
<b>Cabinet Member:</b>	Councillor Chewe Munkonge, Deputy Leader (Non-Statutory) and Cabinet Member for Leisure and Parks
<b>Corporate Priority:</b>	Support Thriving Communities
<b>Policy Framework:</b>	Oxford Local Plan 2036
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

<b>Appendices</b>	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

## Introduction and overview

1. The Scrutiny Committee met on 05 September 2023 to consider a report concerning the Delivery of a New Burial Space. The report, which is due for Cabinet consideration on 13 September 2023, recommends that Cabinet grants project approval for the delivery of a new publicly accessible greenspace and burial meadow on land owned by the Council off Oxford Road towards Horspath, including approval of the scheme; submission of a planning application to South Oxfordshire District Council; Phase 1 delivery budget; required Property and Legal procedures to deliver the scheme; and delegated authority to the Executive Director (Development) in consultation with the Cabinet Member for Leisure and Parks to approve changes to the scheme. The report further seeks a Cabinet recommendation to Council for the approval of a capital budget of £2.4m for delivery of the scheme; and recommends the delegation of authority to:

- The Executive Director (Development), in consultation with the Head of Financial Services/Section 151 Officer and the Head of Law and Governance to enter into any related agreements and contracts to facilitate the scheme in terms of construction and operation; works details; and budget changes for the Council owned land, including agreeing the fees and charges as detailed in Appendix 6 to the report, which is exempt from publication; and
  - The Executive Director (Development), in consultation with the Head of Financial Services/Section 151 Officer, Head of Law and Governance and Cabinet Member for Finance and Asset Management to agree the final heads of terms and enter into the necessary transactions set out in Appendix 4 to the report, which is exempt from publication, together with any other ancillary agreements, contracts and notices that may be required to facilitate the scheme.
2. The Committee would like to thank Councillor Munkonge (Deputy Leader (Non-Statutory) and Cabinet Member for Leisure and Parks), Ian Brooke (Head of Community Services), Carri Unwin (Regeneration Manager) and Emma Gubbins (Corporate Asset Lead) for attending the meeting to answer questions.

### **Summary and recommendations**

3. Councillor Chewe Munkonge, Deputy Leader (Non-Statutory) and Cabinet Member for Leisure and Parks introduced the report. Land in Oxford City Council's existing cemeteries was running out and comprehensive searches had been undertaken to identify a suitable new burial site. The Council had identified a suitable site, proposals for which were set out in the report.
4. The Committee asked a range of questions, including questions relating to the lifespan of the burial site, duration of burial plot leases, equalities impact assessment relating to the impact on certain faith communities, best practice within other local authority burial sites in areas such as Bradford and Birmingham, financial implications, the relationship between the Council and ODS, site design and information contained in the confidential appendices.
5. In particular, the Committee noted the importance of the ongoing conversations being held with a number of stakeholders, including faith leaders, the Interfaith Forum and Oxford Preservation Trust and agreed that it was vital to the success of the proposed project that this dialogue continued. During discussion, the Committee expressed a desire for Members to be kept informed of progress in relation to the project, including the information contained in the confidential appendices, with any confidential information being marked as such upon circulation.

***Recommendation 1: That the Council continues to facilitate open dialogue and communication with stakeholders in order to help ensure the success of the proposed project, with all Members being kept informed of progress as the project develops.***

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**Appendix A**  
**Draft Cabinet response to recommendations of the Scrutiny Committee**

The document sets out the draft response of the Cabinet Member to recommendations made by the Scrutiny Committee on 05 September 2023 concerning the Delivery of a New Burial Space. The Cabinet is asked to amend and agree a formal response as appropriate.

<b><i>Recommendation</i></b>	<b><i>Agree?</i></b>	<b><i>Comment</i></b>
1) That the Council continues to facilitate open dialogue and communication with stakeholders in order to help ensure the success of the proposed project, with all Members being kept informed of progress as the project develops.	Yes	Cllr Munkonge will circulate an e-mail to all Members at the appropriate time giving an update on project progress. We will be continuing conversations with stakeholders, including faith leaders through the Interfaith Forum, as this project develops.

