

Agenda

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City Executive Board

Date: **Wednesday 15 October 2014**

Time: **5.00 pm**

Place: **St Aldate's Room, Town Hall**

For any further information please contact:

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As a matter of courtesy, if you intend to record the meeting please let the Contact Officer know how you wish to do this before the start of the meeting.

City Executive Board

Membership

Chair	Councillor Bob Price	Corporate Strategy, Economic Development and Planning
	Councillor Ed Turner	Finance, Asset Management and Public Health
	Councillor Dee Sinclair	Crime and Community Response
	Councillor Christine Simm	Culture and Communities
	Councillor Susan Brown	Customer Services and Social Inclusion
	Councillor Pat Kennedy	Educational Attainment and Youth Ambition
	Councillor Mark Lygo	Sports, Events and Parks
	Councillor Mike Rowley	Leisure Contract and Community Partnership Grants
	Councillor Scott Seamons	Housing and Estate Regeneration
	Councillor John Tanner	Cleaner, Greener Oxford, Climate Change and Transport

The quorum for this meeting is 3, substitutes are not allowed.

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AGENDA

PART ONE PUBLIC BUSINESS

Pages

1 APOLOGIES FOR ABSENCE

2 DECLARATIONS OF INTEREST

3 PUBLIC QUESTIONS

When the chair agrees, the public can ask questions about any item for decision at the meeting for up to 15 minutes. Questions must have been given to the Head of Law and Governance by 9.30am one clear working day before the meeting (email executiveboard@oxford.gov.uk or telephone the person named as staff contact). No supplementary questions or questioning will be permitted. Questions by the public will be taken as read and, when the Chair agrees, be responded to at the meeting.

4 COUNCILLOR ADDRESSES ON ANY ITEM FOR DECISION ON THE BOARD'S AGENDA

When the chair agrees, Councillors can address the Board about any item for decision at the meeting for up to 3 minutes. Addresses must have been given to the Head of Law and Governance by 9.30am, one clear working day before the meeting (email executiveboard@oxford.gov.uk or telephone the person named as staff contact). The Board Member who has political responsibility for the item for decision may respond or the Board will have regard to the points raised in reaching its decision.

5 SCRUTINY COMMITTEE REPORTS

The following scrutiny committee reports will be submitted to this meeting in a supplementary agenda:-

- Towards Mental Wellbeing and Community Resilience in Oxford
- Culture Strategy 2015-18
- Oxford City Council's European Social Inclusion Fund Project

6 LEASEHOLDER PAYMENT OPTIONS FOR MAJOR WORKS

1 - 14

Lead Member: Councillor Seamons, Executive Board Member for Housing and Estate Regeneration

The Heads of Finance and Housing and Property has submitted a report which details a framework for the financial assistance options to be offered to

Council residential leaseholders with regards to rechargeable major works undertaken by the Council.

Officer Recommendations That the City Executive Board:

1. Approve the Financial Assistance Framework set out in Appendix 2 of this report. The framework sets out the repayment options which may be offered to leaseholders being charged for major works undertaken by the Council on residential blocks of flats.
2. Agree that where leaseholders are unable to pay a major works invoice in full within 14 days of receipt, they are entitled to apply for assistance under the Financial Assistance Framework. Applications will be assessed based on the qualifying eligibility criteria as set out in this report.
3. Delegate authority to the Head of Finance and the Head of Housing & Property to operate the Financial Assistance Framework and the assessment process.
4. Recommend that Council adopts the process for dealing with exceptional hardship as set out in "The Social Landlords Discretionary Reduction of Service Charges (England) Directions 2014".

7 DRAFT HOUSING STRATEGY 2015-2018

15 - 74

Lead Member: Councillor Seamons, Executive Board Member for Housing and Estate Regeneration

The Head of Housing and Property has submitted a report which details the Draft Housing Strategy 2015-2018 with a proposed action plan that outlines the key priorities for the next three years, prior to wider consultation.

Officer Recommendation: That the City Executive Board approve the Draft Housing Strategy and Action Plan for wider consultation

8 TOWARDS MENTAL WELLBEING AND COMMUNITY RESILIENCE IN OXFORD.

75 - 110

Lead Member: Councillor Turner, Executive Board Member for Finance, Asset Management and Public Health

The Head of Policy Culture and Communications has submitted a report which details what the Council is and will be doing to support people with mental health conditions.

Officer Recommendations: That the City Executive Board:

1. Note the response to the motion, including the proposed action plan
2. Agrees that the Challenge Panel of Elected Member Champions for mental health and wellbeing should act as an informal advisory group to

the Executive Board Member for Health and undertake the other actions proposed in the response and action plan

3. Asks the Member Challenge Panel to play an active role in monitoring progress on the action plan

9 DRAFT CULTURE STRATEGY 2015-18

111 - 138

Lead Member: Councillor Simm, Executive Board Member for Culture and Communities; and Councillor Lygo, Executive Member for Sports, Events and Parks

The Head of Policy, Culture and Communications has submitted a report which explains the development of the Draft Culture Strategy and an overview of the vision and priorities of the proposed Culture Strategy 2015-18.

Officer Recommendation: That the City Executive Board approves the consultation of the Draft Culture Strategy as set out at Appendix 1.

10 ASSET MANAGEMENT PLAN REFRESH 2014-15

139 - 166

Lead Member: Councillor Turner, Executive Board Member for Finance, Asset Management and Public Health

The Regeneration and Major Projects Manager has submitted a report which seeks approval for the adoption of the Asset Management Plan Refresh 2014-15

Officer Recommendation: That the City Executive Board recommend to Council the adoption of the Asset Management Plan Refresh 2014- 2015

11 FRIDESWIDE SQUARE: CONSULTATION RESPONSE

167 - 174

Lead Member: Councillor Price, Executive Board Member for Corporate Strategy, Economic Development and Planning

The Head of City Development has submitted a report to agree a response to the County Council's consultation on its detailed design proposals for Frideswide Square.

Officer Recommendations: That the City Executive Board

1. Express support for the County Council's aspiration to achieve a high quality design for Frideswide Square, which strikes a balance between open spaces and excessive definition and clutter.
2. Ask the County Council to give further consideration to the following important points in formulating its final design:
 - Clearer differentiation of the shared space routes through the use of colour and specific surfacing materials which will improve the clarity of the

designation of shared spaces for cyclists and pedestrians and make the Square user friendly for all groups.

- Adequate parking and loading bay provision is allowed for traders and businesses in the Square. Proper provision for taxis moving through the Square.
- The development of an approach to signage that is shared and agreed with the City Council
- The establishment of an agreed formal structure for the management and control of events and activities in the Square.
- Engaging artistic and design support for the lamp columns and other important street furniture, and the preparation of a strategy for the lighting of the Square.
- Re-locating the Ox sculpture that is currently at the side of the Said Business School
- The retention of some form of water feature on the North side of the Square

12 ANNUAL MONITORING REPORT 2013/14

175 - 262

Lead Member: Councillor Price, Executive Board Member for Corporate Strategy, Economic Development and Planning

The Head of City Development has submitted a report to approve the Annual Monitoring Report for publication.

Officer Recommendations: That the City Executive Board:

1. Approve the Annual Monitoring Report 2013/14 for publication.
2. Authorise the Head of City Development to insert the housing trajectory data required under Indicator 10 when the URS Strategic Housing Land Availability Assessment is completed.
3. Authorise the Head of City Development to make any necessary additional corrections to the document prior to publication.

13 LAND QUALITY STRATEGY

263 - 296

Lead Member: Councillor Tanner, Executive Board Member for Cleaner, Greener Oxford, Climate Change and Transport

The Head of Environmental Development has submitted a report to adopt the Land Quality Strategy.

Officer Recommendations: That the City Executive Board:

1. Approve the Land Quality Strategy for adoption.
2. Endorse proposed procedure for dealing with contaminated land by:
 - Using the development control regime wherever possible in order to assess and remediate land affected by contamination.
 - Where this is not possible we will utilise powers under Part 2a in order to ensure contaminated land is fully remediated.

3. Note that if works are required under Part 2A of the Environmental Protection Act 1990 then this will be funded from contingencies and reserves.

14 PUBLIC SPACES PROTECTION ORDERS

297 - 308

Lead Member: Councillor Sinclair, Executive Board Member for Crime and Community Response

The Head of Environmental Development has submitted a report to advise on the introduction of Public Spaces Protection Orders and their future implementation.

Officer Recommendations: That the City Executive Board:

1. Resolve that the making of Public Spaces Protection Orders that affect multiple neighbourhood action area or the city centre and have a significant impact on anti-social behaviour across the city be reserved to the Board and that the Executive scheme of delegation be amended accordingly.

2. Delegate to the Executive Director Community Services authority, following appropriate consultation to include the relevant CEB member and ward councillors, to adopt and publish Public Spaces Protection Orders where the area covered by the proposed Order is wholly within a neighbourhood action group (NAG) area or is confined to the vicinity of the banks of waterways within the city and subject to the statutory requirements for the making of an Order being satisfied.

15 OXFORD CITY COUNCIL'S EUROPEAN SOCIAL FUND PROJECT

309 - 318

Lead Member: Councillor Brown, Executive Board Member for Customer Services and Social Inclusion

The Head of Customer Services has submitted a report which details the purpose of the European Social Fund Project and associated funding.

Officer Recommendations: That the City Executive Board:

1. Note the proposed outcomes and funding arrangements for the project; and
2. Give project approval for the European Social Fund Project

16 APPOINTMENT TO OUTSIDE BODIES 2014

319 - 322

Lead Member: Councillor Price, Executive Board Member for Corporate Strategy, Economic Development and Planning

The Head of Law and Governance has submitted a report to appoint Council representatives to seven outside bodies to replace Councillors that have resigned and to fill additional places.

Officer Recommendations: That the City Executive Board:

1. Appoints the following people as council representatives:

- Councillor Chewe Munkonge to the Headington Community Association for the period 16 October 2014 till 03 July 2015
- Councillor Alex Hollingworth to Modern Art Oxford for the period 16 October 2014 till 03 July 2015
- Councillor Alex Hollingworth to the Oxford Homeless Pathways for the period 16 October 2014 till 03 July 2015
- Councillor Chewe Munkonge to the Risinghurst Community Association Management Committee for the period 16 October 2014 till 03 July 2015
- Councillor Steven Curran to the Alice Smith Trust for the period 16 October 2014 to 9 May 2016
- Councillor Stephen Goddard to the Katherine Rawson Trust for the period 16 October 2014 to 16 October 2018
- Councillor Tom Hayes to the Parochial Charities of St Clements for the period 16 October 2014 to the end of the councillor's term

2. Delete the Spatial Planning and Infrastructure Partnership Board as it has been amalgamated into the Oxford Growth Board.

17 MINUTES

323 - 336

Minutes of the meetings held on 10 and 24 September 2014

Recommendations: That the City Executive Board:

1. Notes the minutes of the meeting held on 10 September 2014 as a true and accurate record.
2. Notes the minutes of the meeting held on 24 September 2014 as a true and accurate record.

18 DATES OF FUTURE MEETINGS

The Board notes the following future meeting dates:

Wednesday 19 November 2014
Wednesday 17 December 2014
Wednesday 28 January 2015
Wednesday 11 February 2015

DECLARING INTERESTS

General duty

You must declare any disclosable pecuniary interests when the meeting reaches the item on the agenda headed "Declarations of Interest" or as soon as it becomes apparent to you.

What is a disclosable pecuniary interest?

Disclosable pecuniary interests relate to your* employment; sponsorship (ie payment for expenses incurred by you in carrying out your duties as a councillor or towards your election expenses); contracts; land in the Council's area; licences for land in the Council's area; corporate tenancies; and securities. These declarations must be recorded in each councillor's Register of Interests which is publicly available on the Council's website.

Declaring an interest

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest.

If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

Members' Code of Conduct and public perception

Even if you do not have a disclosable pecuniary interest in a matter, the Members' Code of Conduct says that a member "must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself" and that "you must not place yourself in situations where your honesty and integrity may be questioned". What this means is that the matter of interests must be viewed within the context of the Code as a whole and regard should continue to be paid to the perception of the public.

*Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those of the member's spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

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To: City Executive Board

Date: 15 October 2014

Report of: Head of Finance and Head of Housing and Property

Title of Report: Leaseholder Payment Options for Major Works

Summary and Recommendations

Purpose of report: To establish a framework for the financial assistance options to be offered to Council residential leaseholders with regards to rechargeable major works undertaken by the Council.

Key decision: Yes (all Wards)

Executive lead member: Councillor Scott Seamons, Board Member for Housing and Estate Regeneration and Councillor Ed Turner, Board Member for Finance, Asset Management and Public Health

Policy Framework: Housing and Regeneration

Recommendations: That the City Executive Board:

1. Approve the Financial Assistance Framework set out in Appendix 2 of this report. The framework sets out the repayment options which may be offered to leaseholders being charged for major works undertaken by the Council on residential blocks of flats.
2. Agree that where leaseholders are unable to pay a major works invoice in full within 14 days of receipt, they are entitled to apply for assistance under the Financial Assistance Framework. Applications will be assessed based on the qualifying eligibility criteria as set out in this report.
3. Delegate authority to the Head of Finance and the Head of Housing & Property to operate the Financial Assistance Framework and the assessment process.
4. Recommend that Council adopt the process for dealing with exceptional hardship as set out in "*The Social Landlords Discretionary Reduction of Service Charges (England) Directions 2014*".

Appendices to report

Appendix 1 – Statutory Right to a Loan

Appendix 2 – Financial Assistance Framework

Appendix 3 – Eligibility Scenarios

Appendix 4 – Initial Equality Impact Assessment

Appendix 5 – Risk Register

Background

1. Oxford City Council still retains legal ownership of 644 leasehold dwellings previously sold under Right to Buy (RTB) and consequently still retains obligations to maintain the structure and exterior of blocks of leasehold flats. Leaseholders have a responsibility to pay a proportion of any major structural/exterior repairs via annual service charges. The charge is based on the number of flats in the block and in cases of major works the charge may be considerable. Statutory consultation with leaseholders and other residents is undertaken before the commencement of any major works to a building.
2. Leaseholders may be resident or non-resident. Non-resident leaseholders may be an individual who rents the property out on the private rental market or they may also be an investor or investors who rent out a number of former council properties in this way. In each case the provisions of the lease together with the rights and obligations contained within would apply regardless. The number of leaseholders will continue to increase as properties are sold under the Right to Buy.
3. The Housing Revenue Account (HRA) capital programme and business plan includes provision for refurbishment and other major works on residential flat blocks throughout Oxford. Major works can also arise outside of the capital programme for instance where an unexpected major repair is needed to a block of flats, for example major roof damage in a storm.
4. The general provisions for the recovery of service charges and major works liabilities are set out in the respective leases of individual leaseholders.
5. Sinking fund contributions are payments made by leaseholders, alongside service charges, to build up a fund to pay for major works that may occur in the future, taking into account the various replacements or renewal of major works items likely over the lifetime of a flat block. Sinking funds are more common in the housing association sector, and they are set up when

the flat block is constructed where typically the monthly contributions are between £150 - £200 per month per property.

6. The leases for Oxford City Council leaseholders, in common with most other local authorities, do not make provision for sinking fund contributions. While this means that Oxford City Council leaseholders will have lower overall bills throughout the year compared with non-Council leaseholders, it does mean that they will get larger one-off bills when major works are carried out.
7. Leaseholders are required to settle their major works bills within 14 days of invoice. Failure to comply or otherwise make an arrangement with the Council, would leave them liable for forfeiture proceedings so that the outstanding debt can be settled on re-sale of the property.
8. Although requiring leaseholders to pay major work recharges, there is currently no policy or framework in place which sets out how the Council can assist leaseholders to meet their repayment obligations.
9. Leaseholders, as owner-occupiers, are expected to make a reasonable contribution towards repairs or improvements carried out in their flat block. The rental income from tenants should not be used to subsidise leaseholders. Repairs and improvements carried out will ultimately benefit the leaseholder as it will help to maintain the value of their asset over time.

The Statutory Right to a loan

10. The Housing (Service Charge Loans) Regulations 1992, as amended by The Housing (Service Charge Loans) (Amendment)(England) Regulations 2009, sets out details of the statutory right to a loan for leaseholders.
11. Details of the statutory scheme are set out in Appendix 1

Payment in full

12. The most preferable repayment arrangement is for the leaseholder to pay the major works invoice in full, funding the payment either from savings or by obtaining a personal loan or re-mortgage from mainstream lenders.
13. Personal loans or a re-mortgage obtained from a mainstream lender may be provided to the leaseholder at a more attractive rate of interest overall than the Council would offer over the length of the loan.

14. A payment in full would avoid the costs of setting up and monitoring any loan, repayment arrangement or property charge.

Discretionary Powers Available to the Council

15. As well as the statutory obligations, the Council has additional powers available which it can exercise and there is an expectation that social landlords will identify strategies to assist leaseholders facing large bills.

16. These discretionary powers include:

- providing a range of repayment and loan options to leaseholders
- the ability to purchase equity shares and offer equity loans
- on application and in exceptional circumstances, to waive or reduce the service charge by an amount considered reasonable.

17. “*The Social Landlords Discretionary Reduction of Service Charges (England) Directions 2014*”, was issued by the Secretary for State for Communities and Local Government on 11th August 2014, to be effective 12th August 2014. The Directions, on application by a leaseholder, give social landlords the power to waive or reduce a service charge for repair, maintenance or improvement by an amount the landlord considers to be reasonable.

18. The Directions also set out criteria which should be considered by the social landlord and factors to consider relating to exceptional hardship.

Financial Assistance Framework

19. Research undertaken by officers indicates that there are a number of different best practice options that could be considered in providing financial assistance to leaseholders facing large bills, in addition to the statutory provisions available.

20. These are set out in Appendix 2 - The Financial Assistance Framework.

Eligibility Criteria

21. To qualify for assistance under the Financial Assistance Framework, leaseholders would be required to make an application to the Council, setting out their current financial circumstances, including details of income, savings and assets such as other properties they may also own.

22. If they qualify for assistance, leaseholders would be expected to use a reasonable proportion of their available cash (savings) or realisable assets to reduce their liability as part of the loan agreement.
23. How much a leaseholder will be expected to pay towards a loan each month will be based on their applicable disposable income, so that a leaseholder can retain some disposable income while making affordable loan repayments.
24. Where a leaseholder has insufficient funds or realisable assets to settle the invoice within 14 days of invoice but has equity in property or properties (excluding the property leased), the leaseholder would be expected to make arrangements to release the equity and reduce the outstanding invoice amount.
25. Each case will be considered on its own merits based on the assessment. Qualification for loan options will depend on affordability across the period of the loan. Loans are to be available on the basis of the shortest repayment time possible. Examples of scenarios are shown in Appendix 3 – Eligibility Scenarios

Climate change/Environmental Impact

26. It is considered that there will not be any direct climate change/environmental impact as a result of these proposals

Equalities Impact

27. There is no negative impact on equalities resulting from this report. The Initial Equality Impact Assessment is attached as Appendix 4.

Financial Implications

28. The Council is required to fulfil its statutory obligations under existing legislation in offering a loan to leaseholders who are required to pay amounts in respect of major works. Any interest charged would be credited back to the Housing Revenue Account and the repayment of the works would constitute a capital receipt to be used to fund future Housing capital works, subject to the normal set aside provisions.
29. Negative budgetary implications are not anticipated. Capital works to flat blocks are carried out from existing budgets. The liabilities on leaseholders arise at that point when the leaseholder becomes a debtor. In the event of a leasehold property being sold (for any reason), all outstanding debts

relating to service charges and major works charges are settled as part of the sales process. In the vast majority of cases this will cover the debt to the Council but there may be a small number where there are multiple charges against the property which exceed the sale value.

Legal Implications

30. The Council has a fiduciary duty to the Council's tenants to ensure that it recovers service charges from leaseholders, protecting the interests of tenants and the Housing Revenue Account.
31. "*The Social Landlords Mandatory Reduction of Service Charges (England) Directions 2014*", was issued by the Secretary for State for Communities and Local Government on 11th August 2014, to be effective 12th August 2014. The Directions, restrict the amount of service charges that can be recovered to £10,000 (outside London) in a five year period but only where the funding or part funding for the work is provided either from Decent Homes Backlog Funding provided in 2013 Spending Round or any other assistance for the specific purpose of carrying out works of repair, maintenance or improvement provided by any Secretary of State or the Homes and Communities Agency.
32. Oxford City Council has no current or future planned works that would have such funding arrangements and so is unaffected by these Directions at this stage.

Name and contact details of author:-

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Job title Head of Finance/Head of Housing and Property
Service Area / Department Finance
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List of background papers: None

Appendix 1 – Statutory Right to a Loan

1. The right to a loan is only applicable to leaseholders where the property was purchased under the Right to Buy within the ten years prior to the major works service charge liability arising. At the time of writing, there are 38 leaseholders currently entitled to a statutory loan throughout the leasehold stock.
2. The Housing (Service Charge Loans) Regulations 1992, Paragraph 3 (1), states that the leaseholder is required to pay the first £1,500 (updated to £2,790 as at 31/01/2014) of the total of the annual service charge inclusive of the major works charge. An illustrative example of how this would work in practice is as follows :

Service Charge	£ 1,000.00
Major works Charge	<u>£30,000.00</u>
Total	£31,000.00
Less amount to be paid by leaseholder	<u>£ 2,790.00</u>
Qualifying Loan value	£28,210.00

3. Where the qualifying loan value is in excess of £37,201, The Housing (Service Charge Loans) Regulations 1992, Paragraph 5 (1 & 2) allows the Council, the discretion to make a loan for the higher value.
4. The original regulations provide for the qualifying amount of loan as follows :

Amount of the Loan	Length of the plan
Less than £500	Not eligible for loan
Between £500 and £ 1,500	36 months (three years)
Between £1,501 and £5,000	60 months (five years)
Between £5,000 and to £20,000	120 months (10 years)

5. These amounts are subject to annual RPI uplifts giving revised amounts of eligible loan as at 31st January 2014 of:

Amount of the Loan	Length of the plan
Less than £929	Not eligible for loan
Between £930 and £ £2,790	36 months (three years)
Between £2,791 and £9,314	60 months (five years)
Between £9,315 to £37,201	120 months (10 years)

6. The Housing (Service Charge Loans)(Amendment)(England) Regulations 2009 provides for the loan offer to be made on terms that:
 - do not require payment of interest or
 - require the payment of interest only on part of the loan or
 - on terms as the lender may determine

7. The Interest Rate is added to the principal sum at the “Local Average Rate” calculated in accordance with Section 438 and Schedule 16 of the Housing Act 1985 being the higher of:
 - the Standard National Rate (SNR) of interest as set by the Secretary of State after taking into account rates charged by building societies in the United Kingdom and any movement in those rates and
 - applicable local average rate, based on the Authority’s own borrowing costs. This rate is a variable rate which is reviewed every 6 months and is currently 3.6%.
8. The Council is allowed to charge administrative costs – up to a maximum of £100 under Schedule 2, paragraph 3 of the Housing (Service Charge Loans) Regulations 1992, which can either be paid immediately or added to the loan agreement.
9. All such loans act in the same way as a mortgage, and a charge will be put on the property as security for the loan, with the agreement of the leaseholder. The Land Registry would be informed that there is a debt against the property. If the property is sold the debt outstanding will be recalculated and have to be paid back to the Council from the proceeds of the sale.
10. The Council recognises that the statutory right to a loan may still provide an unaffordable solution for leaseholders with a major works invoice and the Councils Financial Assistance Framework options may be more suitable.

Appendix 2- Financial Assistance Framework

Repayment Option	Description
Loan with interest	Variable interest rate loan as set out in appendix 1 of this report
Interest free loan (36 months)	Interest free instalment scheme over 36 months (available if payments made by Direct Debit)
5 Year payment plan	36 month interest free with 24 months at interest as set out in appendix 1 of this report (available if payments made by direct debit)
Charge on property	A charge on the property would be applied and the Councils invoice paid when the property is subsequently sold. The charge would be based on an 'equity stake',*1 represented by the percentage of the value of the property that the financial assistance required relates to from the date on the demand.

*1- This seems equitable since in a rising market the amount due to the Council would increase and in a decreasing market the amount due to the Council would decrease.