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**To:** Cabinet  
**Date:** 13 September 2023  
**Report of:** Scrutiny Committee  
**Title of Report:** The Leys Pools & Leisure Centre – Youth Hub

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To present Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Councillor Mike Rowley, Scrutiny Committee Vice Chair
<b>Cabinet Member:</b>	Councillor Chewe Munkonge, Deputy Leader (Non-Statutory) and Cabinet Member for Leisure and Parks
<b>Corporate Priority:</b>	Support Thriving Communities
<b>Policy Framework:</b>	Thriving Communities Strategy
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

<b>Appendices</b>	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

### **Introduction and overview**

1. The Scrutiny Committee met on 05 September 2023 to consider a report concerning The Leys Pools & Leisure Centre – Youth Hub. The report, which is due for Cabinet consideration on 13 September 2023, recommends that Cabinet grants project approval to create a Youth Hub at Leys Pools and Leisure Centre; recommends to Council the addition of £1,120,199 into the capital programme together with £223,907 into the revenue budget for delivery of the project; and delegates authority to the Executive Director (Communities and People) in consultation with the Head of Financial Services/Section 151 officer, the Head of Law and Governance/Monitoring Officer and the Cabinet Member for Leisure and Parks to award the construction contract to Oxford Direct Services Ltd subject to it being within budget and value for money.

2. The Committee would like to thank Councillor Munkonge (Deputy Leader (Non-Statutory) and Cabinet Member for Leisure and Parks), Ian Brooke (Head of Community Services) and Hagan Lewisman (Active Communities Manager) for attending the meeting to answer questions.

### **Summary and recommendations**

3. Councillor Chewe Munkonge, Deputy Leader (Non-Statutory) and Cabinet Member for Leisure and Parks introduced the report. Oxford City Council, in partnership with Oxfordshire County Council, had been successful in winning funding to create, expand and improve local youth facilities and services to drive positive outcomes for young people, including improved physical and mental wellbeing and skills for life and work. The proposed project would include remodelling of underutilised areas in the Leys Leisure Centre in order to bring them to life, alongside the recruitment of five hub staff to help drive activities with young people.
4. The Committee asked a range of questions, including questions relating to the sustainability of the youth programme given the current financial climate, level of engagement with local schools and other partners, ability of young people from across the City (more broadly than the Leys) to make use of the space, diversity of staff and staff retention, terms and conditions of the funding, range of activities to be delivered, age groups able to access the provision and the need to ensure young people's access to different learning pathways (e.g. entrepreneurship).
5. In particular, the Committee was of the view that the sustainability of the youth programme within the current financial climate posed a level of risk to the Council and the young people who used the provision. The Committee noted that, should the youth programme be unable to be retained in future years due to financial constraints, this lack of continuity would have a negative impact on young people who had spent time building valuable relationships and developing skills. The Committee agreed that this risk should be added to the risk register for the project and monitored alongside the current risks, with any relevant contingencies being put in place to mitigate the risk.

***Recommendation 1: That the Council includes a risk relating to continuity of the youth hub provision within the risk register, which will be monitored on an ongoing basis and any relevant risk mitigations implemented.***

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## Appendix A

### Draft Cabinet response to recommendations of the Scrutiny Committee

The document sets out the draft response of the Cabinet Member to recommendations made by the Scrutiny Committee on 05 September 2023 concerning The Leys Pools & Leisure Centre – Youth Hub. The Cabinet is asked to amend and agree a formal response as appropriate.

<b><i>Recommendation</i></b>	<b><i>Agree?</i></b>	<b><i>Comment</i></b>
1) That the Council includes a risk relating to continuity of the youth hub provision within the risk register, which will be monitored on an ongoing basis and any relevant risk mitigations implemented.	Yes	We recognise the importance of the sustainability of this project and are happy to accept the Scrutiny Committee's recommendation of adding a risk to the risk register that looks to try to mitigate this.

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**To:** Cabinet  
**Date:** 13 September 2023  
**Report of:** Climate and Environment Panel  
**Title of Report:** City-wide Smoke Control Area Declaration

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To present Panel of the Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Councillor Alex Hollingsworth, Panel Chair
<b>Cabinet Member:</b>	Councillor Anna Railton, Cabinet Member for Zero Carbon Oxford and Climate Justice
<b>Corporate Priority:</b>	Pursue a Zero Carbon Oxford; Support Thriving Communities
<b>Policy Framework:</b>	Council Strategy 2020-24
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

<b>Appendices</b>	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

### **Introduction and overview**

1. The Climate and Environment Panel met on 12 September 2023 to consider a report concerning a City-wide Smoke Control Area Declaration. The report, which is due for Cabinet consideration on 13 September 2023, recommends that Cabinet approves plans to revoke Oxford's existing 23 Smoke Control Orders and replace them with a single Smoke Control Order across the whole city, subject to the outcome of consultation and confirmation by the Secretary of State; and, subject to the outcome of the public consultation and confirmation by the Secretary of State, seeks delegated authority to the Head of Corporate Strategy in consultation with the Cabinet Member for Zero Carbon Oxford and Climate Justice and the Head of Law and Governance, to make the order.