Appendix 3 – Eligibility Scenarios

Example 1

A leaseholder with a major works invoice of £3,500 has no other assets or savings but has a disposable income of £140.00 per month. His applicable disposable income would be £100.00 per month that he would be expected to use for a loan. He would be entitled to a 3 year interest free loan. Repayments will be made at £97.22 per month. After the loan repayments, he would be left with a new monthly disposable income of £42.78.

Example 2

A leaseholder with a major works invoice of £3,500 has no other assets or savings but has a disposable income of £120.00 per month. His applicable disposable income would be £80.00 per month that he would be expected to use for a loan. He does not have sufficient available funds to use the 3 year interest free loan option. He will be entitled to a 5 year loan with the first 3 years interest free. Payments in the first 36 months will be £80.00 per month with loan repayments at £26.81 per month for the final 24 months. The total interest payable being £23.52 over the whole period. After the loan repayments, he would be left with a new monthly disposable income of £40.00 for the first 3 years, then £96.48.

Example 3

A leaseholder with a major works invoice of £3,500 has no other assets or savings but has a disposable income of £60 per month. His applicable disposable income would be £36.00 per month that he would be expected to use for a loan. He does not have sufficient available funds to use the 3 year interest free loan option or the 5 year option. He will be entitled to a 10 year loan with interest. The monthly payment will be £34.77. The total interest payable being £672.91 over the whole period. After the loan repayments, he would be left with a new monthly disposable income of £25.23.

Example 4

A leaseholder with a major works invoice of £6,000 has £5,000 in savings and a disposable income of £120 per month. He would be expected to contribute a reasonable proportion of his savings say £3,200 and would then be entitled to a 3 year interest free loan on the outstanding £2,800. His applicable disposable income would be £80.00 per month that he would be expected to use for a loan. Repayments will be made at £77.78 per month. After the loan repayments, he would be left with a new monthly disposable income of £42.22.

Example 5

A leaseholder with a major works invoice of £35,000 has another property with £40,000 of equity. He has no other assets or savings and no disposable income. He would be expected to sell the property elsewhere and use the released equity to pay the outstanding invoice.

Example 6

A leaseholder with a major works invoice of £3,500 is on a low income with a disposable income of only £2.50 per month. He has no assets or savings. He would not be entitled to loan and at £2.50 per month, it would take over 100 years for him to repay. There is no prospect of realistic repayment unless circumstances change. In this situation, a charge would be placed on the property, based on the invoice total as a percentage of the current property value.

Examples use an assumed interest of 3.6% for demonstration purposes only.

Disposable income is calculated as per CAB guidance.

Appendix 4 – Initial Equality Impact Assessment

1. Within the aims and objectives of the policy or strategy which group (s) of people has been identified as being potentially disadvantaged by your proposals? What are the equality impacts?

There are no groups of persons identified as being disadvantaged by the proposals.

2. In brief, what changes are you planning to make to your current or proposed new or changed policy, strategy, procedure, project or service to minimise or eliminate the adverse equality impacts?

Please provide further details of the proposed actions, timetable for making the changes and the person(s) responsible for making the changes on the resultant action plan

No changes are required, as there are no equality impacts.

3. Please provide details of whom you will consult on the proposed changes and if you do not plan to consult, please provide the rationale behind that decision.

Please note that you are required to involve disabled people in decisions that impact on them

There is no requirement for external consultation on this issue. There are no equality impacts arising.

4. Can the adverse impacts you identified during the initial screening be justified without making any adjustments to the existing or new policy, strategy, procedure, project or service?

Please set out the basis on which you justify making no adjustments

Not applicable

5. You are legally required to monitor and review the proposed changes after implementation to check they work as planned and to screen for unexpected equality impacts.

Please provide details of how you will monitor/evaluate or review your proposals and when the review will take place

Not applicable

Lead officer responsible for signing off the EqIA:

Role: Senior Management Accountant

Date: 12/08/14

Appendix 5 – Risk Register

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Comments	Controls Control description	Action Owner
							I	P	I	P	I	P			
Financial Assistance Framework not approved	CEB reject the proposals in the report	T	Failure to provide sufficient information to enable CEB to agree the Framework	The Council is unable to offer a range of repayment and loan facilities to leaseholders facing large major works bills. This would lead to the Council being unable to realise the maximum income recoverable from leaseholders. The value of the works would be irrecoverable and unrealisable for many years until the leasehold properties are re-sold.	08/08/14	Catherine Arnold	5	3	5	1	2	1	Worked closely with Lead Member to ascertain support for scheme.	Offering repayment options to leaseholders facing large major works bills	Catherine Arnold

To: City Executive Board

Date: 15 October 2014

Report of: Head of Housing and Property

Title of Report: Draft Housing Strategy 2015-2018

Summary and Recommendations

Purpose of report: To provide the City Executive Board with the Draft Housing Strategy 2015-2018 with a proposed action plan that outlines the key priorities for the next three years, prior to wider consultation.

Key decision: Yes

Executive lead member: Cllr Scott Seamons, Board Member for Housing and Estates

Policy Framework: Housing Strategy Corporate objective- Meeting Housing Needs

Recommendation: That the City Executive Board approve the Draft Housing Strategy and Action Plan for wider consultation

Appendices

- A – Draft Housing Strategy 2015-2018
- B – Housing Strategy Risk Register
- C – Housing Strategy EIA

Introduction

- 1 The Housing Strategy approved in April 2012 expires in March 2015 and is due to be replaced by a new strategy for the period 2015 – 2018. The Draft Strategy in Appendix A, contains the proposed priorities for the next three years.

- 2 The 2015-2018 Draft Housing Strategy has been developed to have a wider cross tenure approach to housing issues in Oxford and has termed this '*The Housing Offer*'.
- 3 The Draft Strategy has four main priorities proposed compared with six in the previous strategy; the new priorities have been identified as:
 - Priority 1 – Increase supply and improve access to affordable housing;
 - Priority 2 – Meet housing needs of vulnerable groups;
 - Priority 3 – Support growth of a balanced housing market; and
 - Priority 4 – Support sustainable communities

The previous priorities under the 2012-2015 Strategy were:

- Priority 1 – Provide more affordable housing in the City to meet housing needs;
- Priority 2 – Prevent and reduce homelessness;
- Priority 3 – Address the housing needs of vulnerable people and communities;
- Priority 4 – Improve housing conditions;
- Priority 5 – Improve housing services; and
- Priority 6 – Implement self-financing of the HRA

Progress to date

- 4 In April 2014, the Strategy & Enabling team held a workshop for a mix of internal departments to help start shape what the priorities would look like for the 2015-2018 Housing Strategy. Over 30 members of staff compared the existing Housing Strategy priorities of 2012-2015 and then assessed these against the current issues we are faced with in the Housing Market in Oxford. External partners through the ORAH Partnership (Housing Association partners) and the Homelessness Working Group were also consulted upon what the key priorities should be.
- 5 The questions that were asked as part of the Priority Setting stage were as follows:
 1. What are the key barriers to the housing market in Oxford?
 2. What should the priorities be in light of these barriers, and do the current 2012-2015 Housing Strategy priorities address these barriers?
 3. What are the key actions to deliver for the priorities that you have identified?
- 6 Following the work of these sessions, the new Draft Housing Strategy 2015-2018 has four main priorities proposed compared with six in the previous strategy, the new priorities have been identified as:
 - Priority 1 – Increase supply and improve access to affordable housing
 - Priority 2 – Meet housing needs of vulnerable groups

- Priority 3 – Support growth of a balanced housing market
 - Priority 4 – Support sustainable communities
- 7 Within each Priority in the Draft Housing Strategy, there is a table that summarises what the key actions should be to help deliver each priority. These key actions have formed the draft Action Plan attached to the Strategy in Appendix A, to help with a wider consultation process.
- 8 Consultation on the Draft Housing Strategy 2015-2018 is being proposed for a 5 week period commencing on 22nd October 2014 and closing on 1st December 2014. Following consultation, all comments will be collated and the Draft Strategy will be revised and a final version prepared for bringing back to CEB in March 2015 and then Full Council for adoption. The aim of the consultation will be to check that the draft priorities are the right ones and to also check the key actions are correct and to add to these where actions might be missing.

Level of Risk

- 9 A risk register is attached as Appendix B. It should be noted that risks associated with specific projects and work programmes identified in the action plan are identified and addressed in the relevant project documentation for those projects /programmes.

Environmental Impact

- 10 The Draft Housing Strategy 2015 to 2018 does not have any explicit environmental impacts in itself. Specific projects identified in the Housing Strategy Action Plan will have environmental impacts, specifically the provision of additional housing to meet housing needs. These environmental impacts associated with specific projects and work programmes identified in the action plan are identified and addressed in the relevant project documentation for those projects / programmes especially where planning permission is required.

Equality Impact Assessment

- 11 The Equality Impact Assessment is attached as Appendix C. The Housing Strategy and its action plan does take into consideration meeting the housing needs of the most vulnerable people in Oxford under Priority 2 and as such no adverse impacts on any equalities group are expected as a result of this Draft Housing Strategy and the attached action plan.

Financial Implications

- 12 Any financial implications for specific projects and work programmes identified in the action plan are identified and addressed in the relevant project documentation for those projects /programmes.

- 13 Included within the HRA Business Plan provision has been specifically made for the following:
- Delivery of new housing at Barton
 - The delivery of 113 new dwellings over the coming two years, part funded by HCA grant
 - On-going repairs, maintenance and refurbishment to its stock of council dwellings, including the tower blocks
 - Management related costs in providing all landlord services to our tenants
 - Headroom to support some of the strategic sites as part of the City Deal in relation to New Build.
- 14 In the General Fund Budget there is provision for the costs of homelessness and providing other private sector housing advice. No new financial implications are brought forward by this Draft Housing Strategy in relation to the General Fund.

Legal Implications

- 15 The Local Government Act 2003 requires local housing authorities to have in place a Housing Strategy for the City.
- 16 Meeting the Council's statutory housing obligations is reflected in the priorities of the Housing Strategy, including statutory homelessness duties; provision of housing advice; and landlord responsibilities.
- 17 There are no further legal implications resulting from the Draft Housing Strategy 2015-2018 and the attached action plan.

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List of background papers: None

Oxford City Council

www.oxford.gov.uk



Housing Strategy 2015-2018

Building a world-class city for everyone
'The Housing Offer'



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Foreword

Welcome to Oxford City Council's Housing Strategy covering the period 2015-2018. The strategy identifies what the key issues will be for housing over the next three years and what the Council and its partners can do to overcome them and help deliver the *'The Housing Offer'* to the people of Oxford.

Oxford is well known for its high average house prices, high rents in the private rented sector and affordability issues as a result. Recent reports have Oxford as the least affordable City in the Country with House price to income ratios of over 11.25.

However there are signs that the housing market is starting to pick up again, and with sites such as Barton Park coming through the supply chain within the period of this strategy, we are optimistic that the delivery of new homes and more importantly affordable homes will start to increase significantly.

To help towards improving the pace of house building, the City Council have recently signed the *'Oxford and Oxfordshire City Deal'*. This deal aims to accelerate the delivery of more than 7,500 homes across Oxfordshire, with over 55% of these being delivered within the *'knowledge spine'* that incorporates Oxford, Bicester and Didcot. Oxford is a global brand and, it is an important element of this strategy to match this with an excellent housing offer, one which can attract households as part of the delivery of innovation-led growth.

Despite the numbers within the City Deal, the enormity of the housing shortage cannot be underestimated. The Strategic Housing Market Assessment (SHMA) identifies that between 25,000 and 32,000 homes need building by 2031 to meet the housing need of the City, and this cannot be achieved solely within Oxford.

We want to ensure that our existing homes are looked after and appropriate investment is made to maintain standards across all tenures and the *'support sustainable communities'* priority will begin to address this.

The enormity of the problem we face to deliver new homes and meet housing needs in the City cannot be under estimated, and capacity to deliver the housing offer is not something the City Council can do alone. This strategy will therefore be facilitating the opportunities for increased partnership working amongst our key strategic partners, and also looking at innovative ways of how we can start to deliver new homes over the next 3 years.

I hope that you find this strategy informative and easy to understand. We welcome any comments or suggestions from our communities and stakeholders on how we can make improvements.

Councillor Scott Seamons
Board Member for Housing & Estate Regeneration
Oxford City Council

1. Strategic Context

This Section of the Strategy explains the background of legislation and policy context that Housing works within and how it influences the setting of priorities to formulate the Housing Offer for residents of Oxford.

1.1 NATIONAL CONTEXT

The policy background nationally has changed in a number of key areas since the last Housing Strategy, impacting either on the housing market or the operations of housing authorities. The state of the housing market has continued to worsen from an affordability perspective in Oxford particularly when coupled with recent rises in the cost of living.

The private rented sector remains in high demand due to pressures from a large student population, potential home owners who have been unable to buy during an economic downturn and a lack of availability of social housing for those on low incomes. As a result the private rented sector has increased its share of the overall housing market by almost 50% in the last 10 years to a share of 28% of the overall housing market. Alongside this, Right to Buy (RTB) numbers have increased and homelessness levels are increasing, and rough sleeping numbers have also grown. These factors are all putting more pressure on the social housing sector to meet housing need.

The challenge in Oxford remains to build more homes both for ownership and at genuinely affordable social rent levels, creating choice that is genuinely affordable for the people of Oxford.

1.1.1 Laying the foundations: A housing strategy for England

The key aims of the national strategy are to address concerns across the housing market and identify a package of reforms that will get the housing market moving again and lay the foundations for a more responsive, effective and stable housing market in the future. In terms of this strategy and Oxford City Council's approach, the following are being addressed:

- Consideration of alternative models to deliver new housing for both affordable and open market housing;
- Delivered 113 new council homes during 2011-2015 and plans to deliver another 354 at Barton Park during the next 3 years of this strategy;
- Working with private sector landlords to improve standards through accreditation and the licensing of HMO's, with consideration for licensing in the wider Private Rented Sector during this strategy period;

- Targeting the return of 12 long term empty homes to be brought back into use every year, with a short list of over 15 properties for potential Compulsory Purchase Order(CPO); and
- Making best use of the New Homes Bonus to support the Capital Programmes of the local authority.

1.1.2 Impact of the Localism Act 2011

This Act has had a transformative effect on the way housing authorities operate, creating change on a scale not seen for decades. The following are key changes that have taken place within Oxford City Council;

- Developed a Tenancy Strategy and Policy that retains lifetime tenancies and security for tenants, and to continue to practice a policy of social rent levels. However, the policy allows for Affordable Rents where associated with grant funding from the HCA;
- Created a new Allocations Policy that addresses anti-social behaviour (ASB) and rent arrears issues before people can join the register, meets the requirements of the military covenant, further prioritises those with a local connection, and takes into account the changes brought about through welfare reform;
- Defined local connection and returned to a choice based lettings system for the City Council rather than a sub-regional approach;
- Additional powers to discharge homelessness duty into the Private Rented Sector. Due to the lack of properties in Oxford's rental market at less than the reduced Local Housing Allowance rate, the council has used these powers to discharge duty outside the City;
- Developed a 30 year Housing Revenue Account (HRA) Business Plan that has funded the building of 113 new council homes since 2011 and is supporting the build of a further 354 social rented homes at Barton Park.

1.1.3 Impact of the Welfare Reform Act 2012

The Welfare Reform Act has presented enormous challenges to the council as households on low incomes, many of whom are council tenants, have experienced a large squeeze on their incomes. This has placed significant pressure on some of the most vulnerable households to sustain their tenancies, particularly those in private rented accommodation.

In relation to Housing, the following key changes have impacted on the services we provide;

Housing Benefit changes affecting social housing tenants: capped payments of Housing Benefit, an increase in non-dependant deductions in Housing Benefit,

reduction in housing benefit for working age households under-occupying by 1 bedroom or more. The under occupation charge or 'Bedroom Tax' impacted initially on 953 social housing tenancies in the city. Since its implementation this figure has reduced to 663, which is a 30% reduction.

Local Housing Allowance (LHA) reductions affecting tenants in the private rented sector and social housing sector: LHA caps introduced for each size of property, rates set to reflect the bottom third of private rents and increased age limit from 25 to 35 for shared accommodation rate. The table below highlights the difference between social rents, open market rents, and LHA capped rents for different property sizes. The housing market in Oxford is so overheated that the Council struggles to locate properties to re-house people into the private rented sector due to the high rental prices being demanded relative to this reduced LHA rate.

Universal Credit represents the most considerable change in the act, and whilst its implementation has been delayed, preparing for it has taken up considerable council time.

Property type	Average Council rent	Average RSL rent *	LHA rent for Oxfordshire (April 2014)	Average private rent**	Lower quartile private rent**
Room	N/A	N/A	£80.81	£110.78	£99.89
1 bed flat	£74.31	£89.29	£157.33	£195.44	£173.04
2 bed flat	£78.92	£102.00	£190.57	£237.49	£206.53
3 bed house	£85.62	£115.75	£228.00	£291.89	£242.33
4 bed house	£89.54	£125.45	£303.00	£431.31	£323.06

Table 1.1 – Average Rents for Oxford at different property sizes

* CORE 2013

** VOA 2013-14

1.1.4 Homes and Communities Agency (HCA) Affordable Homes Programme 2015-2018

This three year funding programme is just over £1.7bn nationally, with 75% of the funds being provided for bids after the 30th April 2014 and the remaining 25% set aside for continuous market engagement between July 2014 and May 2016. In line with the previous funding round, providers have to charge affordable rent (80% of market rent) on the rented accommodation they build. Section 106 schemes cannot benefit from grant funding either.

1.2 OXFORDSHIRE CONTEXT

1.2.1 Strategic Economic Plan

Oxfordshire Local Enterprise Partnership (LEP) brings together business, the universities, colleges, research facilities and local authorities. The Strategic Economic Plan is linked closely with City Deal, and also the European Structural and Investment Fund plan, which sets out proposals for the use of £20m European funds. The 4 main thematic priorities for the LEP are as follows:

- Innovative Enterprise;
- Innovative People;
- Innovative Place; and
- Innovative Connectivity.

The Housing Strategy supports the delivery of the housing numbers contained in the Strategic Economic Plan, within Oxford and this is covered by Priority 3.

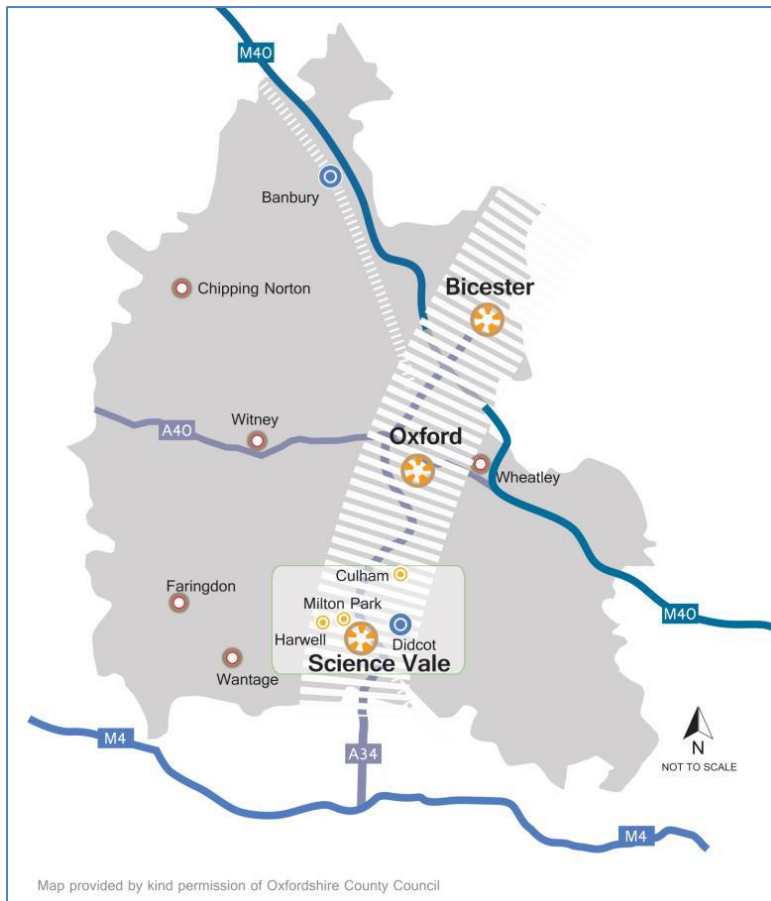
1.2.2 Oxford and Oxfordshire City Deal

The Oxford and Oxfordshire City Deal aims to unleash a new wave of innovation-led growth by maximising the area's world-class assets, such as the universities of Oxford and Oxford Brookes, and 'big science' facilities such as those at the Harwell Oxford Campus and Innovation Campus. The deal will focus on the following areas:

- Invest in an ambitious network of new innovation and incubation centres which will nurture small businesses;
- Invest in Growth Hub to help small and medium enterprises to grow through better business support – with a particular focus on supporting innovation;
- Accelerate the delivery of 7,500 homes across the County, and recognise that the provision of quality housing will be fundamental to the delivery of innovation-led growth. This includes looking at ways to lift the Housing Revenue debt cap to help focus delivery on Oxpens and the Northern Gateway and other strategic sites included in the 30 year HRA Business Plan;
- Deliver over 500 new Apprenticeships for young people;
- Provide £95m of local and national public sector investment with a further £550m of investment from housing providers;
- Leverage in nearly £600m of private sector investment through site development, transport infrastructure, skills schemes; and business support services and innovation centres; and
- Create 18,600 new jobs and a further 31,400 jobs during the construction phase.

This Housing Strategy is all about getting the Housing Offer right and under priority 3 will focus on strategic sites at Oxpens and Northern Gateway to help deliver the housing offer part of the City Deal, and will also look at ways we can maximise HRA borrowing to deliver more for the City Council.

Over 55% of the total housing delivered will be within the '*knowledge spine*' of the City Deal, of which Oxford is a central part.



Map 1.1 – Oxford and Oxfordshire City Deal 'knowledge spine'

1.2.3 Oxfordshire Joint Health & Wellbeing Strategy 2012-2016

The Health and Wellbeing Strategy for Oxfordshire covers the following priority areas;

Children and Young People

Priority 1: All children have a healthy start in life and stay healthy into adulthood

Priority 2: Narrowing the gap for our most disadvantaged and vulnerable groups

Priority 3: Keeping all children and young people safe

Priority 4: Raising achievement for all children and young people

Adult Health and Social Care

Priority 5: Living and working well: Adults with long term conditions, physical or learning disability or mental health problems living independently and achieving their full potential

Priority 6: Support older people to live independently with dignity whilst reducing the need for care and support

Priority 7: Working together to improve quality and value for money in the Health and Social Care System

Health Improvement

Priority 8: Preventing early death and improving quality of life in later years

Priority 9: Preventing chronic disease through tackling obesity

Priority 10: Tackling the broader determinants of health through better housing and preventing homelessness

Priority 11: Preventing infectious disease through immunisation

In relation to the Housing Strategy, Priority 3 and 4 have close links to supporting the Health & Wellbeing Strategy priority areas, especially around Health Improvement and Adult Health and Social Care.

1.3 LOCAL CONTEXT

1.3.1 Oxford Corporate Plan 2013-2017

The corporate plan is Oxford City Council's key strategic document. It sets out the Council's strategic direction over a four year period. It also highlights key areas of new investment. There are five priorities under the plan which are;

- Vibrant, Sustainable Economy;
- Meeting Housing Needs;
- Strong, Active Communities;
- Cleaner, Greener Oxford; and
- Efficient, Effective Council

The Housing Strategy will touch on the majority of these priorities; however the stand out priority it will support is 'Meeting Housing Needs'. Under this priority the 4 main performance measures include the following;

Measure Code	Council Priority	Housing Strategy Priority	Measure Name	Targets				
				Baseline 2013/14	2014/15	2015/16	2016/17	2017/18
NI156	Meeting Housing Need	Meet housing needs of vulnerable groups	Number of households in temporary accommodation	120	120	120	120	120
HC016	Meeting Housing Need	Increase supply and access to affordable housing	Number of affordable homes for rent delivered	4	180	150	150	150
HC014	Meeting Housing Need	Meet housing needs of vulnerable groups	The number of new rough sleepers spending more than one consecutive night on the streets each year	9	10	10	10	10
HC017	Meeting Housing Need	Support sustainable communities	Tenant satisfaction with their estates	75%	83%	84%	85%	86%

Table 1.2 – Corporate Plan Housing Target Measures 2014/15 – 2017/18

1.3.2 Other Oxford Strategic Documents

The Housing Strategy is an overarching cross tenure document that covers all housing issues within Oxford. However there are a number of related documents that feed into the strategy and support the delivery of some of its key objectives. The diagram below summarises this relationship.