2. The Committee would like to thank Councillor Railton (Cabinet Member for Zero Carbon Oxford and Climate Justice) and Pedro Abreu (Principal Air Quality Officer) for attending the meeting to answer questions.

### Summary and recommendations

3. Pedro Abreu, Principal Air Quality Officer introduced the report, giving an overview of the plans for the creation of a city-wide Smoke Control Area (SCA). Cllr Anna Railton, Cabinet Member for Zero Carbon Oxford and Climate Justice added that the emphasis of this work was very much centred around Public Health.
4. The Panel was very supportive of the report and asked a range of questions, largely relating to how the Council could best leverage local expertise from the universities in its communications campaign, how clear communications would be managed in relation to moored vessels not being subject to the SCA and how local tensions might be addressed.
5. The Panel understood and agreed with the reasoning behind moored vessels not being subject to the SCA when explained, but noted that this exemption was not prominent enough in the report. It stated that the exclusion of moored vessels from the SCA would need to be very clear in the communications campaign, to ensure that boating communities and those who lived alongside boating communities, and had perhaps previously objected to smoke pollution from boats, had a common understanding.

***Recommendation 1: That the Council ensures clear messaging in its publicity campaign that moored vessels are exempt from the Smoke Control Area, and communicates the rationale for the exemption.***

6. During discussion around the rationale for moored vessels not being subject to the SCA, the Panel noted the particular vulnerability of some boating communities and the barriers they might face to switching to alternative fuel types and/or heating methods. The Panel agreed that a longer-term project to understand those barriers to the adoption of cleaner fuels and explore grant funding opportunities to support different profiles of boat dweller in this, would be beneficial.

***Recommendation 2: That the Council commits to working with the various boating communities (e.g. boaters living on permanent moorings and visiting boaters) to identify and address the barriers to these communities adopting cleaner fuel types; and explores grant funding opportunities to support the work to address these issues.***

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## Appendix A

### Draft Cabinet response to recommendations of the Climate and Environment Panel of the Scrutiny Committee

The document sets out the draft response of the Cabinet Member to recommendations made by the Climate and Environment Panel on 12 September 2023 concerning the City-wide Smoke Control Area Declaration. The Cabinet is asked to amend and agree a formal response as appropriate.

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<b>Recommendation</b>	<b>Agree?</b>	<b>Comment</b>
1) That the Council ensures clear messaging in its publicity campaign that moored vessels are exempt from the Smoke Control Area, and communicates the rationale for the exemption.	Yes	<p>Paragraph 33 of the Cabinet report already refers to moored vessels and explains one of the main reasons why they are exempt from this Smoke Control Area expansion.</p> <p>However, we will ensure that if this proposal is approved, our communication strategy to members of the public will include specific elements about moored vessels to make it clear that they are exempt for the time being and why.</p>
2) That the Council commits to working with the various boating communities (e.g. boaters living on permanent moorings and visiting boaters) to identify and address the barriers to these communities adopting cleaner fuel types; and explores grant funding opportunities to support the work to address these issues.	Yes	<p>The Council already expects to be developing work in this area through the Department for Environment, Food &amp; Rural Affairs (DEFRA) Grant funding that has been recently awarded to the City Council, for the installation of eco-moorings at the visitor's moorings in Aristotle Lane.</p> <p>The eco-moorings project will see allocated specific funding for a Community Engagement Officer who will be expected to work together with the various boating communities on education, raising awareness, and on exploring future grant opportunities and/or retrofitting schemes that may become available to boaters to support their transition to cleaner and more sustainable sources of heating.</p>

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**To:** Cabinet  
**Date:** 13 September 2023  
**Report of:** Climate and Environment Panel  
**Title of Report:** HRA Energy Efficiency Projects 2023/24

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To present Panel of the Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Councillor Alex Hollingsworth, Panel Chair
<b>Cabinet Member:</b>	Councillor Anna Railton, Cabinet Member for Zero Carbon Oxford and Climate Justice; Cllr Linda Smith, Cabinet Member for Housing
<b>Corporate Priority:</b>	Pursue a Zero Carbon Oxford; Support Thriving Communities
<b>Policy Framework:</b>	Council Strategy 2020-24; Housing, Homelessness and Rough Sleeping Strategy 2023-2028
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