Figure 1.1 – Housing Strategy Strategic Fit

2. Review of the 2012-2015 Housing Strategy

Summary of Chapter 2

This section reviews the outcomes of the Housing Strategy over the period 2012-2015 and reflects on some of the key actions delivered, what is outstanding and what needs to be delivered by the 2015-2018 Housing Strategy.

2.1 REVIEW OF THE 2012-2015 HOUSING STRATEGY

The Housing Strategy 2012 – 2015 comprised 6 strategic objectives with 44 key actions proposed to achieve these. The key actions were measured through over 100 milestones of which more than 70 had been met by the 2nd year of the strategy in 2014. This means that the strategy was on target to meet the majority of the objectives set within the strategy period. Of the actions which remain some will be carried forward to the 2015 – 2018 strategy with revised or updated targets as applicable.

The priorities for the 2012 – 2015 were:

- Provide More Affordable Housing to Meet Housing Needs;
- Prevent Homelessness;
- Address Housing Needs of Vulnerable People and Communities;
- Improve Housing Conditions;
- Improve housing services.
- Implement Self-Financing of the Housing Revenue Account

The Housing Strategy Action Plan (HSAP) 2012-2015 consisted of 121 actions under the Housing Strategy Objectives. By July 2014:

- 63% of the agreed actions have been fully met;
- 27% were on target to be met by the end of the strategy in March 2015 or, were carried forward as priorities in the 2015 -2018 strategy;
- 94% of actions under objective 2 **Prevent Homelessness** had already been completed

2.2 HIGHLIGHTS OF THE 2012-2015 STRATEGY

Considering the background and context the 2012-2015 Housing Strategy had to deliver in, the Council considers the strategy to have been a success with most of the actions under the six priorities delivered.

2.2.1 Priority 1: Provide More Affordable Housing in the City to Meet Housing Needs

Objective achieved

- Delivery of 113 new Council homes underway
- Barton Strategic Housing site commenced
- Affordable Housing Policy adopted
- Tenancy Strategy adopted
- New Empty Homes Strategy

However one action is outstanding from this priority, due to planning delays and the timescale for completion will be carried forward to the 2015 – 2018 housing strategy, which is:

- Deliver 3 year affordable housing programme: through physical regeneration projects at Northway, Cowley, to deliver new housing and jobs.

2.2.2 Priority 2: Prevent Homelessness

Objective achieved

- New Homelessness Strategy
- Maintained levels of households in Temporary Accommodation below 120 per year

2.2.3 Priority 3: Address Housing Needs of vulnerable people and communities

Objective achieved

- New housing evidence base produced
- No Second Night Out project delivered

2.2.4 Priority 4: Improve Housing Conditions

Objective achieved

- New Housing Asset Management Strategy
- Regeneration projects at Blackbird Leys started
- Tower Blocks project started
- HMO licensing continued success

However one action is still being delivered from this priority, due to changes in national policy on energy efficiency and will be carried forward to this housing strategy, which is:

- Improve energy efficiency and reduce carbon emissions in homes in Oxford and address fuel poverty for households - for completion by March 2018

2.2.5 Priority 5: Improve Housing Services

Objective achieved

- Revised Allocations Policy
- Local Offers established for tenants

2.2.6 Priority 6: Implement Self-Financing of the Housing Revenue Account

Objective achieved

- HRA Business Plan developed
- Asset Management Plan implemented for repair & maintenance of stock over 30 years

DRAFT

3. Aims and Objectives of the 2015-2018 Housing Strategy

3.1 AIMS OF THE 2015-2018 HOUSING STRATEGY

The Housing Strategy 2015 – 2018 replaces the previous 2012-2015 strategy. The aims and objectives for this strategy were agreed following consultation and developed in partnership with staff across a number of service areas as well as through consultation with external service providers and agencies.

The 2015 -18 strategy will take a broad cross tenure approach to housing provision whilst improving dialogue and partnership with key service providers to support housing, health, well-being and education in the City.

Priorities for the strategy were set using the objectives in the Corporate Plan as a foundation. These are:

- Vibrant, Sustainable Economy
- Meeting Housing Needs
- Strong, Active Communities
- Cleaner, Greener Oxford
- Efficient, Effective Council

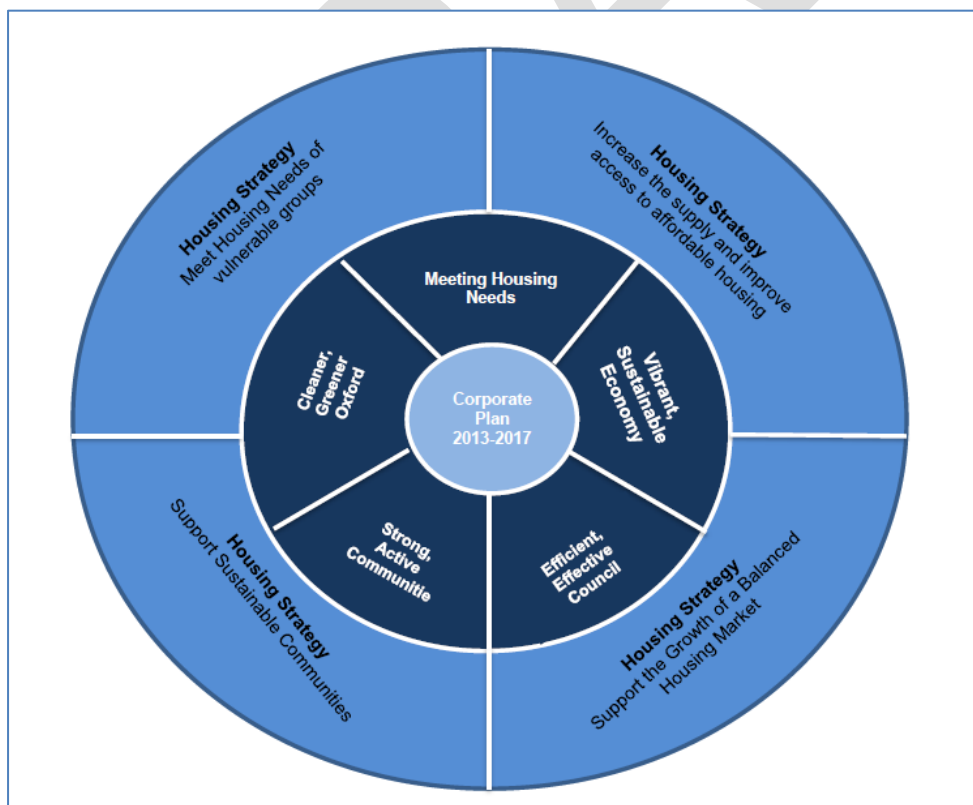


Figure 3.1: Housing Strategy and Corporate Priority Fit

The priorities under this housing strategy are designed to achieve the aims outlined above through improving access to housing and reducing the gaps in health, economic and educational outcomes between the most and least deprived wards in Oxford.

The priorities for the 2015 – 2018 Housing Strategy are to:

- Increase the Supply of and Improve access to affordable housing ;
- Meet housing needs of vulnerable groups;
- Support the growth of a balanced housing market; and to
- Support sustainable communities.

A detailed description of each of the priorities is given in the next four chapters.

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4. Priority 1 – Increase supply and improve access to affordable housing

Summary of Chapter 4 – Priority 1

This chapter sets out the key findings of the Strategic Housing Market Assessment to highlight the scale of affordable housing need in the City and current commitments which are planned for delivery by the Council and RP partners.

It also highlights key actions which will help deliver more housing, address problems in particular sectors of the housing market and also improve access to affordable housing to address the needs of acute vulnerable groups in the City.

4.1 CONTEXT

The performance on delivering affordable housing has been variable since 2008 and remains below the levels achieved prior to the economic downturn.

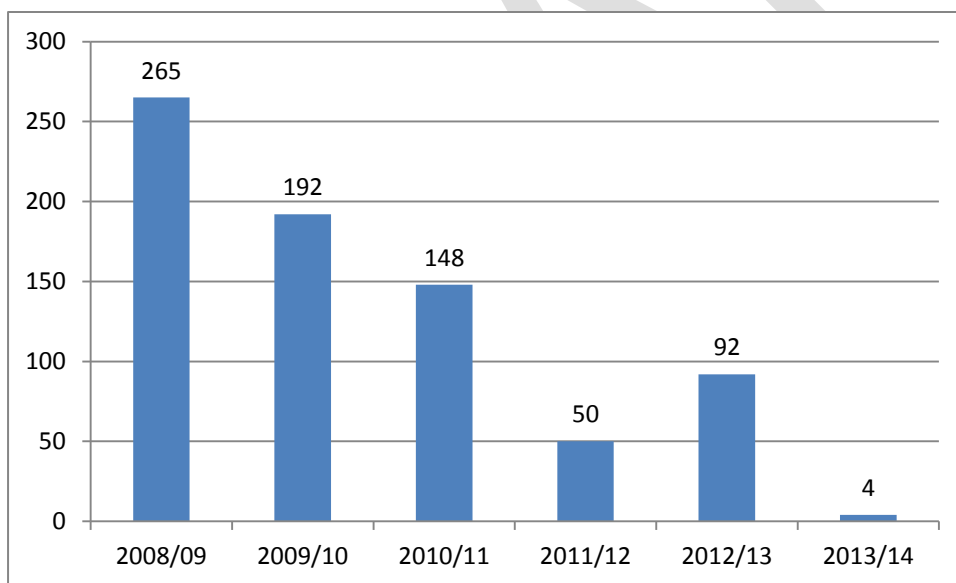


Chart 4.1 – Affordable Homes Delivered 2008/09 – 2013/14

The Council is working with partners to plan future delivery to address the challenge of stimulating the wider housing market and of meeting rising need for affordable housing and the scale of the challenge is set out in the Strategic Housing Market Assessment:

4.2 STRATEGIC HOUSING MARKET ASSESSMENT (SHMA): KEY FINDINGS

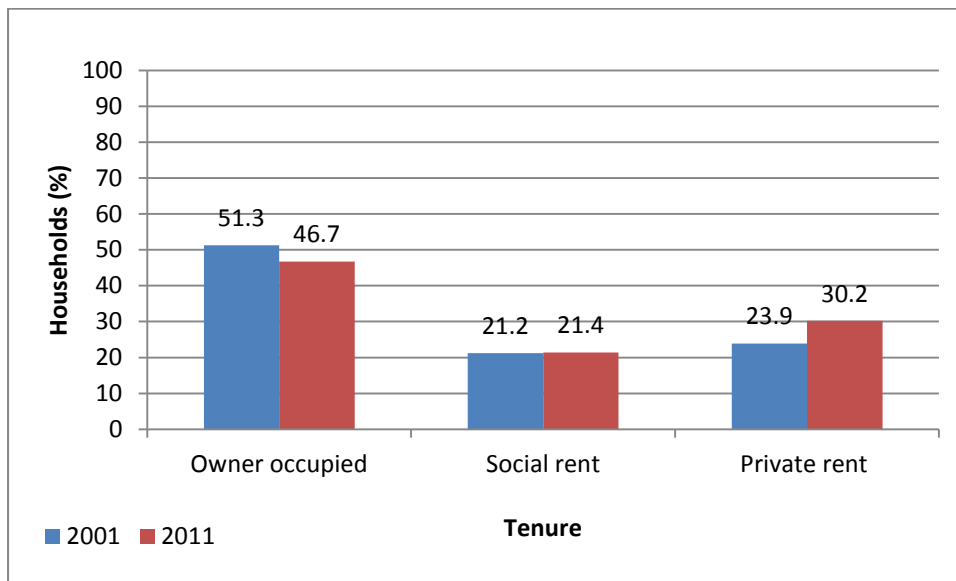


Chart 4.2 – Oxford Tenure Profiles 2001-2011

Source: Oxfordshire Strategic Housing Market Assessment 2014

4.2.1 Affordable Housing & Tenure Profile

This pattern of tenure changes is reflected across the County with increases in owner occupation in a small number of Districts. The increase in private renting is marked in all areas and is in contrast with the largely static position on social rent even as affordability has worsened.

The table below shows the trend in the relationship of lower quartile house prices to lower quartile incomes which is the key affordability indicator. Between 2007 and 2012, affordability has marginally improved as housing costs have fallen but overall, house prices in Oxford are still 10 times lower quartile earnings.

Area	1997-02	2002-7	2007-12	2012 Ratio
Cherwell	76%	32%	-7%	8.39
Oxford	60%	27%	-4%	10.03
South Oxon	45%	57%	-6%	10.75
Vale of White Horse	66%	28%	-9%	8.45
West Oxon	44%	33%	-16%	8.95
Oxfordshire	56%	32%	-7%	9.00
England	25%	63%	-9%	6.59

Table 4.1 - Changes in Lower Quartile House Price to Lower Quartile Earnings

Source: Oxfordshire Strategic Housing Market Assessment 2014

The SHMA looked at the income households would typically need to be able to access different housing tenures. The median income for the City is just over £30,000 and the gap between that and the costs of market housing is clear. Also relevant is the fact that the income needed for Affordable rent housing is very close to this median income level.

Area	Lower quartile purchase price	Lower quartile private rent	Affordable rent	Lower quartile social rent
Cherwell	£52,900	£24,900	£19,900	£15,600
Oxford	£61,700	£36,900	£29,500	£15,800
South Oxon	£67,100	£30,700	£24,500	£16,700
Vale of White Horse	£56,900	£26,600	£21,300	£17,600
West Oxon	£53,700	£26,600	£21,300	£18,000

*Table 4.2 - Indicative income required to purchase/rent without additional subsidy
Source: Oxfordshire Strategic Housing Market Assessment 2014*

4.2.2 Housing Need

2,003 households are currently living in unsuitable housing and unable to afford market housing, added to this annually, there are 1,377 households either falling into need or newly formed households who cannot afford to buy. Just over 5% of households are able to afford shared ownership without need of benefit support.

4.2.3 Housing Supply

Between 25,000 and 32,000 new homes need to be built by 2031 to house the City's growing population, to support economic growth and to meet affordable need. In relation to affordable housing supply, up to 2031, an additional 1,029 affordable units will be needed annually after relets of existing social housing are taken into account.

4.2.4 Intermediate Housing

The SHMA has identified that increasing numbers of people are unable to compete in the housing market as affordability has worsened. There is emerging evidence from strategic partners of recruitment difficulties in some sectors of the local economy. This was manifest in the problems recruiting to key teaching posts in some of the City's primary schools and the Council is working with Catalyst Housing on an equity loan scheme to assist with house purchase.

4.2.5 Private Rented Sector

This sector has seen increasing rents as demand has increased as a result of the difficulties in accessing property for sale, the restrictions on HB eligible rent levels through Local Housing Allowance and the implications of welfare reform. This means the Council is unable to access additional temporary accommodation for household who are statutory homeless and for homeless prevention. In addition, lack of move on accommodation for single homeless people is limiting the access to hostel places for people sleeping rough.

4.3 RESOURCING DELIVERY

4.3.1 Housing Revenue Account (HRA)

Land and the funding realised through HRA buyout has been at the heart of the Council's development efforts and will continue to have a major impact over the strategy period. £55.1m in revenue surpluses is being used to secure the current

Affordable Housing programme (AHP) of 113 rented units and a further 354 units at Barton, with existing headroom earmarked for strategic site delivery as part of the City Deal.

One of the features has been the use of development partnerships to ensure best use of land. The benefits from this approach are control over the timing of delivery, the quality of the housing product and better value for money.

4.3.2 Land

The Council has recently completed a stock condition survey which feeds into the Asset Management Strategy. The Council is also consulting on the Oxford Standard which is a higher standard compared to the Decent Homes Standard, and will secure the long term letting future of the stock. Options appraisals will be used to identify housing which is difficult to let or expensive to maintain based on the stock condition survey and this is expected to identify potential redevelopment sites.

RP stock is generally more modern and in better condition but there are similar problems with hard to let housing and high improvement costs for older housing.

4.3.3 Access to Housing

Improving access to affordable housing means more efficient use of the stock and a better match with priority housing need, particularly for disadvantaged groups within the community.

The under occupation of some homes in the Council's stock affects a quarter of tenancies. The proportion rises with family housing and is nearly 45% where the head of the household is 60 or older.

Incentive schemes such as the 'Cash Incentive Scheme' have traditionally been used to encourage mobility. The Council has the Removal and Expenses Scheme (REMS) for people who want smaller accommodation but, this covers just 6% of tenancies.

Accessing appropriate housing is particularly difficult for overcrowded families and people who need adapted housing. Large family properties are scarce with only 445 units of social housing with four or more bedrooms in the City in total while for adapted property, it has been difficult to identify on an on-going basis where adaptations have been made and to what extent.

The planning policy requiring a proportion of wheelchair units on larger schemes will deliver its first units in 2014/15 with the prospect of more when Barton Park is delivered. However, there are still issues about making best use of existing stock.

4.4 KEY OBJECTIVES

In trying to address some of the issues highlighted in this chapter, the following key objectives have been identified to help achieve the priority of *'Increase supply and improve access to Affordable Housing'*:

1. Improve access to the Private Rented Sector to address homelessness;
2. Increase the supply of affordable housing; and
3. Improve access to housing

Term	Objective	Action	By When
Short Term (2015/2016)	Improve access to the PRS to address homelessness	Direct acquisition of properties by the Council for temporary accommodation	October 2015
	Increase the supply of affordable housing	Large family homes specifically included in development programmes	March 2016
		Assess options for the use of affordable housing planning contributions	October 2015
	Improve access to housing	Review the Tenancy Strategy & Allocations Policy	December 2015
Medium Term (2016/2017)	Improve access to the PRS to address homelessness	Investigate the options for developing market housing for rent in the social sector	June 2016
	Improve access to housing	Identify under occupation in the social housing sector, work with tenants who want to move, and discuss with older tenants their best long term housing options	August 2016
		Set up liaison process with RP partners for asset management and tenancy conversion	August 2016
Long Term (2017/2018)	Improve access to the PRS to address homelessness	Investigate which groups access the private rented sector and how student housing provision has affected this	September 2017
	Increase the supply of affordable housing	Establish and implement option appraisal programme for Council stock	March 2018
		Deliver Barton Park Affordable Housing	March 2018

5. Priority 2 – Meet housing needs of vulnerable groups

Summary of Chapter 5 – Priority 2

This section covers the housing needs of some of the most vulnerable people and groups the Council has to deal with. It sets out the key issues to address over the next 3 years and what the key actions are for helping overcome some of these issues.

5.1 CONTEXT

There is a lack of affordable housing in Oxford which brings with it problems of homelessness. It is therefore vital that the Council continues its strong work to prevent households becoming homeless.

The number of older people in the City is increasing and this group tends to have more health and mobility issues. There is a need to plan for the future to meet those needs and provide choice through a range of housing options. Young people have particular difficulty finding accommodation and they are also very dependent on the private rented sector. Increasing housing supply and raising standards in private rented housing will help improve their situation.

5.2 HOMELESSNESS

Oxford has traditionally had a disproportionately large 'homeless' population, in relation to the size of the City (both statutory and non-statutory/single homeless persons).

The high demand for housing in Oxford, together with limited capacity for residential growth, low average wages and a lack of social housing has for a number of years made Oxford unaffordable for a large number of people.

The Homelessness strategy 2013-18 identifies a number of challenges in tackling the homelessness problem:

- Demand for housing greatly outstrips supply and this is likely to increase in the future.
- High housing costs – whether for rent or purchase.
- Increasing pressures on household incomes in the current and future economic climate – including welfare reform and household debt.
- Difficulty in meeting needs of households with more complex needs.
- Increasing problems in accessing private rented and temporary accommodation for homeless and potentially homeless households.
- Developing solutions to meet gaps in future funding including accommodation based services for former rough sleepers.
- Improving communications, knowledge and managing expectations.

We have reduced the number of households in temporary accommodation from around 1,000 in 2004, but since April 2012 the number has been largely static at around 120.

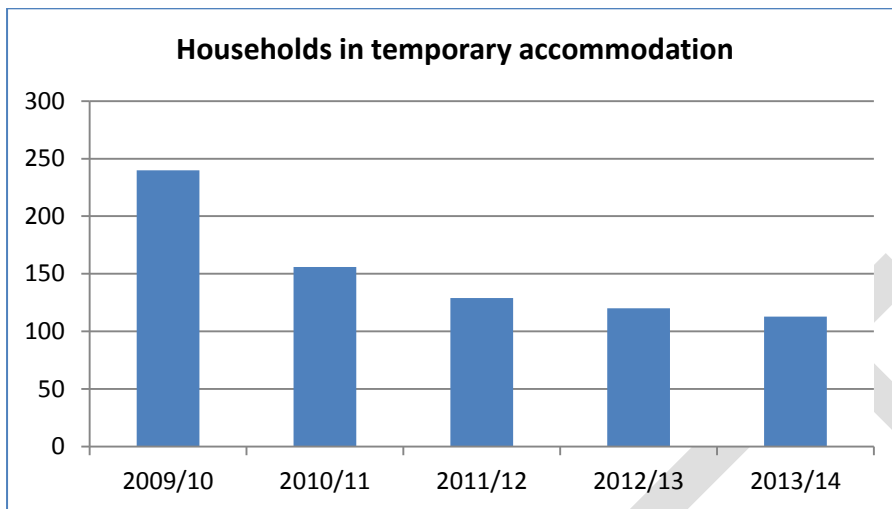


Chart 5.1 – Number of Households in Temporary Accommodation 2009/10 – 2013/14
Source: P1E Returns

The Council is looking at new options for procuring temporary accommodation in the future to meet its statutory homeless duties more effectively and efficiently and reduce the use of expensive nightly charged accommodation.

The number of homeless applications reduced in the last few years. One reason is that our focus has shifted to early prevention and the Council therefore tries to remedy the situation before there is a need to take an application. The number of households accepted as statutory homeless has however remained fairly static.

Homeless applications	2009/10	2010/11	2011/12	2012/13	2013/14
Claims	475	456	417	338	265
Acceptances	104	123	120	104	114

Table 5.1 – Number of Homeless Acceptances 2009/10 – 2013/14
Source: P1E Returns

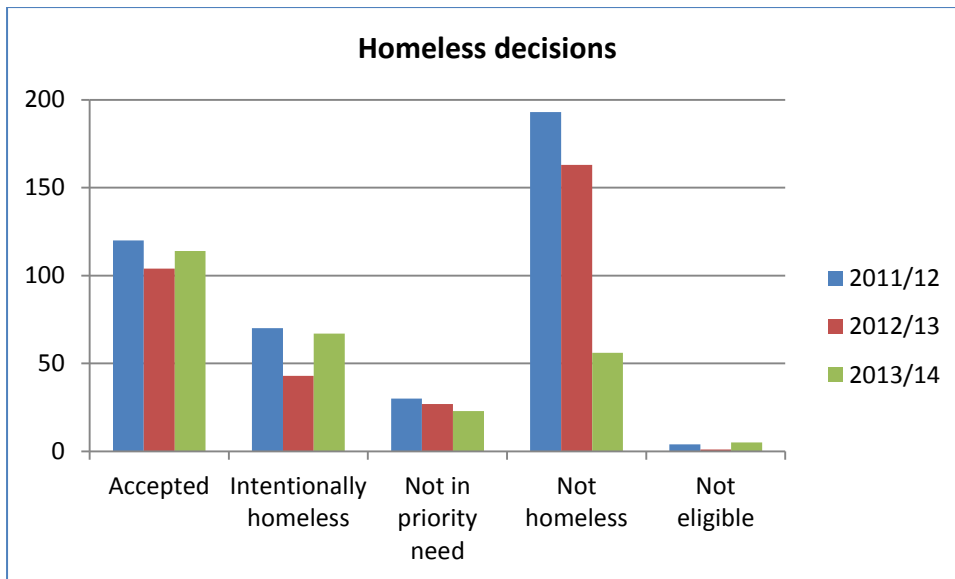


Chart 5.2 – Homeless Decisions 2011/12 – 2013/14
Source: P1E Returns

When looking at homeless acceptances, compared to England as a whole, Oxford has a higher percentage of young people, households with children, pregnant women and family/friend exclusions, although that picture is changing slightly when looking at the last three years.

Age	16-24	25-44	45-59	60+
Oxford	42%	53%	6%	0%
England	27%	55%	14%	4%

Table 5.2 – Homeless Acceptances by Age Group 2011/12 – 2013/14
Source: P1E Returns

Household type	Couple w children	Lone parent Female	Lone parent Male	Single Female	Single Male	Other
Oxford	33%	53%	4%	4%	6%	0%
England	20%	46%	4%	10%	14%	7%

Table 5.3 – Homeless Acceptances by Household type 2011/12 – 2013/14
Source: P1E Returns

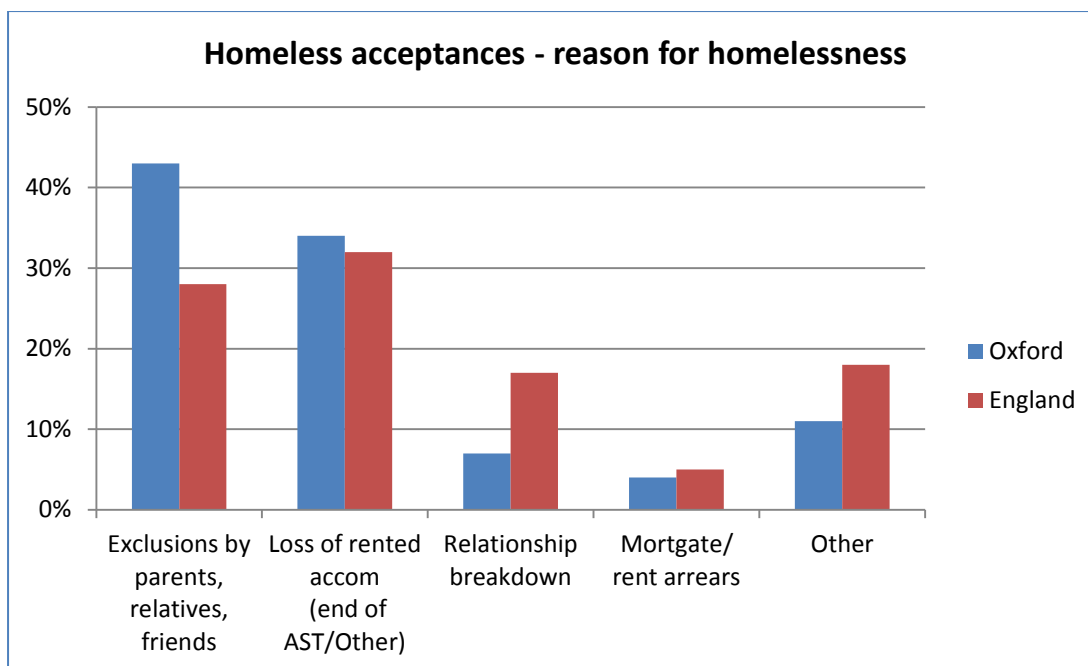


Chart 5.3 – Homeless Acceptances (Reason for Homelessness)
Source: P1E Returns

In the last few years the emphasis of the Council has been on prevention by trying to resolve the situation before a household becomes homeless. In 2013/14 the council and its partners prevented 916 households from becoming homeless. Prevention work included negotiations with landlords or other assistance to help people remain in their private rented property, assisting people finding private rented housing with the help of a deposit or bond, homeless prevention fund payments, helping to resolve housing benefits and rent arrears problems, conciliation with family when they threaten to exclude family members.

With a limited supply of social rented housing one of the options we have for preventing homelessness is the Home Choice scheme (Private sector rent deposit/bond scheme). It has however been increasingly difficult to secure access to privately rented accommodation in the last few years (since the LHA rate change). Local Housing Allowance (LHA) rates are set at the 30th percentile of rents in the Broad Rental Market Area which covers most of Oxfordshire. However, the rents in Oxford are higher than in most other parts of Oxfordshire so even those in the 30th percentile in Oxford are not covered by the LHA. The lower quartile rent for a 2-bed in Oxford is £895 per month, but the LHA is only £825. There is also a very buoyant private sector rental market in Oxford, where landlords and agents can increase rental prices and be more selective about tenants. Many landlords are now exiting the Housing Benefit market, or not solely relying on this, due to the LHA rate changes and forthcoming Benefit Cap and Universal Credit/ Direct Payments to tenants.

This has forced us to look outside of Oxfordshire for PRS accommodation. We now place people in the West Midlands, Gloucestershire, Worcestershire and South

Wales. Through research¹, these were deemed the next nearest areas to Oxford with a viable rental market and available properties at LHA rates.

The Council is now also using new powers in the Localism Act (commenced from 9th Nov 2012) to, in some cases, discharge the Council’s homeless duty into suitable private rented accommodation, out of area where appropriate.

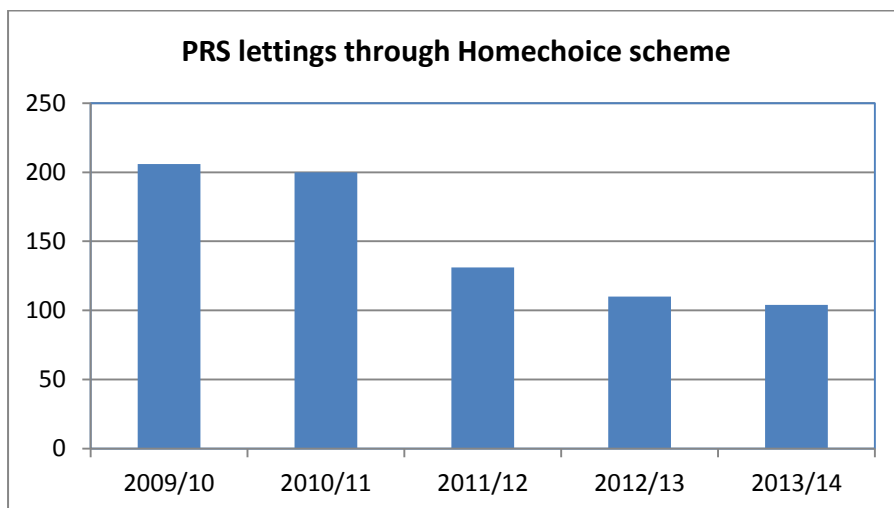


Chart 5.4 – PRS Lettings through Home choice Scheme 2009/10 – 2013/14
Source: Oxford City Council Home Choice team

5.2.1 Rough Sleeping

The quarterly street counts show an increase in rough sleeping in the past couple of years. The majority of rough sleepers are male, between 25-54, white British and UK citizens. They also tend to have high levels of support needs.

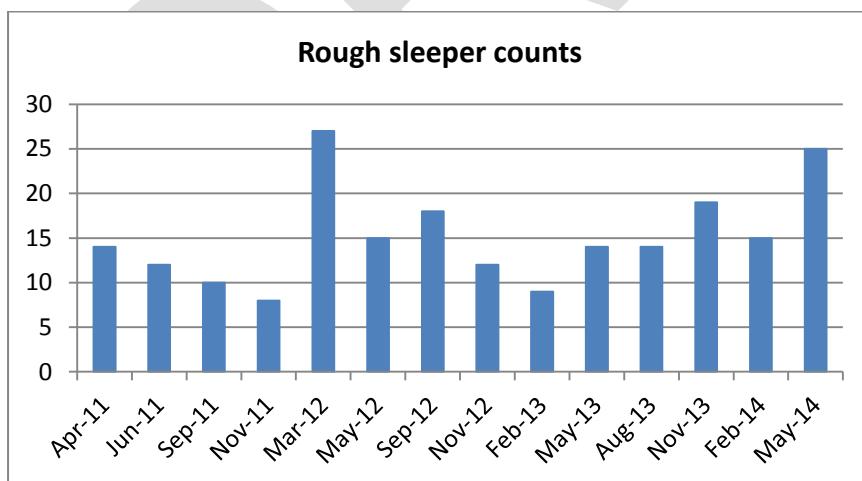


Chart 5.5 – Rough Sleeping Numbers Apr 2011 – May 2014
Source: Oxford City Council Street count data

¹ Oxford City Council Home Choice Team Housing Market Research

No Second Night Out is a national initiative promoted by the Government and has been rolled out across England over the past two years. In July 2012, No Second Night Out was launched in Oxford. The NSNO team works in close partnership with Oxford City Outreach to provide a rapid response to new and returning rough sleepers. The aim is that no one new to the streets of Oxford will spend a second night out on the streets. When a person has been verified as sleeping rough, a thorough assessment will be carried out and individuals will be offered a place in the NSNO assessment hub where they will be assessed and offered suitable accommodation and support (a single service offer). This could include an individual being offered a place in one of the homeless hostels in the city if the person has a local connection to Oxfordshire, or an offer to return to an area where the person does have a local connection.

In 2013/14:

- 270 people were verified as rough sleeping in Oxford city for the first time, i.e. were new rough sleepers.
- 213 rough sleepers accessed a No Second Night Out bed (some might have accessed more than once).
- The average waiting time to access a No Second Night Out bed for someone new to the streets was 5.3 days.
- 77 people were reconnected to their local area.

There are however a number of pressures on the adult homeless pathway:

- Lack of any access to local PRS move-on accommodation.
- Clients with very high (and growing) needs, a majority with complex needs (i.e. mental health; alcohol or substance misuse) for whom shared houses are often inaccessible and unsustainable.
- Clients who require substantial resettlement support, making out-of-area moves challenging.
- County Council budget cuts – will require even more efficient throughput of clients through the pathway.
- Rising rough sleeper numbers with local connection, and a lack of access to NSNO beds due to blockages in the pathway from lack of move-on accommodation.

The Council is taking a variety of actions to address the situation as well as possible, including:

- Launched a new 'sit-up' service in O'Hanlon House to provide seats/ roll mats for more rough sleepers – to help bring them off the streets.
- Funded a pilot with the Mayday Trust to test a new model of support for adults.
- Funded a pilot with a number of Oxford churches to develop an ethical landlord model.
- Invested in the Housing First pilot to provide housing and intensive support to the most entrenched rough sleepers.
- Met with providers to identify key gaps and 'brainstorm' barriers and ideas to overcome these.

- Are working with the County, Oxfordshire Clinical Commissioning Group (OCCG) and others to secure the best outcomes from the County cuts – including maintaining local hostel bed spaces.
- Helping facilitate the establishment of a specialist accommodation service for clients with complex needs.
- Setting-up a personalisation budget with Broadway to help fund PRS deposits for some Oxford clients.

The County Council is currently consulting on cuts of £1.5m to funding for housing related support services for homeless people and substance misusers in Oxfordshire to take effect from 1 April 2015.

5.2.2 Homelessness and Health

There is a strong link between homelessness and poor health. Recent research by Homeless Link (The unhealthy state of homelessness, Health audit results 2014) shows that homeless people have levels of poor physical and mental health well above the general population.

Health Problem	Homeless population*	General population
Long term physical health problems	41%	28%
Diagnosed mental health problem	45%	25%
Taken drugs in the past month	36%	5%

Table 5.4 – Homelessness Health Problems Nationally
 Source: Homeless Link

*Based on health audit of 2590 homeless people

There is a need for health and housing agencies to work together to support homeless individuals to achieve better health outcomes.

5.3 BME

151,900 people live in Oxford as per the Census 2011. In addition there are 4,000 short term migrants in Oxford. 43,000 residents were born outside the UK. Of those residents 10,000 arrived in the last 2 yrs. There is a fairly large non White British population in Oxford (36.4%) compared to the national average (20.2%). The population has become more diverse since 2001 when the non-White British groups made up 23.2% of the population.

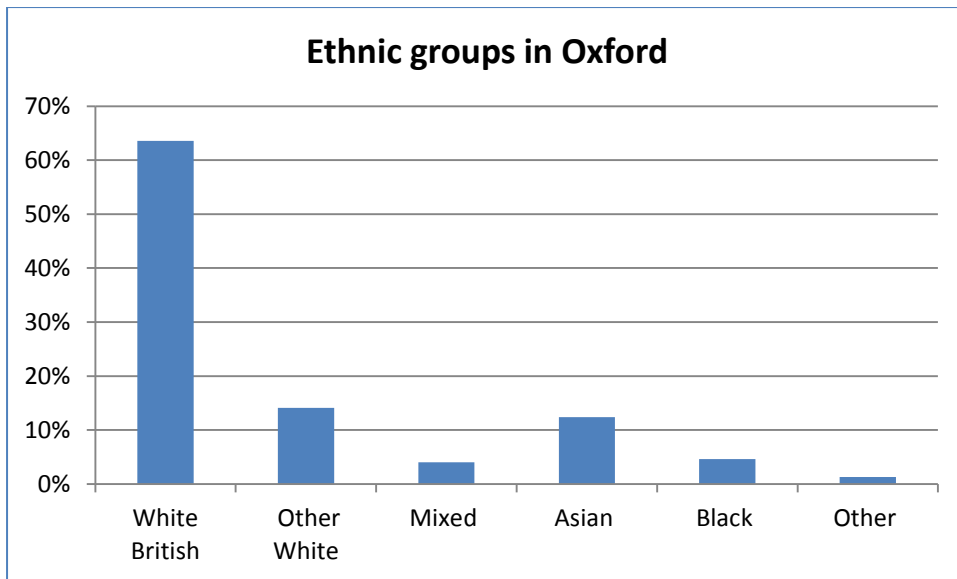


Chart 5.6 – Ethnic population in Oxford (percentages)
Source: Census 2011

There is a distinct difference in the ethnic makeup of the oldest and youngest age groups with the youngest age groups being much more diverse. Among those aged 60 and over the White British population account for 83.7% and non-White British groups for 16.3%, whereas among those aged under 16 the White British population make up 56.3% and the non-White British 43.7%.

For White British and Asian groups the most common tenure is ownership, for Other White, Mixed and Other ethnic groups it is private rented, for Black groups it is social rented.

Among those claiming job seekers allowance Black claimants (10.9%) seem to be over-represented compared to population ethnicity data (4.6%).²

There is a very high percentage of households with no ethnicity stated applying as homeless (20.4%) but even so the proportion of applicants from Black groups is very high (12.1%).

54.9% of households on the housing register in bands 1-4 (i.e. those with an identified housing need) are white and 25.9% are BME households. There is a very high percentage of households with no ethnicity stated (19.2%). Even so BME households seem over-represented on the housing register compared to the total population in Oxford. In particular Black households seem to be over-represented (12.7% on the housing register compared to 4.6% in the general population). There is a higher percentage of White British households on the transfer list than on the general register, reflecting the ethnic make-up of tenants.

Asian households on the housing register are more likely than other households to have children – 81.1% compared to the average 61.5%. Black African households

² DWP November 2013

are also more likely to have children – 80.0%. A higher percentage of Asian households (31.8%) require 4 bed properties or larger than the average (11.3%). 85.6% of Asian households in bands 1-4 are overcrowded, compared to an average of 60.8%.

5.4 YOUNG PEOPLE

There are many obstacles for young people trying to find accommodation, especially as they often have low incomes – buying is often not an option with high house prices and difficulties obtaining a mortgage, there’s a lack of social rented housing, and accessing private rented housing is often difficult with high rents and deposits and many landlords unwilling to let to young people who they perceive as a higher risk.

Due to the large number of students, Oxford has a relatively young population. 23.4% of the population is aged between 15 and 24 years (compared to an England average of 13.1%).

In 2013, 49% of 20 to 24-year-olds in the UK lived with their parents. This is an increase from 2008 when 42% of 20 to 24-year-olds lived with their parents. There are around 4,500 families in Oxford where all the children are non-dependent.

The Census data shows that of those households where the household reference person is under 25 the vast majority in Oxford live in private rented housing, a fair number live in social housing and very few own their property.

Tenure	Owned*	Social rented	Private rented**
Under 25	7.5%	18.9%	73.6%

Table 5.5 – Housing Tenure of under 25 year olds in Oxford

Source: Census 2011

*Includes Shared Ownership, **Includes living rent free

In 2013, 6.3% of young people in Oxford were not in education, employment or training (NEETs), compared to 3.9% for Oxfordshire. The data covers young people up to the age of 20 (or 25 if they have learning difficulties).

The under18 conception rate in Oxford for the years 2010-12 was 27.3 per 1000. This is higher than the Oxfordshire average of 21.8, but lower than the national average of 30.9. The conception rate in Oxford has decreased since 2008-10 when it was 37.6.

The attainment levels of Oxford school pupils are relatively poor compared to other areas in the country. In 2012/13 55.8% of Oxford pupils gained 5 A*-C grades at GCSE (including English and Maths), which is an improvement on recent years, but still below an England average of 60.6%.

Of 11,104 HB claimants in Oxford in Feb 2014, 680 (6%) were aged under 25. The majority were either single households or lone parent households.

5.4.1 Young People and Homelessness

There is a wide range of reasons why young people become homeless – tension with parents or step parents, financial hardship within the household, on-going conflict over life style choices, overcrowding, and substance misuse and in some cases, physical and sexual abuse. Becoming homeless at a young age tends to lead to poorer outcomes long term – with regards to education, finances, mental health, substance misuse etc. If it is safe and possible it is usually better for young people to stay in the family home, but if they do need to leave home suitable accommodation and support must be available.

In 2013/14 we accepted 47 young people as statutory homeless. 43 of them had dependent children or were expecting. The majority were lone female parents. The reasons for homelessness differ for those under 25 compared to those over 25. The main reason for young people to become homeless is family and friends are no longer able or willing to accommodate them, whereas for those over 25 it is loss of a private sector tenancy.

Homeless reasons 2013/14	Under 25	Over 25
Exclusions by parents, relatives, friends	70.2%	23.9%
Loss of rented accom (end of AST/Other)	10.6%	50.7%
Relationship breakdown	4.3%	9.0%
Mortgage/rent arrears	2.1%	6.0%
Left institution/care	10.6%	0.0%
Other	2.1%	10.4%

Table 5.6 – Homelessness Reasons (Young People) 2013/14
Source: P1E Returns

Since 2011/12 we no longer have homeless applications from 16/17 year olds. A reason for this is the strong joint working with Children’s Social Care to ensure young people are appropriately supported if they become homeless or families are supported to look after their children at home.

The County council has recently done a review of the Young People’s Housing and Support Pathway. As part of the review they consulted a number of stakeholders and also young people. The key messages coming out of the consultation with stakeholders were that improvements were needed in relation to, among other things, adequate provision of appropriately skilled and accessible high need/complex/high risk/high vulnerability services; emergency accommodation and reduced use of B&B/nightly charge accommodation; supporting young people to become economically active and financially independent; viable exit routes and stable and good quality staffing.

The key messages from young people were that projects do not feel like their “home” and most wanted to be able to decorate and personalise both their own and the communal space; they wanted support more focused on managing money, finding

work and managing a tenancy to help them feel more prepared to move on; lack of skilled staff and sufficient support hours received; a quarter of young people said that they did not feel particularly safe in supported housing and the majority of single young people believed getting “a flat” was a likely housing option.

5.5 OLDER PEOPLE

Due to the large number of students, Oxford has a relatively young population. Only 14.9% (22,600) of the population in Oxford is 60 or over compared to the whole of England where it is 22.3%. The majority (55%) of those aged 60 or over in Oxford are women. Of those aged 85 or over 70% are women.

People aged 60 or over have their greatest concentration in Wolvercote, Marston, Summertown, Quarry and Risinghurst and Headington wards – 31% live in those wards.

The 2012-based population projection from the Office of National Statistics (ONS) estimates that the population in Oxford will increase by 12% between 2012 and 2037, but the over 60 population will increase by 43%, with the highest increases in the oldest age groups.

Half of people aged 65 and over have a long-term health problem or disability, with half of those saying that their day-to-day activities are limited a lot, and half that their day-to-day activities are limited a little.

Life expectancy for people in Oxford is similar to the England average. There is however a disparity between different areas in Oxford. In the most deprived areas of Oxford life expectancy is 8.6 years lower for men and 6.6 years lower for women than in the least deprived areas.

36.4% of residents aged 65 and over are living in single person households. The majority of over 65s own their properties; a quarter live in social housing and; a small number rent in the private sector. The majority of individuals over 60 who live in social housing live in single person households.

Tenure	Owned*	Social rented	Private rented**
65 and over	67.8%	25.6%	6.6%

Table 5.7 – Housing Tenure of Elderly people in Oxford

Source: Census 2011

*Inc. Shared Ownership, **Inc. living rent free

Of a total of 11,104 housing benefit claimants in Oxford in February 2014, 3,115 (28%) were aged 60 or over. 83% of the claimants over 60 were single person households.

There is widespread under-occupation among older people, mostly in owner-occupied accommodation but also in rented accommodation. Census data shows that 56% of older person households (aged 65 and over) have an occupancy rating of +2 or more (meaning that there are at least two more bedrooms than are

technically required by the household). If we look at council properties where there are fewer household members than bedrooms, as at May 2014 there were 2745 tenanted properties where the main tenant was aged 60 or over and 1176 (42.8%) of those were under-occupied.

5.5.1 Housing for Older People

The number of older people is expected to increase. As older people have higher levels of health problems (including dementia) and disability there will most likely be an increased need for support and care. This could be provided either in the form of specialist housing, or adaptations and/or floating supporting in their existing home.

One of the key issues for this strategy will be how we plan for an ageing population, not only in terms of how we manage the existing housing stock, but also any possible new provision.

The Council and housing associations have a number of sheltered housing blocks for people aged over 60 (in some cases over 55) in most areas of the City providing around 950 units. Sheltered housing usually comprises of flats in blocks, although there are some bungalows. The size of properties ranges from bedsits to one bedroom and a few two-bedroom properties. There is currently less demand for sheltered housing than general needs housing.

Oxfordshire County Council's position is to support the development of new extra care housing. Whilst this is one option for new provision, the City Council will consider all its options and seek to understand what it is elderly people aspire to and respond to the changing demographics and demand.

5.6 DISABILITY

There are around 18,800 people (12.4% of the population) in Oxford with a long term health problem or disability. Of those around 8,100 have problems that limit day-to-day activities a lot. A large proportion of people with a long term health problem or disability are over 65 – 44.0%. Of those whose day-to-day activities are limited a lot the figure is 50.5%.

8.3% (313) of total applicants on the housing register have indicated that they have a mobility need (3.7% of general register applicants and 19.2% of transfer register applicants). The majority of those (64.5%) require only level access and 2.9% require a fully wheelchair adapted property. Of the total number of applicants who have indicated a mobility need, half (50%) are aged 60 or over.

For both older and disabled people it is desirable to provide both specialist housing, and support to stay in their own home through adaptations and floating support. Different households will require different solutions and providing choice will help meet the needs of these groups no matter the level of support needed. It is also important to make sure information is available about what housing there is and how to apply for it.

5.7 KEY OBJECTIVES

The key objectives to help achieve the priority of 'Meet housing needs of vulnerable groups' are outlined below. There are more actions to help achieve this priority contained within the action plan in Appendix 1; however these are the key objectives to deliver and make a big difference.

1. Provide a range of housing for older people
2. Prevent and respond to homelessness
3. Prevent and respond to Rough Sleeping
4. Improve the health & wellbeing of homeless households & other vulnerable groups

Term	Objective	Action	By When
Short Term (2015/2016)	Provide a range of housing for older people	Agree the number of extra care homes to be delivered in Oxford with Oxfordshire County Council	September 2015
	Improve the health & wellbeing of homeless households & other vulnerable groups	Promote health campaigns to homeless households in particular and other vulnerable groups	September 2015
		Maximise number of vulnerable people are immunised and health checked	November 2015
Medium Term (2016/2017)	Provide a range of housing for older people	Deliver the action plan from the elderly persons review	September 2016
	Prevent and respond to homelessness	Increase access to private rented homes through partnership working and Capital funding available	December 2016
		Support Young People to access some of the 500 apprenticeship opportunities through City Deal	March 2017
	Prevent and respond to Rough Sleeping	Ensure there is sufficient specialist accommodation and support to meet the needs of single homeless clients in the City	March 2017
Long Term (2017/2018)	Prevent and respond to homelessness	Ensure there is sufficient numbers of temporary accommodation for homelessness prevention	March 2018
		Review the Homelessness Strategy	March 2018

6. Priority 3 – Support growth of a balanced housing market

Summary of Chapter 6 – Priority 3

This section addresses the balance between housing demand and supply, and what can be done to support a balanced approach to delivering housing to the market in Oxford. Key issues and barriers are identified with key objectives highlighted towards the end on ways to overcome the barriers.