<b>Appendices</b>	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

### **Introduction and overview**

1. The Climate and Environment Panel met on 12 September 2023 to consider a report concerning HRA Energy Efficiency Project 2023/24. The report, which is due for Cabinet consideration on 13 September 2023, recommends that Cabinet grants project approval to proceed with energy efficiency projects on HRA projects and seeks delegated authority to the Executive Director (Communities and People) in consultation with the Head of Financial Services/Section 151 Officer and the Head of Law and Governance to spend the previously approved HRA 2023/24 budget of £1.585m, as agreed by full Council in 2021/22, for the purposes of HRA Energy Efficiency projects, including awarding contracts to contractors and consultants to manage and deliver the projects following the procurement process outlined in the constitution.

2. The Committee would like to thank Councillor Railton (Cabinet Member for Zero Carbon Oxford and Climate Justice) and Juliet Nicholas (Energy & Sustainability Manager) for attending the meeting to answer questions.

### **Summary and recommendations**

3. Juliet Nicholas, Energy & Sustainability Manager introduced the report. Oxford City Council had set a target of getting 95% of its housing stock to an Energy Performance Certificate (EPC) C or above by 2030, alongside a commitment to reach net zero carbon emissions as a city by 2040 – going beyond EPC C. The report set out a proposed piece of work to deliver HRA energy efficiency projects using a budget previously agreed by Council. Cllr Anna Railton, Cabinet Member for Zero Carbon Oxford and Climate Justice added that this work was completely separate from the Clean Heat Streets trial in Rose Hill, which was delivered through a different funding pot.
4. The Panel asked a range of questions, including questions relating to the Air Source Heat Pump trial undertaken in 2022/23, costings, property types which would benefit from the projects, procurement and value for money, EPCs of the Council's entire property portfolio and the possibility of the Council benefitting from economies of scale.
5. In particular, the Panel was interested in the procurement process for delivery of the projects, particularly given the current financial climate (i.e. inflation) and the level of specialist skill required in order to undertake the sorts of work outlined in the report. The Panel noted that the procurement route had not yet been decided upon, but was keen that the Council explored the full range of options and suppliers, including establishing medium-to-long term relationships with suppliers and specialist contractors/sub-contractors in order for the Council to benefit from specialist skills and/or economies of scale, while enabling both parties to benefit from a level of certainty around availability of future work.

***Recommendation 1: That the Council explores the full range of procurement options for the delivery of the projects, including alternative suppliers and the possibility of establishing medium-to-long term relationships with suppliers, contractors and sub-contractors.***

6. During discussion about the fact that around 1,500 HRA properties did not have a lodged EPC; and the proposal set out in the report that EPCs would be conducted in circa 350 of those properties, the Panel noted the importance of EPCs as vital baseline data. It was noted that there was no timetable stated for when EPCs would be conducted in all of the properties which did not currently have one. The Panel was advised that the Council intended to conduct EPCs in all of its HRA properties, but the Panel felt that having a stated timeline would be beneficial.

***Recommendation 2: That the Council sets a timetable for achieving a full set of EPCs for its HRA properties.***

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## Appendix A

### Draft Cabinet response to recommendations of the Climate and Environment Panel of the Scrutiny Committee

The document sets out the draft response of the Cabinet Member to recommendations made by the Climate and Environment Panel on 12 September 2023 concerning the HRA Energy Efficiency Projects 2023/24. The Cabinet is asked to amend and agree a formal response as appropriate.

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<b><i>Recommendation</i></b>	<b><i>Agree?</i></b>	<b><i>Comment</i></b>
1) That the Council explores the full range of procurement options for the delivery of the projects, including alternative suppliers and the possibility of establishing medium-to-long term relationships with suppliers, contractors and sub-contractors.	Yes	A procurement route has not yet been determined for these works and a full range of procurement options will be explored in line with the constitution.
2) That the Council sets a timetable for achieving a full set of EPCs for its HRA properties.	Yes	The Council has a modelled EPC for all HRA properties; however, part of the delivery plan development is to quantify these with EPC surveys (where access is possible) and to update lodged EPCs where energy improvement works have been carried out. A timetable for EPC surveys beyond 2023/24 will be developed with a completion date set.

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