6.1 CONTEXT

Oxford currently does not have sufficient land to meet its identified housing need. With between 25,000 and 32,000 homes required by 2031, it has been identified through the Strategic Housing Land Availability Assessment (SHLAA) that there is only enough land to help deliver just over 8,000 homes. Even using the lowest number of homes required, this still leaves a shortfall of around 17,000 homes.

In a strategic capacity, ensuring that City Deal can deliver the housing offer to match the economic offer is going to be key. With over 55% of the 7,500 homes required in the knowledge spine of City Deal, Oxford is going to have to play an essential role in meeting the capacity for some of these housing numbers. This will mean bringing some of the larger strategic sites forward within the timescales of this Housing Strategy, such as Oxpens and Northern Gateway.

Land availability is a big issue, but who owns the land is even more important. The national affordable housing programme does not allow for grant funding to be used on any Section 106 schemes, and the majority of planning consents for residential permission are through Section 106 schemes. It is therefore important that new ways of thinking and land assembly amongst the public sector is considered to aid the delivery of more new build homes.

Tenure recently has reversed, with Owner Occupation levels dropping over the last 10 years, and the Private Rented Sector exploding, which now represents 28% of the total housing market. The introduction of the new Affordable Rent tenure and the increasing rental prices within the Private Rented Sector primarily due to lack of affordable mortgages and high house prices means it is becoming more difficult to create balanced housing markets. Affordability is a genuine concern and therefore closely linked with priority 1 around improving access to affordable housing, Priority 3 aims to create a better balance in the housing market through the mechanisms that enable housing to be brought to the market.

6.2 ISSUES

6.2.1 Private Rented Sector

The Council is endeavouring to use private rented property over a much wider geographical area and direct intervention by the Council to secure units on the open market is being considered as a solution to the immediate shortage. In the medium term, alternative ways of providing accessible market rent housing will be investigated to provide a stable basis for action on homelessness. In addition, a better understanding of the competing needs which the sector meets is needed, in particular, how the student housing policy has impacted the sector. The role that custom built Private Rented Sector homes for institutional investors will also be a key consideration in balancing the housing market but also enabling affordability to enable the most vulnerable customers in Oxford to access this tenure, without having to move outside of the City.

6.2.2 Intermediate Housing

This type of need is recognised by the affordable housing planning policy through the allocation of 20% of units for intermediate tenure. However, the SHMA indicates that traditional shared ownership may be unaffordable for a large number of the households unable to compete and there needs to be careful examination of the alternative housing models which would be appropriate, such as rent to buy or community based housing, and whether alternative procurement and funding methods would generate better affordability.

6.2.3 Resources

The Council are in a fortunate position to have a Housing Revenue Account (HRA) business plan that is healthy and has sufficient headroom to borrow funding to enable the options to build more affordable homes. However the amount of additional money the authority can borrow is capped at £42m. To be able to help towards the delivery of the much needed new homes moving forward, it will be important to look at alternative models to help deliver new homes that can work with the Council's HRA Business Plan to deliver more value for money.

6.2.4 Tenure

The Governments National Affordable Housing Programme is seeking to ensure more value for money is gained from the grant funding on offer. This means ensuring assets are used efficiently, but also affordable rents are considered (80% of market rents) on any new scheme funding by the programme.

This causes pressure in Oxford where 80% of market rents are higher than the traditional social rents and target rents that the Council and registered providers charge. Ensuring balanced communities through the right tenure mix is important but it has to be within the realms of affordability. The Council will continue with the Tenancy Strategy approach. Affordable Rent as a tenure is largely unaffordable within Oxford, and we continue to support social rent and to offer secure tenancies

following a 12 month probationary period. The City Council expects its Registered Providers to adopt this approach too, where they have stock in the city.

6.3 KEY OBJECTIVES

In order to address the above issues, the following key objectives have been identified:

1. Improve housing market operation;
2. Increase the supply of public sector land to deliver new homes; and
3. Bring forward key strategic sites to support City Deal and meet housing need;

Term	Objective	Action	By When
Short Term (2015/2016)	Improve Housing Market Operation	Investigate alternative models as part of the tenure mix on S106 Schemes such as Rent to Buy	December 2015
		Investigate alternative models of delivering new schemes including the affordable housing delivery	January 2016
		Investigate partnership working with private sector organisations to manage PRS units and maintain rents under the LHA levels	February 2016
Medium Term (2016/2017)	Increase the supply of public sector land to deliver new homes	Develop partnership working with public sector landowners to identify sites to meet housing need	September 2016
Long Term (2017/2018)	Bring forward key strategic sites to support City Deal and meet housing need	Facilitate the delivery of Northern Gateway and Oxpens sites	March 2018
		Facilitate the regeneration of Blackbird Leys district centre	March 2018

7. Priority 4 – Support Sustainable Communities

Summary of Chapter 7 – Priority 4

A sustainable community is one where there is a strong sense of social cohesion with communities and neighbourhoods working together towards a common goal. ; there is a good range of choice for residents; and their outcomes in terms of health, education, housing and employment are positive.

This section of the Housing Strategy outlines how the key objectives for this priority will be delivered. These are to:

1. Improve partnerships between Housing, Health and Education providers;
2. Address impact of poverty in deprived areas and improve outcomes for individuals through financial and social inclusion initiatives;
3. Improve communications with hard to reach households particularly in the Private Rented Sector;
4. Reduce health inequalities in the City through sustained investment in existing homes; and
5. Increase housing choice for households on average incomes.
6. Improve the environments where people live

7.1 CONTEXT

The City of Oxford is growing rapidly with an increase of 18,000 between the 2001 and 2011 Censuses. At the same time there has been a reduction in housing affordability making Oxford the least affordable city in the UK. It is increasingly apparent that many of the factors needed to support sustainable communities in the City are lacking and in particular there are widening gaps between the least and most deprived wards. These issues are highlighted below and set the context for this priority/objective of the 2015 – 2018 Housing Strategy.

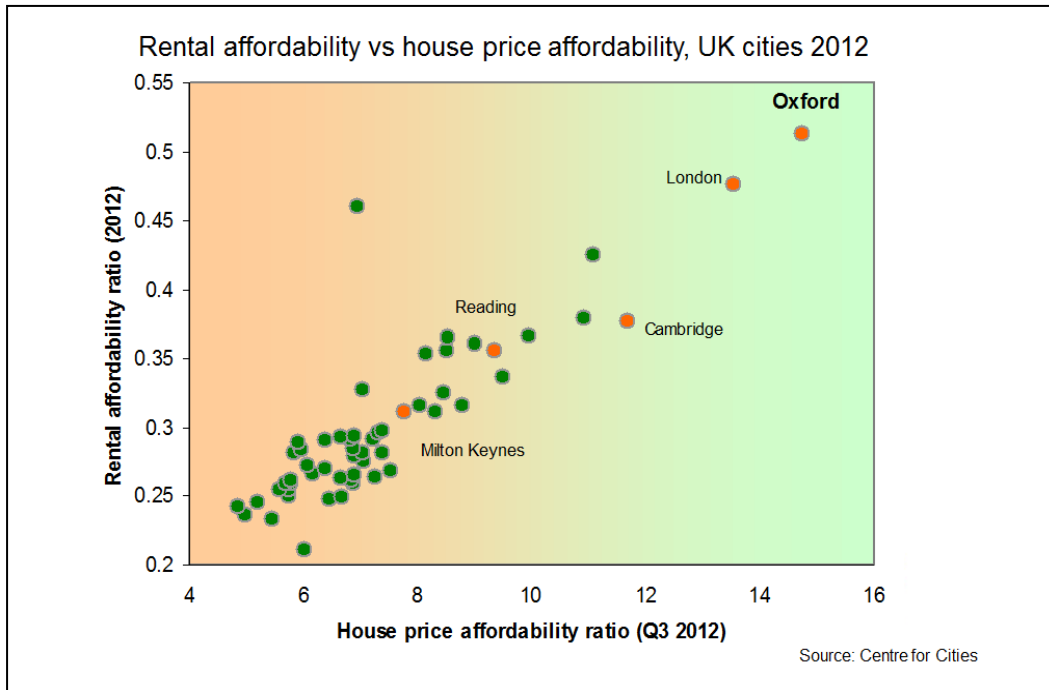


Chart 7.1 – Rental Affordability v House Price Affordability 2012

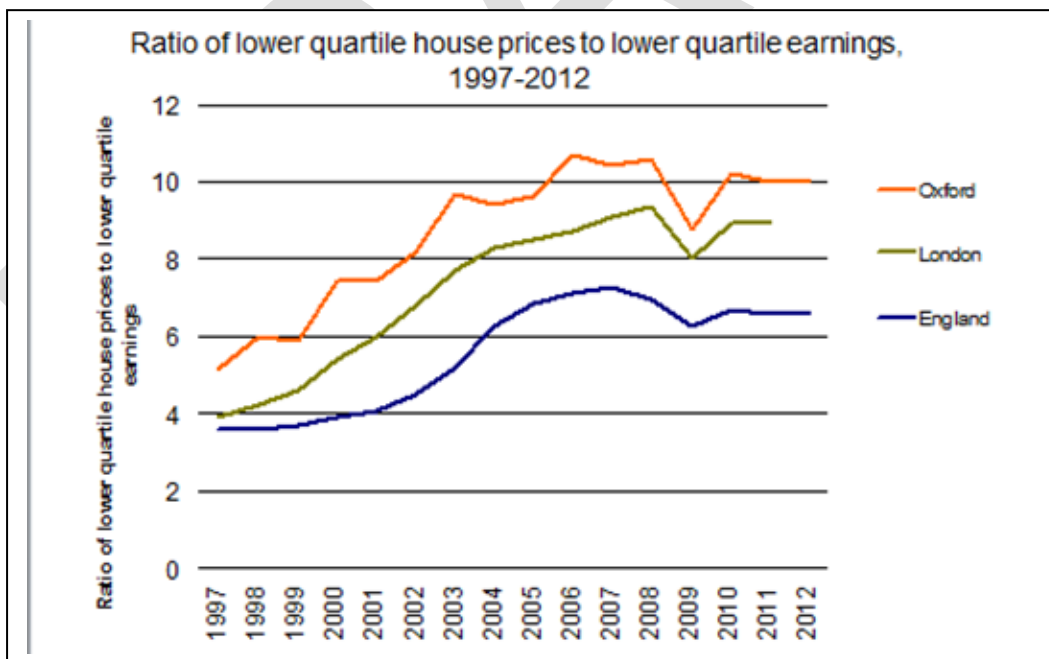


Chart 7.2 – Lower Quartile House Prices vs Lower Quartile Earnings 1997 – 2012

The private rented sector grew by 7% between 2001 and 2011 to 28% whereas owner occupation decreased by 7% to 47%. The social rented sector remained stable at 21%.

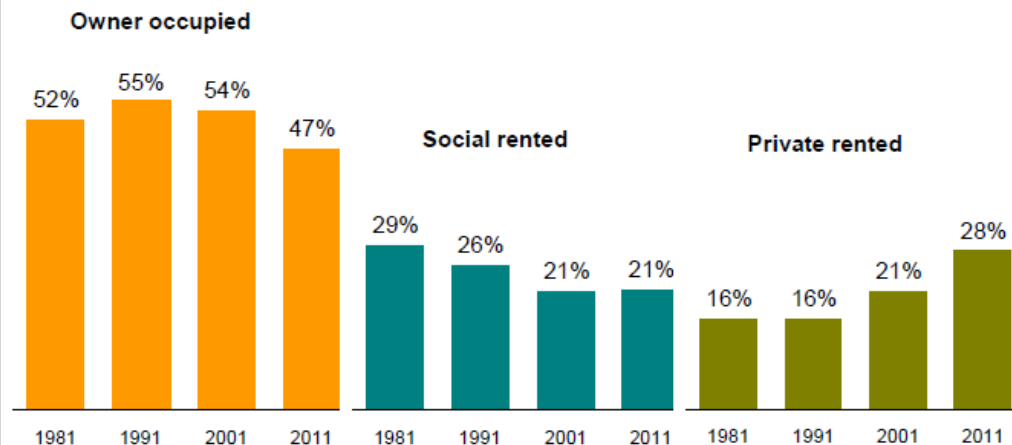
More households now rent rather than own their home

Over the last 20 years the proportion of Oxford households who own their home has declined from 55% in 1991 to 47% in 2011. Whilst the proportion who live in social rented property (rented from the council or a housing association) has declined since 1981, the proportion of households living in private rented homes has almost doubled from 16% to 28% - meaning that as of 2011 more households rented than owned their home.

www.oxford.gov.uk



Housing tenure of Oxford households, 1981 - 2011



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Published April 2014

Data source:
1981-2011 Censuses, Office for National Statistics



Chart 7.3 – Housing Tenure of Oxford Households 1981-2011

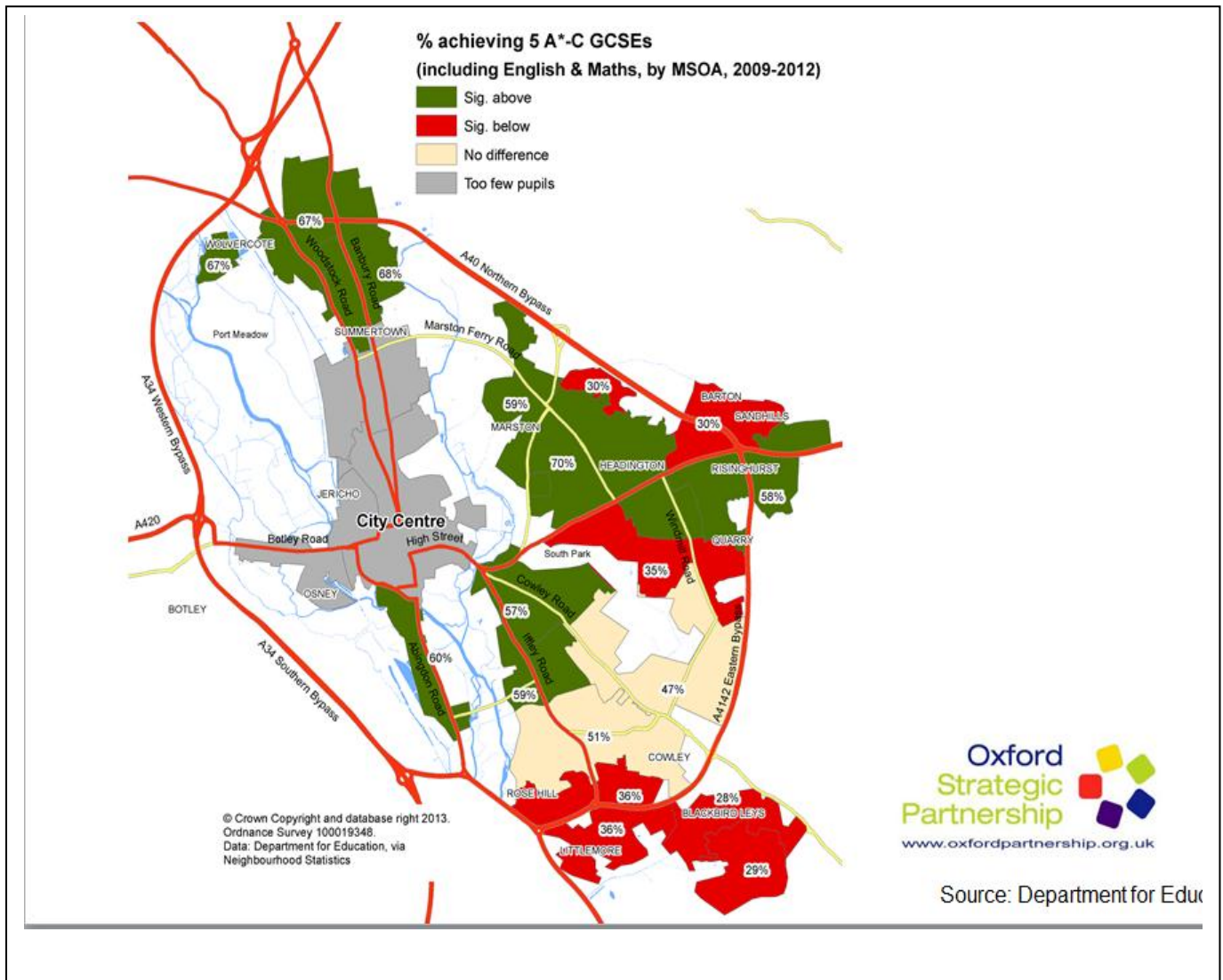
Source: Census 1981, 1991, 2001 & 2011

The increase in private sector tenancies has a big impact on the sustainable nature of local communities as fewer households own their homes or have permanent social tenancies the population is more transient and lacking in cohesion. The lack of settled communities has serious social consequences impacting on education, health and employment outcomes for residents of the City's most deprived wards. The Private Sector Safety team is an important resource in providing community stability, identifying unlawful and unsafe dwellings; carrying out enforcement work; and working to reduce and prevent anti-social behaviour.

The Anti- Social Behaviour, Crime and Policing Act 2014 introduces new powers such as the Community Protection Notice which can be delegated to registered providers. The Council will continue working with landlords in the private and public sector adopting a cross tenure approach to ASB, identifying vulnerable individuals, including those at risk of drug and /alcohols misuse, taking part in or becoming a victim of crime

Nearly a quarter of Oxford's children grow up in households below the poverty line and in the most deprived areas this increases to almost half around 23,000 children. Individuals in the most deprived wards have a reduced life expectancy of 8.6 years

for men and 6.6 years for women when compared to the least deprived areas. Education outcomes for children living in deprived areas are also affected with the number of children achieving the expected level of GCSEs significantly below average.



Map 7.1 – Percentage of school children achieving 5 A-C GCSE's in Oxford

The Oxford employment market has limited opportunities for unskilled or partially skilled workers. The City has a knowledge based economy where lack of formal qualifications further impacts on the opportunities available to those living in the most deprived wards of the City.

Others living below the poverty line in the City include 15% of pensioners and 6% of the working age population.

7.2 KEY OBJECTIVES

The following are considered key objectives to help achieve the priority of 'Supporting Sustainable Communities'.

1. Improve partnerships between Housing, Health and Education providers

Improving cooperation between housing, health and education providers will have a positive impact on equality within the City. Pooling knowledge and resources, particularly as budgets continue to face cuts will provide a more efficient and effective set of services with improved outcomes for those living in the most deprived areas of Oxford.

The City Council works in partnership with service providers in a number of ways including:

- Registered housing providers in Oxford through the Oxford Register for Affordable Housing
- Single Homeless Group – to champion the needs of single homeless and rough sleepers in the City
- Oxford Strategic Partnership
- Health and Well Being Board
- The Education Attainment Programme – Investing £400k annually on coordinated initiatives to drive improvements in educational attainment and leadership in more deprived neighbourhoods. The housing element of this which supports recruitment in schools is administered by Catalyst Housing

2. Address impact of poverty in deprived areas and improve outcomes for individuals through financial and social inclusion initiatives

Poverty has a negative impact on community sustainability in the City. The expanding private rented sector (PRS) is becoming increasingly unaffordable and for those unable to secure social housing or to afford owner occupation this may mean leaving the City altogether as many are priced out of the housing market. A further consequence of the expansion of the PRS being disruption to education as families move and thus children change schools more often as well as not accessing health and social care services consistently. Lack of regulation in the sector and lack of tenants' knowledge of their rights coupled with a significant minority of exploitive landlords further affects community sustainability

Work to mitigate the impact of poverty will be carried out under the Financial Inclusion Strategy 2014 -2017. The Financial Inclusion Strategy identifies that improved financial inclusion has the following outcomes;

- Access to lower cost household bills
- Lower transaction costs
- Better ability to withstand financial shocks
- Better physical and mental health
- Ability to play a full part in society

This in turn results in more settled and stable communities with fewer family break ups and more money being spent in the local community

3. Improve communications with hard to reach households particularly in the Private Rented Sector

As the size of the PRS increases it becomes even more important that vulnerable households are identified and supported. Improved communications with both tenants and landlords in the PRS will go a long way towards improving conditions for tenants and encouraging landlords to provide good quality longer term tenancies. An improved and stable PRS will have a positive outcome on the main indicators of inequality Oxford and thus the barriers to community sustainability.

4. Reduce health inequalities in the City through sustained investment in existing homes

Individuals living in the most deprived wards in Oxford have significantly lower life expectancy than those living in the least deprived wards. By raising understanding of health care services and improving access to these particularly for Oxford's most vulnerable residents outcomes can be substantially improved.

Fuel poverty is a real area of concern for many residents in the City with those living in older, difficult to insulate homes particularly affected. Inadequately heated homes have an adverse impact on health including increased risk of respiratory disease and, for older householders, winter deaths. The Council will continue to work in partnership with fuel providers to identify properties which would benefit from improved insulation obtaining grants to support the cost of carrying out improvements. A big focus will be on the private rented sector, and now there is an up to date stock condition survey in place, the next step will be to develop a private sector housing strategy that considers the approach to managing this tenure but also how the stock can be maintained in the worst identified areas.

The Housing Strategy will pay regard to the Health and Housing Action plan which is part of the Health and Wellbeing strategy. This strategy highlights the link between health outcomes and housing and will pay an important part in the partnership between health care, housing and education providers via the Health and Wellbeing Board.

The Council will also begin to focus more attention on its own existing housing stock through the new Housing Asset Management Strategy, and this will include rolling out a new Oxford Standard that improves on the decent homes standard to improve the performance of tenant's current homes and improve their quality of life.

5. Increase housing choice for households on average incomes.

The Private Rented Sector is increasingly the main source of housing for households on average incomes and the sector needs to be one of choice

rather than one of necessity. Initiatives to improve conditions in the PRS including licensing and accreditation have become increasingly important in order to protect vulnerable individuals further from the impact of poor quality housing.

6. Improve the Environments where people live

In addition to maintaining the homes people live in, it is also important that the neighbourhood and open spaces they socialise and play in are maintained and looked after. The Council's Great Estate programme helps improve the estates where the council owns housing by improving parking for the communities, and improving communal and open space areas.

Below summarises the key objectives to meeting the priority of supporting sustainable communities;

Term	Objective	Action	By When
Short Term (2015/2016)	Improve partnerships between housing, health and education providers	Work with health & education providers to identify individuals whose access to education is adversely affected by poor housing conditions	February 2016
	Reduce health inequalities in the City through sustained investment in existing homes	Develop a private sector housing strategy that tackles standards and options for maintaining stock in most deprived areas	January 2016
		Deliver 2015/16 Oxford Standard programme as part of the Housing Asset Management Strategy	Mar 2016
	Improve the environments where people live	Deliver the 2015/16 Great Estates Programme	Mar 2016
Medium Term (2016/2017)	Reduce health inequalities in the City through sustained investment in existing homes	Improve awareness and access to health services for families in HMOs.	January 2016
		Campaign to support HMO residents to register with healthcare services	March 2016
		Support health care providers to promote immunisation schemes, and mental health awareness to tenants in most deprived wards	July 2016
	Address impact of poverty in deprived areas and improve outcomes for individuals through social and financial inclusion initiatives	Provide study space and access to the internet in community owned spaces to limit the impact of overcrowding on educational achievement	February 2016
		Identify isolated elderly individuals and improve access to socially inclusive activities to combat isolation	February 2016
	Increase housing choice for	Improve standards in the private	

	households on average incomes	rented sector	January 2017
Long Term (2017/2018)	Improve communications with hard to reach households, particularly in the Private Rented Sector	Launch marketing campaign to encourage PRS tenants to register for updates on housing and health initiatives and support services available in the City	March 2017
	Improve the environments where people live	Review the Empty Homes Strategy	March 2018

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Appendix 1 – Housing Strategy Action Plan 2015-2018

The Action Plan below links in with the priorities of the strategy that are discussed in Sections 4 – 7 of the strategy. It highlights each objective under each of the 4 priorities and what actions are required to deliver them. It also shows when actions will start and finish, resources to help deliver the actions and who will be responsible for delivering the action.

Housing Strategy Priority 1 – Increase supply and improve access to affordable housing

Objective	Milestone & Actions		Target Dates		Resources	Responsibility
	Action	Milestone	Start	Finish		
Increase the supply of affordable housing	Large family homes specifically included in development programmes	Deliver 5-15% of 4+ beds on sites inside City and district centres	Apr 2015	Mar 2018	Current Staffing & Revenue budgets	Affordable Housing Officer
		Deliver 10-20% of 4+ beds on sites outside City and district centres	Apr 2015	Mar 2018	Current Staffing & Revenue budgets	Affordable Housing Officer
	Assess options for the use of affordable housing planning contributions	Briefing paper prepared for PRED/Housing Corporate Programme Board with recommendations for use of these funds	Apr 2015	Oct 2015	Current Staffing & Revenue budgets	Housing Strategy & Performance Manager
	Establish and implement option appraisal programme for Council Stock	Develop a list of housing infill sites and stock to evaluate	Sep 2014	Dec 2014	Current Staffing & Revenue budgets	Affordable Housing Officer
		Evaluate list of potential schemes and sites	Jan 2015	Mar 2018	Current Staffing & Revenue budgets	Affordable Housing Officer
	Deliver Barton Park Affordable Housing	354 new Council homes delivered	Jun 2015	Mar 2018	HRA Capital funding	Housing Development & Enabling Manager
Improve access to housing	Review the Tenancy Strategy & Allocations Policy	Review the Tenancy Strategy & Allocations Policy	Apr 2015	Dec 2015	Current Staffing & Revenue budgets	Housing Strategy & Performance Mgr
	Identify under occupation in the social housing sector, work with tenants who want to move, and discuss with older tenants their best long term housing options	Re-evaluate and identify number of under occupiers in council owned homes	Oct 2014	Jun 2016	Current Staffing & Revenue budgets	Project Co-ordinator
		Produce a report that identifies for each age group potential for relocation	Jun 2016	Aug 2016	Current Staffing & Revenue budgets	Project Co-ordinator
	Set up Liaison process with RP Partners for asset management and tenancy conversion	Process developed and shared with Registered Providers	Sep 2015	Aug 2016	Current Staffing & Revenue budgets	Affordable Housing Officer

Housing Strategy Priority 1 – Increase supply and improve access to affordable housing

Objective	Milestone & Actions		Target Dates		Resources	Responsibility
	Action	Milestone	Start	Finish		
Improve access to the PRS to address homelessness	Direct acquisition of properties by the Council for temporary accommodation	Purchase properties to help with temporary housing households	Sep 2014	Mar 2018	(£6m - £2m per year)	Housing Strategy & Needs Manager
	Investigate the options for developing market housing for rent in the social sector	Research other housing organisations that have adopted a similar approach	Apr 2015	Dec 2015	Current Staffing & Revenue budgets	Affordable Housing Officer
		Present a report to Housing Corporate Programme Board/CMT/Members with recommendations	Jan 2016	Jun 2016	Current Staffing & Revenue budgets	Affordable Housing Officer
	Investigate which groups access the private rented sector and how student housing provision has affected this	Carryout research into the local housing market and present a report to Housing Strategy Delivery Board with results	Apr 2016	Sep 2017	Current Staffing & Revenue budgets	Service Development Officer

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Housing Strategy Priority 2 – Meet housing needs of vulnerable groups

Objective	Milestone & Actions		Target Dates		Resources	Responsibility
	Action	Milestone	Start	Finish		
Provide a range of housing provision for older people	Agree the number of extra care homes to be delivered in Oxford with Oxfordshire County Council	Total number of extra care units agreed and added to the pipeline supply of affordable housing numbers	Sep 2014	Sep 2015	Current Staffing & Revenue budgets	Housing Strategy & Performance Manager
	Deliver action plan from Elderly persons review	All actions delivered and completed from the review	Jan 2015	Sep 2016	Current Staffing & Revenue budgets	Project Co-ordinator
Improve the Health & Wellbeing of homeless households & other vulnerable groups	Promote health campaigns to homeless households in particular and other vulnerable groups	Health promotion and process for delivering information agreed and put into workflow	Apr 2015	Sep 2015	Current Staffing & Revenue budgets	Housing Strategy & Needs Manager
	Maximise number of vulnerable people are immunised and health checked	Develop referral process for homelessness and vulnerable households to access health checks	Apr 2015	Nov 2015	Current Staffing & Revenue budgets	Housing Strategy & Needs Manager
Prevent and respond to Rough Sleeping	Ensure there is sufficient specialist accommodation and support to meet the needs of single homeless clients in the City	Review current accommodation and assess gaps	Apr 2015	Mar 2016	Current Staffing & Revenue budgets	Rough Sleeping and single homelessness Manager
		Identify new accommodation for single homeless clients	Apr 2016	Mar 2017	General Fund	Rough Sleeping and single homelessness Manager

Housing Strategy Priority 2 – Meet housing needs of vulnerable groups

Objective	Milestone & Actions		Target Dates		Resources	Responsibility
	Action	Milestone	Start	Finish		
Prevent and respond to homelessness	Increase access to private rented homes through partnership working and Capital funding available	Identify accommodation in private sector to be used in preventing homelessness	Sep 2014	Dec 2016	£10m	Housing Strategy & Needs Manager
	Support young people to access some of the 500 apprenticeship opportunities through City Deal	Aim to have at least 100 young apprentices from Oxford accessing the scheme as part of City Deal	Apr 2015	Mar 2017	Current Staffing & Revenue budgets	Welfare Reform Manager
	Ensure there is sufficient numbers of temporary accommodation for homelessness prevention	Review the numbers of Temporary Accommodation and identify new sites for purchasing	Sep 2014	Mar 2018	Current Staffing £10m	Housing Strategy & Needs Manager
	Review the Homelessness Strategy	Homelessness Strategy reviewed and new strategy produced or to be considered part of new Housing Strategy in 2018	Apr 2017	Mar 2018	Current Staffing	Housing Strategy & Performance Manager

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Housing Strategy Priority 3 – Support growth of a balanced housing market

Objective	Milestone & Actions		Target Dates		Resources	Responsibility
	Action	Milestone	Start	Finish		
Improve Housing Market Operation	Investigate alternative models as part of the tenure mix on S106 Schemes such as Rent to Buy	Provide a briefing paper on alternative options with recommendations to Housing Corporate Programme Board/Members	Mar 2015	Dec 2015	Current Staffing Resources	Housing Strategy & Performance Manager
	Investigate alternative models of delivering new schemes including the affordable housing delivery	Report provided to Housing Corporate Programme Board/CMT with recommendations for new approaches to delivering new homes	Jan 2015	Jan 2016	Current Staffing Resources	Housing Strategy & Performance Manager
	Investigate partnership working with private sector organisations to manage PRS units and maintain rents under the LHA levels	Research models and options to implement	Apr 2015	Sep 2015	Current Staffing Resources	Housing Strategy & Performance Manager
		Present report with final recommendations to CMT/Housing Corporate Board	Sep 2015	Feb 2016	Current Staffing Resources	Housing Strategy & Performance Manager
Increase the supply of public sector land to deliver new homes	Develop partnership working with public sector landowners to identify sites to meet housing need	Identify list of sites to start negotiations with public sector partners	Apr 2015	Sep 2016	Current Staffing Resources	Housing Development & Enabling Manager
Bring forward key strategic sites to support City Deal and meet housing need	Facilitate the delivery of Northern Gateway and Oxpens sites	Affordable Housing Provider identified to deliver affordable housing	Apr 2016	Mar 2018	HRA Business Plan (TBC)	Partnerships & Regeneration Manager
	Facilitate the regeneration of Blackbird Leys district centre	Deliver actions from Master plan	Apr 2015	Mar 2018	Current Staffing & Revenue budgets	Partnerships & Regeneration Manager
		Affordable Housing Provider identified to deliver affordable housing	Apr 2016	Mar 2018	Current Staffing & Revenue budgets	Partnerships & Regeneration Manager

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Housing Strategy Priority 4 – Support sustainable communities

Objective	Milestone & Actions		Target Dates		Resources	Responsibility
	Action	Milestone	Start	Finish		
Improve partnerships between housing, health and education providers	Work with health & education providers to identify individuals whose access to education is adversely affected by poor housing conditions	Develop a pilot between housing & health that tackles the causes of poor housing	Mar 2015	Feb 2016	Current Staffing Resources	Energy Efficiency Projects Officer
		Amend health monitoring forms with GP's to pick up poor housing related health issues that can be reported to housing colleagues	Mar 2015	Nov 2015	Current Staffing Resources	Energy Efficiency Projects Officer
Improve the environments where people live	Deliver the 2015/18 Great Estates Programme	Programme delivered within budget	Apr 2015	Mar 2018	£1m HRA per annum	Waste & Recycling Service Manager
		Identify delivery for 2016/17 and 2017/18 with communities	Apr 2016	Mar 2017	Current Staffing	Waste & Recycling Service Manager
	Review Empty Homes Strategy	Empty Homes Strategy to be reviewed and new strategy produced or to be part of new Housing Strategy in 2018	Apr 2017	Mar 2018	Current Staffing	Housing Strategy & Performance Manager
Address impact of poverty in deprived areas and improve outcomes for individuals through social and financial inclusion initiatives	Provide study space and access to the internet in community owned spaces to limit the impact of overcrowding on educational achievement	Identify households that overcrowding with children	Apr 2015	Sep 2015	Current Staffing & Revenue budgets	Service Development Officer
		Provide Information to identified households on locations for free community buildings to access internet and other learning services	Sep 2015	Feb 2016	Current Staffing & Revenue budgets	Service Development Officer
	Identify isolated elderly individuals and improve access to socially inclusive activities to combat isolation	Elderly single households identified and information targeted as part of community walkabouts	Apr 2015	Feb 2016	Current Staffing & Revenue budgets	Communities & Neighbourhoods Manager
Increase housing choice for households on average incomes	Improve standards in the private rented sector	Consider the use of Selective Licensing in the wider PRS Sector in addition to HMO's	Apr 2015	Mar 2016	Current Staffing & Revenue budgets	Service Manager Environmental Health

Housing Strategy Priority 4 – Support sustainable communities

Objective	Milestone & Actions		Target Dates		Resources	Responsibility
	Action	Milestone	Start	Finish		
Improve communications with hard to reach households, particularly in the Private Rented Sector	Launch marketing campaign to encourage PRS tenants to register for updates on housing and health initiatives and support services available in the City	Develop and gain approval for marketing campaign	Apr 2015	Sep 2015	Current Staffing & Revenue budgets	Service Development Officer
		Launch and roll out phase 1 to half of HMO's in City	Oct 2015	Mar 2016	Current Staffing & Revenue budgets	Service Development Officer
		Launch and roll out phase 2 to remaining half of HMO's in City	Apr 2016	Mar 2017	Current Staffing & Revenue budgets	Service Development Officer
Reduce health inequalities in the City through sustained investment in existing homes	Develop a private sector housing strategy that tackles standards and options for maintaining stock in most deprived areas	Consult on key priorities	Mar 2015	Jun 2015	Current staffing resources	Service Manager Environmental Health
		Draft Strategy developed and approved for consultation	Jul 2015	Sep 2015		
		Final Strategy developed and approved	Nov 2015	Jan 2016		
	Deliver 2015/16 Oxford Standard programme as part of the Housing Asset Management Strategy	Programme approved and delivered within budget	Apr 2015	Mar 2016	HRA Business Plan	Programme and Planning Manager
	Improve awareness and access to health services for families in HMO's	Ensure health promotion is launched and information provided to families in HMO's	Apr 2015	Jan 2016	Current Staffing & Revenue budgets	Service Manager Environmental Health Accommodation & Sustainment Manager
	Support health care providers to promote immunisation schemes, and mental health awareness to tenants in most deprived wards	Include Immunisation information in the tenancy sign up process for Council Homes and Home Choice customers	Apr 2015	Jul 2016	Current Staffing & Revenue budgets	Landlord Services Manager Private Rented Team Leader
	Campaign to support HMO residents to register with healthcare services	Work with Health visitors and parents in HMO's to reduce visits for children to hospital	Apr 2015	Mar 2016	Current Staffing & Revenue budgets	Service Manager Environmental Health

Appendix 2 – Glossary of Terms

Term Used	What it means
ASB	Anti-Social Behaviour
Affordable Rent	Affordable Rent is a new tenure that is 80% of open market rents
Continuous Market Engagement	Continuous Market Engagement is a process that the Governments Homes & Communities Agency use to provide housing organisations access to funding to help build new homes with
City Deal	City Deal is a document that Oxfordshire County Council, the City Council and the other Oxfordshire districts have signed with the Government to attract government funding into improving infrastructure and the local economy and helping to stimulate more housing development, with a view to attracting private funding also.
HCA	Homes and Communities Agency, are a government agency responsible for various Housing funding streams and also regulate the Social Rented Sector
HAMS	Housing Asset Management Strategy is a document that explains how Oxford City Council will manage its housing stock over the next 10 years through investment in the current stock, a new standard to improve homes to, and looking at how to get the most out of the council's housing assets.
HRA	Housing Revenue Account is the funding stream that supports Oxford City Council's housing stock in terms of investment and funding of other works such as new build homes
LHA	Local Housing Allowance is the rates which Housing Benefit is paid locally according to the local authority area you live in and the bedroom size you live in
NSNO	No Second Night Out is a national scheme that is designed to help people sleeping rough avoid spending a second night out on the streets and offers support to get people back into accommodation.
OLEP	Oxfordshire Local Enterprise Partnership is the organisation that is responsible for driving economic progress across all of Oxfordshire and ensuring Oxfordshire is a sustainable and prosperous place to live and work
PRS	Private Rented Sector
REMS	Removal and Expenses Scheme, is aimed at supporting households financially who are under-occupying their homes and would like to move to a smaller property. Oxford City Council will support households by paying for some of their removal costs.
SHLAA	Strategic Housing Land Availability Assessment is a document that assesses how much land there is available in a local authority area to support the development of new housing. This is typically over a 5 year period, and up to 10/15 years to help inform long term strategic planning documents.
SHMA	Strategic Housing Market Assessment is a document that provides all the information on the housing market in a local authority area and explains what the level of housing need is to inform the development programme of new homes.
The Housing Offer	This is what opportunities or options you have as a household in your local authority area when you are considering your housing options. A good Housing Offer will offer every household an affordable option to meet their housing needs at every stage of their household lifecycle

Appendix B: Housing Strategy Risk Register – City Executive Board – 15th October 2014

No.	Risk Description Link to Corporate Obj	Gross Risk		Cause of Risk	Mitigation	Net Risk		Further Management of Risk: Transfer/Accept/Reduce/Avoid	Monitoring Effectiveness				Current Risk	
Risk Score Impact Score: 1 =Insignificant; 2 = Minor; 3 = Moderate; 4 = Major; 5 = Catastrophic Almost Certain						Probability Score: 1 = Rare; 2 = Unlikely; 3 = Possible; 4 = Likely; 5 =								
		I	P		Mitigating Control: Level of Effectiveness: (HML)	I	P	Action: Action Owner: Mitigating Control: Control Owner:	Outcome required: Milestone Date:	Q 1 ⊗	Q 2 ⊗	Q 3 ⊗	Q 4 ⊗	I P
1.	Failure to meet the objectives of the Housing Strategy and Action Plan 2015 to 2018	4	3	Ineffective monitoring of the strategic objective action plans.	Use clear monitoring process within the Council's structure through relevant Board, Scrutiny and Tenant Involvement Structures and CORVU	3	2	<ul style="list-style-type: none"> •Tenant Scrutiny Panel •Local offer and Annual report for tenants •Housing Panel (sub-group of Scrutiny Committee) operating well •Internal governance and review from Housing Strategy Delivery Board and Housing Programme Board meetings 						
2	Changes to housing policy or context and, local, regional and national, making objectives invalid or inappropriate.	3	3	Economic circumstances, government policy and legislation, political changes.	In addition to regular monitoring, review of the strategy and objectives in 2016 to ensure it remains relevant to current circumstances.	3	3	Continue regular and robust monitoring arrangements for policy, context and legislative changes Housing Strategy and Performance Manager	Mid point review completed by September 2016					

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No.	Risk Description Link to Corporate Obj	Gross Risk		Cause of Risk	Mitigation	Net Risk		Further Management of Risk: Transfer/Accept/Reduce/Avoid	Monitoring Effectiveness					Current Risk
Risk Score Impact Score: 1 =Insignificant; 2 = Minor; 3 = Moderate; 4 = Major; 5 = Catastrophic Almost Certain								Probability Score: 1 = Rare; 2 = Unlikely; 3 = Possible; 4 = Likely; 5 =						
3	Negative public understanding/perceptions of Housing Strategy Objectives	3	3	Failure to communicate objectives and impacts on housing in Oxford.	Establish clear communication strategy for the housing strategy when it is adopted	3	2	Continuous communication and engagement of housing strategy objectives and in particular of individual projects and programmes. Housing Strategy and Performance manager.						
4	Insufficient expansion in the housing market to meet local need.	4	4	Lack of suitable sites within the City boundary for growth and high housing costs to earnings ratio.	Continue to make best use of existing stock and consider alternative options such as out of borough opportunities to meet housing need			Homelessness prevention work and welfare reform support initiatives to reduce dependence. Set up of SPV's to provide added control on development process						

Appendix C: Equality Impact Assessment – CEB 15th October 2014

1. Which group (s) of people has been identified as being disadvantaged by your proposals? What are the equality impacts?

No groups have been identified as being disadvantaged by the Housing Strategy to 2015 -2018. The strategy is a cross tenure document, but does focus on meeting the needs of vulnerable people under Priority 2.

2. In brief, what changes are you planning to make to your current or proposed new or changed policy, strategy, procedure, project or service to minimise or eliminate the adverse equality impacts?

Please provide further details of the proposed actions, timetable for making the changes and the person(s) responsible for making the changes on the resultant action plan

The priorities have changed slightly from the 2012-2015 strategy to the 2015-2018 strategy. However the focus remains the same and vulnerable households are protected under Priority 2. As part of the consultation period protected characteristic information will be discussed and any negative impacts resulting from this consultation will be addressed as part of the Action Plan within the Housing Strategy or addressed through Service Level Plans.

3. Please provide details of whom you will consult on the proposed changes and if you do not plan to consult, please provide the rationale behind that decision.

Please note that you are required to involve disabled people in decisions that impact on them

Aswell as internal and external partners, the strategy & enabling team will be consulting with tenants, wider general public, and the tenants and member scrutiny panel.

4. Can the adverse impacts you identified during the initial screening be justified without making any adjustments to the existing or new policy, strategy, procedure, project or service?

Please set out the basis on which you justify making no adjustments

No adverse impacts have been identified at this stage of the strategy development process. However as stated above, during consultation with the wider public, impacts on all protected characteristics will be discussed and any negative impacts will be identified and actioned within the Housing Strategies Action Plan, or addressed through Service Level Plans.

5. You are legally required to monitor and review the proposed changes after implementation to check they work as planned and to screen for unexpected equality impacts.

Please provide details of how you will monitor/evaluate or review your proposals and when the review will take place

If negative impacts are identified as part of the consultation process, actions will be put in place through the Housing & Property Services Service Plan or the Housing Strategy Action Plan. These action plans are registered on Corvu the Council's performance management system and monitored on a regular basis. The action plans are monitored at least quarterly, and the Housing Strategy Delivery Board monitors progress on a monthly basis too.

Lead officer responsible for signing off the EqIA: Dave Scholes
Role: Housing Strategy & Needs Manager
Date: July 2014

To: City Executive Board

Date: 15 October 2014

Report of: Head of Policy, Culture and Communications

Title of Report: Towards Mental Health and Wellbeing in Oxford

Summary and Recommendations

Purpose of report: Oxford City Council agreed a motion on [3rd February 2014](#), setting out its support for mental wellbeing and outlining some specific actions.

In response, this document sets out what the Council is and will be doing to turn the Council motion into operational reality.

Key decision Yes (city-wide)

Executive lead member: Councillor Ed Turner, Board Member for Finance, Asset Management and Public Health

Policy Framework: The Corporate Plan: Strong, Active Communities

Recommendations: That the City Executive Board:

- a) Notes the response to the motion, including the proposed action plan
- b) Agrees that the Challenge Panel of Elected Member Champions for mental health and wellbeing should act as an informal advisory group to the Executive Board Member for Health and undertake the other actions proposed in the response and action plan
- c) Asks the Member Challenge Panel to play an active role in monitoring progress on the action plan

Appendices to report:

- Appendix 1 Response to the motion with action plan (with Annexes 1-6)
- Appendix 2 Risk register

Appendix 3 Initial equality impact assessment

Appendix 4 Draft outline – Member Challenge Panel for Mental Health and Wellbeing

Introduction

1. Council confirmed its support for people with mental health conditions in February this year. It acknowledged that it is not directly responsible for healthcare provision, including mental health, but nonetheless has an important role to play in:
 - a) taking action itself (both as an employer and as a provider of services), involving a number of service areas and elected members
 - b) supporting mental health work and best practice in partnership forums.

The response to the motion

2. The City Council has developed a response to help turn the motion into actions in partnership with key stakeholders within and outside the Council, including Oxfordshire MIND.
3. The document includes additional information:
 - Annex 2 summarises key points from the 2013 report on *Building Resilient Communities* by the Mental Health Foundation and MIND, referred to in the Council motion
 - Annex 3 gives a range of examples of Council services already making a positive contribution to mental health and wellbeing
 - Annex 4 gives an overview of the national context and local responsibilities and work around mental health
 - Annex 5 provides an overview of evidence (a separate background paper on selected local indicators for mental health and wellbeing is also available on www.oxford.gov.uk/oxfordstats)
 - Annex 6 includes links to relevant national and local documents.

The action plan

4. An action plan has been developed to show how the Council will:
 - deliver on specific proposals included in the original motion
 - embed wellbeing approaches across key services and work with partners.
5. Actions are set out in the body of the response document, with further details in a table in Annex 1. They are organised under the following headings, in line with the Council motion:
 - a) Elected members

- b) Mindful employer
- c) Promoting wellbeing
- d) Partnership working.

Level of risk

- 6. A risk register has been completed and is included as Appendix 2.

Equalities impact

- 7. An initial equality impact assessment has been completed and is included as Appendix 3. It shows that a positive impact on equalities is anticipated from adopting the proposed response and action plan.

Financial implications

- 8. There are some very limited financial implications. For example, there will be a small fee, payable every two years, for membership of the Mindful Employer Network. The panel of elected member champions might also need support. It is intended that these will be delivered within existing resources. Priorities within the relevant service area will be reviewed if it becomes apparent that this is not possible.
- 9. Where the Council is contributing towards mental wellbeing and community resilience by reviewing existing policies or contracts, any financial implications will be considered as part of that process. This includes re-commissioning advice services, revising the Housing Strategy and developing a Leisure and Wellbeing Strategy.

Legal Implications

- 10. There are no legal implications for the Council.

Name and contact details of author:-

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List of background papers: None

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Towards Mental Health and Wellbeing in Oxford.

A response to a motion agreed by Oxford City Council.

October 2014

1. Background

In February 2014 Oxford City Council agreed a motion, setting out its support for action on mental health and wellbeing.

Motion agreed by Oxford City Council (3 Feb. 2014)

Put forward by Councillor Ed Turner, Executive Board Member for Health, with an amendment by Councillor Ruth Wilkinson.

This Council supports the work of MIND and the Mental Health Foundation and asks the City Executive Board to consider appointing a member of Council to be a Champion of Mental Health Issues in much the same way as we have an Older People's Champion.

Council acknowledges it is not directly responsible for healthcare provision but believes it nonetheless has an important role to play. Council requests the City Executive Board to play a full role in the Health and Well Being Board and other partnership forums to maximise support for mental health work, and also to ensure its work providing and funding advice services is accessible to people with mental health problems.

Council believes councillors can support the wellbeing of people in their areas through both casework and their strategic role within the council. Council welcomes the practical steps set out by Mind and the Mental Health Foundation, whose new report, *Building Resilient Communities*, that can be taken to promote wellbeing, build resilience and help to prevent mental health problems – including steps that can be taken by Councillors.

Furthermore, Council wishes to meet best employer practice regarding mental health, and to encourage a commitment from all front line contractors and existing and prospective employers to follow its lead. Council requests that the Chief Executive signs MIND's Charter for Employers who are Positive About Mental Health on behalf of Oxford City Council. It also requests that the Chief Executive writes to his counterparts at the County Council, Oxford Brookes University and the University of Oxford to invite their organisations to follow the City Council's lead as a Mindful Employer to sign up to the Charter too.

2. Purpose of this paper

This paper sets out what the City Council is already doing to turn the Council motion into operational reality and what else it will do, working with partners where appropriate. It is not outlining a new strategy. Following the content of the motion, actions have been organised under the following headings:

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1. Elected members
2. Mindful Employer
3. Promoting wellbeing
4. Partnership working.

The intention is for actions that support mental health and wellbeing to be part and parcel of how the Council does business. Doing so clearly links to wider corporate priorities, such as our ambition for “communities that are socially cohesive and safe, and citizens who are actively engaged in pursuing their own wellbeing and that of their communities”.

In drafting this response, we have been guided by the evidence and recommendations in the Mental Health Foundation’s report *Building Resilient Communities* (see Annex 2). We have also benefited from the involvement and support of stakeholders within and outside the Council. We are especially grateful for the guidance and expertise provided by Oxfordshire Mind.

3. The City Council’s contribution

Council services already make a contribution towards mental health and wellbeing in the city; examples are included in Annex 3. This section gives details of other actions the Council will take to turn the motion into operational reality.

3.1. Elected members

The motion called for a councillor champion for mental health issues to be appointed, to advise the Executive Board member with responsibility for Health. Elected members themselves have played a key role in shaping the proposal to appoint an informal cross-party Member Challenge Panel on mental health and wellbeing. This panel is to be chaired by a lead champion, linking into the national Mental Health Challenge Network. More details are set out in a separate paper (appendix 4 to the CEB report).

We also aim to enable all city councillors to become advocates for mental health and wellbeing. The Council is in the process of adapting the *Councillors’ guide to mental health*, produced by the Royal College of Psychiatrists in 2013 as part of the Mental Health Challenge, for local use.

3.2. Mindful Employer

As called for by the motion, the Council is signing the Mindful Employer Charter and becoming a member of the network. This commits us to ensuring that:

- all staff involved in recruitment and selection are briefed on mental health issues and The Equality Act 2010, and given appropriate interview skills
- all line managers have information and training about managing mental health in the workplace.

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The Council already piloted a 'Go Active at work' programme aimed at supporting employees' physical and mental health as part of the staff wellbeing pilot in our Customer Services Team. We are now extending this across the Council through our new two year Employee Development and Wellbeing Programme, including:

- organising health and wellbeing workshops
- developing internal health and wellbeing champions
- investing additional money for employee training in service areas.

This is in addition to our accreditation to Investors in People, Two Ticks "Positive about disabled people" and being a Stonewall Diversity Champion as well as a Living Wage Employer. The Council will also:

- look to sign the 'Time to Change' pledge to highlight its commitment to reducing mental health stigma
- share our successful 'Go Active at work' programme with other local employers, such as the Oxford University Hospitals Trust and British Gas
- encourage partners to embrace Mindful Employer principles where they do not already do so
- encourage suppliers to consider the benefits of working towards employer best practice regarding mental health, for example by facilitating Mind to take part in events for local businesses.

3.3.Promoting wellbeing

The motion refers to the practical steps that councils and others can take, as set out in the recent *Building Resilient Communities* report. The report suggests that "shaping existing services in such a way that they encourage behaviours that promote the five ways to wellbeing" is one important step (see Annex 2).

This section highlights where the Council sees opportunities to promote wellbeing further, as we are developing or reviewing some of our strategies and programmes of work. This includes:

- A new *Leisure and Wellbeing Strategy* 2014 – 2019 is being developed which will encourage behaviours that support the five ways of wellbeing, such as 'being active' and 'giving' by encouraging volunteering. An initial meeting between Council officers and Oxfordshire Mind has already taken place. The Council's *Culture Strategy* is also being reviewed with these aims in mind.
- One revised *Housing Strategy* will consider what the need and demand is for customers that suffer from mental health problems, and whether current provision needs to be reviewed. It will then assess whether there is a gap that needs to be filled through re-provision or new build.
- As part of their Welfare Reform pilot this year, our Customer Services team will work with Mind and Restore to help their team in dealing with people with mental health issues. They will also support those customers as well, for example removing some barriers to employment, an important factor in improving wellbeing.

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- Our Electoral Services team is developing an action plan to make Oxford residents aware of the changes to voter registration, working with a wide range of partners and community groups. It is aware of the need to ensure that new processes for electoral registration do not exclude isolated people or those with mental health issues from the democratic process.

Finally, the motion called for advice services to be accessible to people with mental health problems. Advice services commissioned by the Council to date are based in communities, including in areas where evidence indicates an increased risk of lower wellbeing (see Annex 5). They have also developed close working relationships with mental health service providers, for example having an advisor from Oxfordshire MIND in their offices, making it easy to refer clients.

The Council is working with these existing providers to develop a new specification for advice services to be re-commissioned for three years from April 2015. Services will focus not just on emergency support but also on forward planning and the longer term impact of their work, including setting out pathways to employment, an important determinant for wellbeing.

This is in the context of advice agencies across the county being involved in a partnership programme supported by the Big Lottery Fund's Advice Services Transition Fund. As part of this, Oxfordshire Mind is currently working with advice agencies to mainstream mental health to:

- help their staff and volunteers understand mental health problems, share expertise and improve referral pathways
- improve resilience for clients by providing support to manage stress and anxiety and building confidence.

3.4. Partnership working

The motion highlighted the importance of working with partners to ensure that mental wellbeing is sufficiently taken into account in decision making and service delivery. This reflects the principles set out in the cross-governmental mental health strategy *No Health Without Mental Health* (see Annex 4).

Many of the strategies and action plans already mentioned include a strong element of partnership working. Other examples include:

- Oxford City Council is the local lead partner for the *Making Every Adult Matter* pilot project, one of nine local authority areas chosen to work with four national partners (Clinks, Homeless Link, Mind and DrugScope) to deliver improved outcomes and interventions for people with multiple needs.
- The council is a partner agency for the *Supported Independent Living (SIL)* pathway, to help people with a mental health diagnosis move out of hospital. Our support focuses on housing-related matters and the links to the pathway relating to adults. As part of the SIL pathway we also contribute a number of houses (units) at subsidised rent.

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- The Oxford Safer Community Partnership is discussing how to take forward the action plan included in the national *Mental Health Crisis Care Concordat. Improving outcomes for people experiencing mental health crisis* (Department of Health and Concordat signatories 2014).
- The City Council and partners on the Oxford Strategic Partnership will play an active part in the *Commission on Health Inequalities*, which is being proposed by the Clinical Chair of the Oxfordshire Clinical Commissioning Group, Dr Joe McManners.
- As part of the Oxford Strategic Partnership's Stronger Communities theme group, a *Needs Analysis for Older People in Oxford* has been undertaken in October 2013, overseen by the Oxford City Ageing Successfully Group. Two pilot projects aimed at addressing older people's isolation have also been evaluated. Both of these documents are informing the development of an action plan.

The Council already plays an important role in helping support client groups at higher risk of experiencing low mental wellbeing, through its housing, homelessness and community safety services. Specific examples can be found in Annexes 3 and 4. To further improve joint working in this area, we developed a *Health and Housing Working Together Action Plan* jointly with partners in public health earlier this year. Specific actions that are relevant to mental health and wellbeing are to:

- include the County Council's Public Health Promotion Programme as part of the City Council's communication calendars (internal and external), supporting National Mental Health Awareness Week and World Mental Health Day
- hold initial discussions with other agencies about referral paths (Mental Health, Hospital Trusts, Social Services, Community Safety) to prevent clients falling between agencies
- have initial discussions with partner agencies on how services can be co-designed and commissioned for complex needs client groups
- request that the Oxfordshire Clinical Commissioning Group consider harm minimisation, especially for vulnerable groups, as part of their mental health commissioning.

4. Next steps

Together with existing work captured in Annex 3, these actions will help turn the motion into operational reality. The table in Annex 1 gives a more detailed overview of all actions, under the same four headings as set out in this report. The aim is to embed and mainstream support for mental wellbeing and the action plan will be accommodated within existing service areas and monitoring arrangements.

While it is not thought that separate reporting mechanisms will be required, the Mental Health Challenge Panel of elected members in the City can play a role in monitoring progress on actions. It is proposed in the separate appendix to the CEB report that the Panel will report back to Council as part of the existing regular partnership reports.

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Annex 1: Action Plan

Action (existing / new)	Resources	Responsible / lead	Target outcomes ¹	Target date
1. ELECTED MEMBERS				
Appoint elected member Mental Health Challenge Panel with lead champion (new)	Limited – within existing	Councillors PCC (Val Johnson)	<ul style="list-style-type: none"> Appoint panel of champions with role description, to advise Board Member for Health Agree lead champion to be part of the National Mental Health Challenge champions network Any measures to be set by the panel 	Autumn 2014
Offer elected members information and support on mental health awareness (new)	Limited – use existing materials	PCC (Val Johnson)	<ul style="list-style-type: none"> Help members support the wellbeing of people in their areas through both casework and their strategic role within the Council Measures to be agreed by the panel 	Start autumn 2014, then on-going
2. MINDFUL EMPLOYER				
Chief Executive to sign Mindful Employer Charter for Employers who are Positive About Mental Health (new)	> £500 accreditation and review	HR (Jarlath Brine)	<ul style="list-style-type: none"> Be accredited as a Mindful Employer Access information and support in relation to staff who experience stress, anxiety, depression and other mental health conditions through Mindful Employer network Monitor recruitment: Annual Workforce Equalities Report (May/June) – note mental health information reliant on self-declaration by applicants 	October 2014

¹ Actions and outcomes should be reviewed as part of the standard processes and procedures set for managing policies and projects.

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Action (existing / new)	Resources	Responsible / lead	Target outcomes ¹	Target date
Sign the Time to Change Pledge and create a plan to tackle MH stigma (new)	Minimal	HR (Chris Harvey) PCC (Comms)	<ul style="list-style-type: none"> Highlight the Council's commitment to reducing mental health stigma Measures to be included in the plan 	December 2014
Develop and implement Employee Development and Wellbeing Programme incl. mental health and wellbeing (existing – in development)	Budget £75k each year for 2 years	HR (Chris Harvey)	<ul style="list-style-type: none"> Improve staff survey results Other measures to be defined and developed in the Employee Development & Wellbeing Programme 2014-16 	Started
Write letters to partners to consider becoming Mindful Employers (new)	n/a	Chief Executive PCC (Val Johnson)	<ul style="list-style-type: none"> Write to the County Council, Oxford Brookes University and the University of Oxford to invite their organisations to follow the City Council's lead as a Mindful Employer 	November 2014
Encourage suppliers to aim for best practice in employment practices (existing – in development)	Minimal	Procurement (Caroline Wood)	<ul style="list-style-type: none"> Suppliers to be positive about mental health Measure information provided, e.g. by facilitating Mind attending events for local businesses 	December 2014
3. PROMOTING WELLBEING				
Strengthen the Council's policy development and review process (existing)	Minimal	PCC (Val Johnson)	<ul style="list-style-type: none"> Help mainstream consideration of the impact of new policies on promoting mental wellbeing and resilience across Council services 	November 2014
Publicise Mental Health training opportunities for Council staff (existing – in development)	Existing	PCC (Val Johnson)	<ul style="list-style-type: none"> Equip council and partner staff, including front-line staff and volunteers, to identify mental health and wellbeing issues and signpost as appropriate 	January 2015

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Action (existing / new)	Resources	Responsible / lead	Target outcomes ¹	Target date
Re-commission local Advice Services (existing – in development)	Existing	Customer Services (Helen Bishop, Paul Wilding)	<ul style="list-style-type: none"> Ensure Council funded advice services are accessible to all Any measures to be included in service specification (one year development and pilot phase during 2014) 	New contract from April 2015
Develop relationship with mental health support providers (existing – in development)	Existing (European funding)	Customer Services (Helen Bishop, Paul Wilding)	<ul style="list-style-type: none"> Help long-term unemployed overcome key barriers to getting into work (Welfare Reform work) Measures to be set as part of project 	Started
Understand housing need and demand for people with mental health problems (existing – in development)	Tbc	Housing (Gary Parsons)	<ul style="list-style-type: none"> To be considered and addressed through revised Housing Strategy Measures to be included there 	March 2015
Identify how leisure and culture services can best support five ways to wellbeing (existing – in development)	Tbc	Leisure (Ian Brooke), PCC (Ceri Gorton)	<ul style="list-style-type: none"> Work towards best practice recommendations To be considered and addressed through revised Leisure & Wellbeing Strategy and Culture Strategy Measures to be included there 	March 2015
Identify and work with partners to raise awareness and support Individual Voter Registration (IER) (existing – in development)	IER Public Engagement funding	Electoral Services (Martin John)	<ul style="list-style-type: none"> Identify partners that can support IER and ensure they have information (e.g. Mind, Rethink, Restore, Community Glue, Oxfordshire Unlimited, CAB, Oxfordshire Link) Minimise disenfranchisement and disengagement from the democratic process 	December 2014, then on-going

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Action (existing / new)	Resources	Responsible / lead	Target outcomes ¹	Target date
			due to mental health issues	
4. PARTNERSHIP WORKING				
Play an active role in specific relevant partnerships and projects (existing)	Existing or new external funding	All Community Safety (Richard Adams)	<ul style="list-style-type: none"> • Make the most of opportunities to work with partners to support mental health and wellbeing in Oxford, across the population and for those with mental health issues or disorders, e.g.: <ul style="list-style-type: none"> ○ Making Every Adult Matter pilot project ○ Supported Independent Living Pathway ○ Mental Health Crisis Care Concordat ○ OCCG Health Inequalities Commission ○ Oxford City Ageing Successfully Group 	On-going
Develop and deliver Health & Housing Working Together action plan (existing)	Existing	Housing (Stephen Clarke), PCC (Val Johnson) Community Safety (Richard Adams)	<ul style="list-style-type: none"> • Review how Health and Housing services can work better together to improve outcomes: <ul style="list-style-type: none"> A) Joining up and targeting health promotion campaigns B) Working across Oxford City Council services and with the housing sector C) Improving referral processes, joint working and information capture across agencies D) Supporting those with complex needs • Measures included there 	Started
Influence Health & Wellbeing Board (existing)	Existing	Representatives on partnerships (Cllr Ed Turner, Val Johnson)	<ul style="list-style-type: none"> • Support the JSNA reflecting the importance of mental as well as physical health and wellbeing • Influence through new membership of the Mental Health Joint Management Group 	Started

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Annex 2: Building Resilient Communities

This joint 2013 report by Mind and the Mental Health Foundation is mentioned in the motion. It contains useful analysis and recommendations, including for local authorities such as the City Council, by:

- “setting out the types of services, resources and infrastructure that need to be in place locally to support resilient communities, helping people to ‘feel good and function well’” (p.3)

It defines what is to be understood by “resilient communities” and why this is important (see also Annex 3 and 4):

- “Resilience is the capacity of people to confront and cope with life’s challenges and to recover from, or adapt to, adversity. ... It is not only important that communities have high levels of wellbeing but also that they are resilient to maintain this wellbeing in difficult circumstances.” (p.11)

It also suggests some key areas to focus on for the council in developing its actions:

- “The New Economics Foundation’s (NEF) report Five Ways to Wellbeing sets out five actions that promote wellbeing.

Five ways to wellbeing

A review of the most up-to-date evidence suggests that building the following five actions into our day-to-day lives is important for well-being:

- **Connect...**
With the people around you. With family, friends, colleagues and neighbours. At home, work, school or in your local community. Think of these as the cornerstones of your life and invest time in developing them. Building these connections will support and enrich you every day.
- **Be active...**
Go for a walk or run. Step outside. Cycle. Play a game. Garden. Dance. Exercising makes you feel good. Most importantly, discover a physical activity you enjoy and that suits your level of mobility and fitness.
- **Take notice...**
Be curious. Catch sight of the beautiful. Remark on the unusual. Notice the changing seasons. Savour the moment, whether you are walking to work, eating lunch or talking to friends. Be aware of the world around you and what you are feeling. Reflecting on your experiences will help you appreciate what matters to you.
- **Keep learning...**
Try something new. Rediscover an old interest. Sign up for that course. Take on a different responsibility at work. Fix a bike. Learn to play an instrument or how to cook your favourite food. Set a challenge you will enjoy achieving. Learning new things will make you more confident as well as being fun.

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- **Give...**

Do something nice for a friend, or a stranger. Thank someone. Smile. Volunteer your time. Join a community group. Look out, as well as in. Seeing yourself, and your happiness, linked to the wider community can be incredibly rewarding and creates connections with the people around you.

New Economics Foundation (2008)

Importantly, these are not just a person's individual responsibility, but can be influenced by 'upstream' interventions; shaping existing services or providing new services in such a way that they encourage behaviours that promote the five ways to wellbeing." (p.3)

- "It is important that we provide these 'upstream' interventions rather than relying solely on individual behaviour change which can be hindered by personal challenges or structural inequalities." (p.21)

Of the five ways to wellbeing, social connectedness has been found to have a particularly strong evidence base and to underpin the other ones. The report suggests that it is one of the most important components of longer term resilience and essential for future-proofing wellbeing:

- "Building social connections is also an area where local authorities, community groups and service providers can make a significant impact." (p.3)

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Annex 3: Council services - case studies

1. Background

In exploring how the council can best deliver on the motion we found a variety of work already taking place that contributes towards improving mental health and wellbeing. This section gives a range of examples to help illustrate the breadth of work that has a positive impact on the wider social determinants of health, including mental health. It is clear even from this small selection that this work does not take place in isolation but involves partners and often an element of co-production, that is involving service users in shaping provision to ensure it is accessible and effective.

2. Peer support

A number of people told us that what they value most are social connections with people who have been through similar experiences. This peer support is invaluable in helping people to deal with difficult circumstances, whether that's unemployment, physical or mental health problems, bereavement or other difficult circumstances.

Building Resilient Communities (Mind & Mental Health Foundation report), p.30

One of the council's community development officers in the **Communities and Neighbourhoods Team** helped secure two years' funding from Response and Oxfordshire Mind for an independent group in the Leys focusing on mental health issues and disabilities. The group called Survivors has been running for nearly twenty years, offering its fifty members the opportunity to share and support each other. Previous funding had been cut, putting this work at risk.

3. Community development and capacity building

Community development, capacity building and social integration programmes have also been found to have significant returns on investment as well as impacts on wellbeing and resilience; with an estimated £325 saved annually per person who takes part in befriending schemes and £850 per member of a time bank⁴⁶, a reciprocal scheme where people give their time in exchange for that of other people.

Building Resilient Communities, p.18

The **Welfare Reform Team** in Customer Services have worked with a number of customers who have had agoraphobia, or just struggled with confidence and motivation. We have engaged partners who have provided coaching and mentoring to support these customers to access the job market, or at least to remove some of their barriers to employment. This work will be developed further this year; see above 3.3.

The Barton Job Club supported by the **Communities and Neighbourhoods Team** have helped an older long-term unemployed person re-build their confidence and self-esteem, by coaching and encouraging volunteering. This helped the person to complete a training course in an area of work in which they had some previous

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experience. They are now set up as self-employed, feeling for the first time in many years that “my life has a sense of purpose and direction”. One of their first customers was the charity they had initially volunteered for.

4. Volunteering

An extensive review of the published literature on the health benefits of volunteering found that volunteering was shown to decrease mortality and improve self-rated health, mental health (including levels of depression and psychological distress), life satisfaction, the ability to carry out activities of daily living, social support and interaction, healthy behaviours and the ability to cope with long-term illness⁷⁰.

Building Resilient Communities, p.27

Oxford City Council **Parks Team** actively promotes volunteering opportunities, including working alongside council gardeners and rangers, weekly conservation sessions, surveying flora and fauna or belonging to one of 16 ‘Friends’ groups.

A team of around ten people volunteer every Thursday to work at sites across the city to coppice, construct fences, built and bridges and willow screens and cleared ponds and scrub areas. Elsewhere residents are working together as a ‘Friends’ groups to make their local green spaces cleaner, more accessible and improve the habitats for local wildlife. Friends groups are not restricted to parks, several groups are working in closed churchyards and cemeteries.

The **Communities and Neighbourhoods Team** have established a job club for Wood Farm. The co-ordinator there is working with the Children’s Centre and their volunteer co-ordinator to set up volunteering opportunities for female clients who would like to work with children. Recently a client has volunteered to support pupils with reading at a school.

5. Staff training

A number of providers of local services that we spoke to said that they would like to do more to support the wellbeing of the people that they work with, but that they did not have enough information or support. Many frontline staff have had no mental health training at all, and where they have it is often focused entirely on supporting people living with severe mental health problems.

Building Resilient Communities, p.27

In 2012, staff in the **Environmental Protection Service** who work with single homeless people and rough sleepers in Oxford were trained to increase their skills in working with complex trauma. An intensive course on “Personality: People and Pathology” was delivered to a smaller number of staff in the service.

The **Parks Rangers** deal with a wide range of antisocial behaviour issues in parks. This regularly entails contact with people who have mental health, alcohol and substance abuse problems. The Rangers have attended mental health, drug and

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alcohol awareness training and have gained considerable experience in this area since the Ranger Service was formed in 2006. They have also built up excellent working relationships with a number of support agencies, and often accompany outreach workers to visit people rough sleeping in the city's green spaces. The Rangers' training and experience in this area also helps keep them safe when dealing with this high-risk group.

The **Communities and Neighbourhoods Team's** officer with a lead on health has worked with GreenSquare housing association to encourage frontline workers and volunteers in Rose Hill attend free Mental Health First Aid Training delivered by Mind. They also organised in-house training, running the same accredited two day course for eleven of their own frontline staff earlier this year.

6. Creative and accessible activities

Creative and arts-based activities were popular with many of those who attended the focus groups. They took part in a range of creative activities, including attending choirs, film groups, reading groups, acting classes, art groups, photography groups, cooking, making and listening to music and visiting museums. The groups said that creative activities gave them a sense of pride and distracted them from negative thoughts and situations.

For a significant number of people, the accessibility of services and support is in itself a wellbeing issue. Being unable to take part in an activity because it is inaccessible to or inappropriate for people with particular disabilities or mental health problems, people who have low levels of literacy, for whom English is not their first language or who are from a particular religion can have a significant impact on that person's wellbeing.

Building Resilient Communities, p.27 and p.40

The council is hosting the Reminiscence Officer and Community Engagement Partnership Officer posts, seconded to the Museum of Oxford within the Council's **Culture Team** from Oxford University Museums and funded by Arts Council England via Oxford Aspire. Working with volunteer helpers, they are leading on a wide range of activities with a positive impact on the wellbeing and happiness of participants. Examples include outreach to bring services to where people are:

- reminiscence work with older people in Oxford's day centres and hospitals, including work with a specialist mental health ward
- targeted project work with groups who have potential barriers to cultural experiences, in partnership with local providers including Mind and Oxfordshire County Council Learning and Skills.

The Sleeping and Single Homelessness Team in **Housing Services** work towards being accessible by jointly funding a Mental Health Practitioner with Oxford Health. This officer completes joint visits with our Outreach to target rough sleepers with mental health problems. They also hold drop in sessions in hostels and daycentres for this group.

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7. Activity out of doors

Physical activity that takes place out of doors has been found to be particularly beneficial for people's wellbeing, with evidence that outdoor walking groups have a greater impact on participants' self-esteem and mood than the equivalent activity indoors⁵⁷. ...

People told us that they found allotment groups particularly helpful as they combine a range of different elements that have a positive impact on their wellbeing, including physical activity, being in a social group and being outdoors.

Building Resilient Communities, p.23

Oxford City Council **Parks Team** provides 36 allotments across the city in partnership with the Oxford and District Federation of Allotment Associations. This means that all residents within Oxford are within a 1,900 metre walking distance of an allotment.

Our **Go Active Team** is running a programme of health walks across the city, through the Department of Health's Walking for Health initiative. The walks are led by volunteers trained by the team and the aim is for each ward to have access to a walk nearby. The team have also started working with volunteers to run friendly introductory jogging courses for those able to take part.

8. Physical activities

Leisure and recreation facilities were also extremely important for many members of the focus groups who said that they used local gyms, swimming pools, parks and footpaths to take part in physical activity, which had a significant impact on their wellbeing.

Members of the focus groups who were less physically mobile, particularly older people and those living with disabilities and long-term physical health conditions, highlighted the importance of providing suitable opportunities for physical activity that they could also take part in; physiotherapy, chair-aerobics and walking groups were all raised as examples.

Building Resilient Communities, p.23

As part of the Council's Dance Development Programme, the **Culture Team** delivered a year-long 'Get Moving!' programme of activities for over 50's living in Oxford, funded by Awards for All. Over 200 older people benefited from the project designed to help them keep active, reduce isolation and to celebrate ageing in a creative and innovative way. This included chair users, some of whom occasionally danced out of chairs. Classes continue at Oxford Options day centre, Iffley and the Pegasus Theatre.

A 'Dance for Parkinson's' project started in Oxford in January 2013 as a pilot project for those affected and their carers, run in partnership with English National Ballet.

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Alongside the project has been a BUPA award-winning research project into the impact on people with Parkinson's. Other work has focused on attracting young people in Barton to dance, with 28 people engaged in an Urban Summer Dance Week in 2012 and saying they will continue this on a weekly basis.

9. Co-production

Involving local people in the co-production of services not only provides an opportunity for people to take part in the five ways to wellbeing, but will result in better services that are more appropriate for and appealing to the local population, as well as being more effective.

Building Resilient Communities, p.4

The **Virtual Staff College** has commissioned a resource pack to help local authority services build community resilience through co-producing services with users. A number of council managers and staff have taken part in a special training day this summer, trialling the resource pack before it is published. The workshop was led by Anna Wright, ex-Director of Children's Services at Reading and Specialist Education Advisor for Oxford City Council, together with Melani Oliver, a Director at the Innovation Lab. Partners working with children, young people and families also took part. Since then, we have included information about co-production in our consultation toolkit and are looking for other ways of following up on this workshop.

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Annex4: National and local context

1. National context

As the motion recognises, Oxford City Council is not directly responsible for healthcare provision. As part of the new **public health duties** of local authorities, it has a supporting role to play in helping improve the health of the population in the city (*Health and Social Care Act 2012*).

The **Marmot Review** on health inequalities *Fair Society Healthy Lives* (2010) led the way in recognising the importance of the wider social determinants of public health. They have been defined as the factors that impact on health and wellbeing, such as the circumstances in which we are born, grow up, work and age – or the causes of the causes of illness and low wellbeing. The Review also set out that:

- social connections can make communities more resilient and help defend against the increased mental health problems associated with poverty
- actions must be universal to reduce the steepness of the social gradient, but with a scale and intensity that is proportionate to the level of disadvantage (proportionate universalism) – i.e. actions are taken at universal or population level but where those at higher risk can be identified, they should be targeted in proportion to that increased risk to prevent further widening of inequalities.

The government has also made clear how important it considers mental health and wellbeing to be for the wider public health agenda. Its **cross-government mental health strategy** for people of all ages, *No Health Without Mental Health* (2011) wants public services to reflect the importance of mental health in their planning, putting it on a par with physical health.

No Health Without Mental Health – Six shared objectives

Two of these are particularly relevant to the broader aspirations towards building resilient communities set out in the motion approved by council. The other four objectives focus specifically on people with existing mental health issues.

Objective 1) More people will have good mental health:

- More people of all ages and backgrounds will have better wellbeing and good mental health.
- Fewer people will develop mental health problems – by starting well, developing well, working well, living well and ageing well.

Objective 6) Fewer people will experience stigma and discrimination:

- Public understanding of mental health will improve and, as a result, negative attitudes and behaviours to people with mental health problems will decrease.

An [Implementation Framework](#) for *No Health Without Mental Health* was published in 2012 by a working group including the Centre for Mental Health, Mind and others. It states that: “Mental health is everyone’s business.” and that: “Local authorities can

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take a leading role in improving the mental wellbeing of people in their area, as well as improving the lives of people living with mental ill health.”

This is not to detract from, or take on the role, of organisations for which the Framework suggests actions, including Clinical Commissioning Groups, service providers, upper tier authorities or health and wellbeing boards. Figure 1 explains the new health and care system introduced by the Health and Social Care Act (2012).

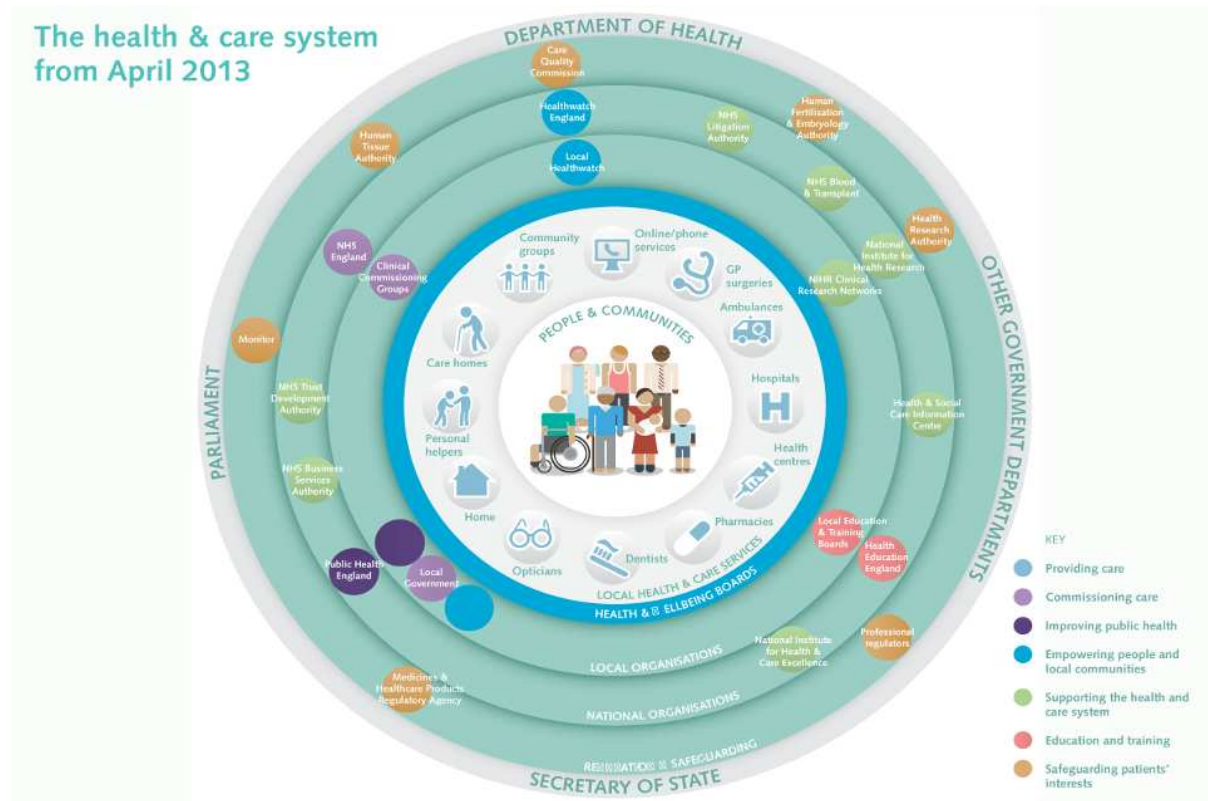


Fig. 1 [The health and care system explained](#), published by the Department of Health

2. Local responsibilities and work

The **Health and Wellbeing Board** is a partnership between local government, the NHS and the people of Oxfordshire. It includes local GPs, councillors, [Healthwatch Oxfordshire](#), and senior local government officers.

It is made up of a Public Involvement Network and three partnership boards which report directly to main Board; these are:

- [The Health Improvement Board](#)
- [The Adult Health and Social Care Partnership Board](#) (under review)
- [The Children and Young People's Board](#)

A key requirement of the Health and Wellbeing Board is to oversee the delivery of the *Joint Health and Wellbeing Strategy*, which sets out what we want to do to improve the health and wellbeing of people of all ages across the county. The board has also collected lots of useful information telling us who lives in Oxfordshire, what

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we are already doing well and what the problems are, in what is called a [Joint Strategic Needs Assessment](#). The City's Executive Member for Health is a member of the Health Improvement Board.

The **Oxfordshire Clinical Commissioning Group (OCCG)** has the lead commissioning role for budgets pooled with Oxfordshire County Council, as set out in the [Joint Mental Health Commissioning Strategy for Oxfordshire 2012-15](#). It also manages a *Better Mental Health Oxfordshire Commissioning Programme* coming to an end on 1 May 2015, which focuses on the improvement of mental health and mental wellbeing for the people of Oxfordshire.

For the future, mental health is an area selected for introducing [Outcomes Based Commissioning](#) (OBC), focusing first on four out of eight target groups (Anxiety and depression; Alcohol and substance abuse; Psychosis including schizophrenia; Behavioural and developmental disorders).

The **Community Safety Team** at the City Council has a strong strategic relationship with commissioners across the county, including the OCCG, to ensure working as efficiently as possible across the homelessness and mental health (Supported to Independent Living) client groups which overlap significantly. It (co-)funds a number of specialist services for clients with complex needs, such as a Homelessness Mental Health Practitioner and tenancy sustainment work.

The **community and voluntary sector** plays an important role, both in representing user groups and as service providers, in addition to Oxford Health NHS Foundation Trust which provides specialist mental health services to people of all ages in Oxfordshire. Providers in Oxford include Oxfordshire Mind as well as Restore and Response among others. The Oxford Mental Health Forum is web resource aimed primarily at people living in Oxfordshire affected by mental illness and those who have an interest in mental health. It has been commended by The British Medical Association in the BMA 2013 Patient Information Awards.

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Annex 5: Evidence base

1. Impact of mental wellbeing

A wide range of policy documents and resource sheets produced since *No Health Without Mental Health* was published in 2011 (see Annex 5) reflect the evidence available about:

- the positive impact of the mental wellbeing of individuals and communities on other outcomes, such as improved educational attainment, safer communities and improved productivity and employment retention
- the economic costs of mental ill-health and lack of resilience that will be felt across communities and public service providers, making strategies to prevent mental health problems and build resilience cost-effective.

The annual cost of mental disorder in England is estimated at £105 billion⁴. By comparison, the total costs of obesity to the UK economy are £16 billion a year⁴² and £31 billion for cardiovascular disease⁴³.

[*Guidance for Commissioning Public Mental Health Services* \(2013\), p.10](#)

2. Risk and protective factors for mental wellbeing

These and earlier documents also identify a number of factors that indicate a higher or lesser risk of having low mental wellbeing and resilience. The Joint Commissioning Panel for Mental Health's *Guidance for Commissioning Public Health Services* sets out a comprehensive list of these factors (see Annex 6).

We have pulled together a table to give an overview of the factors most frequently identified:

Risk factors: higher risk of low wellbeing	Protective factors: lower risk of low wellbeing
<ul style="list-style-type: none">• On low incomes or unemployed, including children in low income households	<ul style="list-style-type: none">• In employment and on higher incomes
<ul style="list-style-type: none">• Socially isolated (with less than three close relatives or friends), e.g. older people, pregnant women or new mothers, refugees and migrants, prisoners	<ul style="list-style-type: none">• Social engagement and strong personal, social and community networks
<ul style="list-style-type: none">• From black or minority ethnic groups	<ul style="list-style-type: none">• Positive self-esteem, spirituality
<ul style="list-style-type: none">• Other characteristics protected under the Equalities Act 2010, e.g. gender, age, disability, sexual orientation	<ul style="list-style-type: none">• Positive living environment, including street scene, green spaces and recreation facilities
<ul style="list-style-type: none">• Long-term physical health conditions	<ul style="list-style-type: none">• Good general health
<ul style="list-style-type: none">• Complex needs, risky behaviours (e.g. alcohol, smoking, drug use) and homelessness	<ul style="list-style-type: none">• Low fear of crime and safety issues, fewer street level incivilities

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<ul style="list-style-type: none">• At a transition stage in life, e.g. pre-school, going to / moving school, starting work, redundancy, retirement, bereavement	<ul style="list-style-type: none">• Engaged in activities such as learning and exercising
<ul style="list-style-type: none">• Genetic and early environmental factors, e.g. parenting style and attachment	<ul style="list-style-type: none">• Genetic and early environmental factors, e.g. positive peer influence and opportunities to succeed

It is important to note that:

- these risk factors do not mean that people with them will in fact, or have to, experience low mental wellbeing
- people with mental health issues or disorders can still feel and function more or less well, depending on other factors.

3. Indicators for Oxford

The government has published a national *Mental Health Dashboard* with a wide range of indicators for all the six objectives of its cross-cutting strategy *No Health Without Mental Health* (see Annex 5). This includes the two broader objectives for 'more people to have better mental health' and 'fewer people will experience stigma and discrimination'. In addition, some of the indicators for the broader *Public Health Outcomes Framework for England 2013-2016* are relevant, for example the measures of subjective wellbeing.

The *Guidance for Commissioning Public Health Services* lists a variety of sources of information about local levels of mental wellbeing (p.32). This includes *Community Mental Health Profiles* available at county level, published by the Network of Public Health Observatories, most recently in 2013. The *Oxfordshire Joint Strategic Needs Analysis 2014* also includes a range of relevant data, such as on groups with protected characteristics, wider determinants of health and healthy lifestyles and behaviours (see Annex 6 for both).

Due to the number of indicators used in relation to mental health and wellbeing, some of them proxy, it is not feasible to include all of them here. In some cases data is also not available at district level. However it will be important to ensure relevant information is used to help understand local circumstances, performance and trends when developing specific policies and projects, using data sets down to the most local level available. This will be part of the Council's policy review framework, supported by its social research service and consultation and engagement plan.

In summary, it appears that overall people and groups with at higher risk of low wellbeing and mental issues tend to be in more deprived areas of the city. Particular individuals at higher risk of low wellbeing or mental health issues may of course live in any area. An additional background paper with more details about selected indicators for the city is available on the statistics section of the Council website (www.oxford.gov.uk/oxfordstats).

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Annex 6: Useful links and documents

1. National documents

New Economics Foundation (2008): *'Five Ways to Well-being'*
www.neweconomics.org/projects/entry/five-ways-to-well-being

Professor Sir Michael Marmot (2010): *'Fair Society Healthy Lives'*
www.instituteofhealthequity.org/projects/fair-society-healthy-lives-the-marmot-review

National MWIA Collaborative (England) (2011): *'Mental Well-being Impact Assessment. A toolkit for well-being'*
www.apho.org.uk/resource/item.aspx?RID=95836

Department of Health (2011): *'No health without mental health – a cross-government mental health outcomes strategy for people of all ages'*
www.gov.uk/government/publications/the-mental-health-strategy-for-england

Department of Health (2012) with wider Working and Reference Groups: *'No health without mental health: implementation framework'*
www.gov.uk/government/publications/national-framework-to-improve-mental-health-and-wellbeing

Department of Health (2012) with on-going progress updates: *'Public Health Outcomes Framework for England 2013 to 2016'* (including subjective wellbeing measures)
www.gov.uk/government/publications/healthy-lives-healthy-people-improving-outcomes-and-supporting-transparency and www.phoutcomes.info

Mental Health Strategic Partnership (2012): *'No Health without Mental Health: a guide for...'* (a series of briefings, including one for local authorities)
www.centreformentalhealth.org.uk/publications/NHWMH_guides_for_local_services.aspx

Local Government Association and Department of Health (2012): *'Living well: mental health, wellbeing and communities (Resource sheet 11)'*
www.local.gov.uk/c/document_library/get_file?uuid=b6638d50-5edc-43f3-a9dc-05bce132bc7d&groupId=10180

Department of Health (2013): *'No health without mental health' Mental Health Dashboard*
www.ons.gov.uk/ons/rel/wellbeing/measuring-subjective-wellbeing-in-the-uk/index.html

Mental Health Foundation / Mind (2013): *'Building Resilient Communities'*
www.mentalhealth.org.uk/publications/building-resilient-communities

Royal College of Psychiatrists, as part of the Mental Health Challenge (2013): *'Councillors' guide to mental health'*

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www.mentalhealthchallenge.org.uk/wp-content/uploads/2013/08/MHC-councillors.pdf

Office for National Statistics: *Measuring Subjective Wellbeing in the UK*
www.ons.gov.uk/ons/rel/wellbeing/measuring-subjective-wellbeing-in-the-uk/index.html

Mindful Employer
www.mindfulemployer.net

2. Oxfordshire links

Better Mental Health in Oxfordshire Commissioning Programme Board: *The Joint Mental Health Commissioning Strategy for Oxfordshire 2012-15*
<https://consult.oxfordshireccg.nhs.uk/consult.ti/bmho/consultationHome>

Oxfordshire Clinical Commissioning Group (2013 onwards): *Outcomes Based Commissioning (OBC)– Older People’s Services and Mental Health*
www.oxfordshireccg.nhs.uk/about-us/work-programmes/outcomes-based-commissioning/

Network of Public Health Observatories (2013): *Oxfordshire Community Mental Health Profile*
www.nepho.org.uk/cmhp/index.php?pdf=E10000025

Adult Social Care: *Mental Health Services, Dementia Advice and Support*
www.oxfordshire.gov.uk/cms/content/mental-health-services
www.oxfordshire.gov.uk/cms/content/dementia-advice-and-support

Oxford City Council and partners (2013): *Making Every Adult Matter project*
<http://mycouncil.oxfordshire.gov.uk/documents/s23374/Making%20Every%20Adult%20Matter%20Report.pdf>

Oxfordshire Health and Wellbeing Board (2013): *Joint Strategic Needs Assessment 2014 and Joint Health and Wellbeing Strategy (to 2016)*
www.oxfordshire.gov.uk/cms/content/focus-health-and-wellbeing-board

Oxford City Council and partners (2014): *Health and Housing Working Together Action Plan*
<http://mycouncil.oxfordshire.gov.uk/documents/s25440/Housing%20and%20Health%20Working%20Together%20Report%20Final%20to%20the%20Health%20Improvement%20Board%20on%2029th%20May%202014.pdf>

Oxford Mental Health Forum: a web resource aimed primarily at people living in Oxfordshire affected by mental illness and those who have an interest in mental health.
www.oxfordmhf.org.uk with www.oxfordmhf.org.uk/links.html

Oxford Health NHS Foundation Trust with links to external support
www.oxfordhealth.nhs.uk/support-advice/useful-links/mental-health-links/

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Document Control

Version No.	Date	Notes
1	March 2014	Discuss with Oxfordshire Mind and agree for Mind to act as mentors during development.
2	April 2014	Agree brief and start consultation with elected members and service heads.
3	May 2014	Map existing actions across the council and draft action plan (policy officer group, relevant programme boards).
4	June to mid-July 2014	Feedback on first draft with: <ul style="list-style-type: none">• focus group with elected members, including the Executive Member for Health• Service Heads or other internal key meetings / groups• key stakeholders and partners (incl. Mind and Public Health).
5	Late July 2014	Revising first draft based on feedback (deadline Legal & Finance 1 August).
6	Late August 2014	Revising second draft based on feedback (deadline Legal & Finance 8 September).
7	6 Oct. 2014	Council Scrutiny to discuss the draft.
8	15 Oct. 2014	Final draft to CEB for decision making.

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Comments	Controls				
							I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner
Councillor support	political	threat	Elected members no longer show such strong support for this work - e.g. in relation to particular actions proposed or their delivery	Difficulties in getting sufficient political direction and challenge on action plan and delivery	July 2014	Val Johnson	# #	4	2	3	2	2	Accept the risk, Reduce the risk	Element of reducing the risk as far as officers can do so, by keeping all interested members informed and involved in this work - including the proposal agreed by ruling group to set up a members challenge panel on the issue	Sept 2014, then on-going with Members Panel	in progress	65	Val Johnson
Relations with partners	reputational	threat	OCC seen as taking on role and responsibilities of others (e.g. County, OCCG) re mental / public health	Strained relations with key partners, potentially lessened influence as a result	March 2014	Val Johnson	# #	3	2	3	2	3	Reduce the risk	Feb. council motion that is basis for action plan already explicitly recognises partners' responsibilities, this is followed through in the action plan - key partners are being kept informed and involved in its development	on-going	in progress	on-going	Val Johnson
Lack of outcomes	reputational	threat	Action plan too ambitious - could be under any heading, but esp. applies to influencing / partnership working actions	OCC unable to deliver on commitments and action plan	July 2014	Val Johnson	# #	4	2	3	1	3	Transfer the risk, Reduce the risk	Actions are developed by services concerned who will be responsible for managing this risk (indications are that impact will be minimal and majority of actions can be delivered successfully) A risk that remains partly with PCC team is around delivery of actions requiring influencing of partners (mainly at strategic level) - we will actively engage in relevant partnerships	Sept 2014, then Sept 2015	in progress	70	Val Johnson
Mental health and wellbeing	reputational, political, financial	opportunity	Motion to council (Feb. 2014) notes role it can play in maximising support for mental health work and wellbeing	OCC contributing to improved mental health and wellbeing in the city	February 2014	Val Johnson	# #	3	4	4	4	4	Accept the risk [opportunity]	Council work and services have the potential to contribute to the mental health and wellbeing of its staff, service users and the wider community as well as elected members (directly or by impacting on the wider social determinants of health) - this work is helping people across the council actively consider such impacts and gives guidance and suggestions to maximise positive and minimise negative impacts	on-going	in progress	on-going	Val Johnson
Incur new costs	financial	threat	Action plan commits council to additional expenditure	Increased budget pressure	March 2014	Val Johnson	# #	3	2	2	1	2	Transfer the risk, Reduce the risk	Actions are developed by services concerned who will be responsible for managing this risk (indications are that impact will be minimal and majority of actions can be delivered within existing resources) A risk that remains with PCC team is around resources required for supporting proposed new member panel (see other risk)	Sept 2014	in progress	85	Kathrin Luddecke

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Initial screening EqIA template

Prior to making the decision, the Council's decision makers considered the following: guide to decision making under the Equality Act 2010:

*The Council is a public authority. All public authorities when exercising public functions are caught by the Equality Act 2010 which became law in December 2011. In making any decisions and proposals, the Council - specifically members and officers - are required to have **due regard** to the **9** protected characteristics defined under the Act. These protected characteristics are: **age, disability, race, gender reassignment, pregnancy and maternity, religion or belief, sex, sexual orientation and marriage & civil partnership***

The decision maker(s) must specifically consider those protected by the above characteristics:

- (a) to seek to ensure equality of treatment towards service users and employees;*
- (b) to identify the potential impact of the proposal or decision upon them.*

The Council will also ask that officers consider whether the policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults

If the Council fails to give 'due regard', the Council is likely to face a Court challenge. This will either be through a judicial review of its decision making, the decision may be quashed and/or returned for it to have to be made again, which can be costly and time-consuming diversion for the Council. When considering 'due regard', decision makers must consider the following principles:

- 1. **the decision maker is responsible for identifying whether there is an issue and discharging it.** The threshold for one of the duties to be triggered is low and will be triggered where there is any issue which needs at least to be addressed.*
- 2. **the duties arise before the decision or proposal is made, and not after and are ongoing.** They require **advance** consideration by the policy decision maker with conscientiousness, rigour and an open mind. The duty is similar to an open consultation process.*
- 3. the decision maker must be **aware of the needs of the duty.***
- 4. the **impact of the proposal or decision must be properly understood first.** The amount of regard due will depend on the individual circumstances of each case. The greater the potential impact, the greater the regard.*
- 5. **Get your facts straight first!** There will be no due regard at all if the decision maker or those advising it make a fundamental error of fact (e.g. because of failing to properly inform yourself about the impact of a particular decision).*
- 6. What does 'due regard' entail?
 - a. **Collection and consideration of data and information;***
 - b. **ensuring data is sufficient to assess the decision/any potential discrimination/ensure equality of opportunity;***
 - c. **proper appreciation of the extent, nature and duration of the proposal or decision.****
- 7. **Responsibility** for discharging can't be delegated or sub-contracted (although an equality impact assessment ("EIA") can be undertaken by officers, decision makers must be sufficiently aware of the outcome).*
- 8. **Document the process** of having due regard! Keep records and make it transparent! If in any doubt carry out an equality impact assessment ("EIA"),*

to test whether a policy will impact differentially or not. Evidentially an EIA will be the best way of defending a legal challenge. See hyperlink for the questions you should consider
<http://occweb/files/seealsodocs/93561/Equalities%20-%20Initial%20Equality%20Impact%20Assessment%20screening%20template.doc>

1. Within the aims and objectives of the policy or strategy which group (s) of people has been identified as being potentially disadvantaged by your proposals? What are the equality impacts?

No group of people has been identified as being potentially disadvantaged by the proposals.

In fact, the overall aim of the action plan is to help promote and improve mental wellbeing and community resilience in Oxford, making a positive impact on a range of local people from elected members, council staff to service users and the wider community.

2. In brief, what changes are you planning to make to your current or proposed new or changed policy, strategy, procedure, project or service to minimise or eliminate the adverse equality impacts?

Please provide further details of the proposed actions, timetable for making the changes and the person(s) responsible for making the changes on the resultant action plan

The draft policy statement recognises that some groups are more likely to experience low wellbeing or mental disorder. Based on expert information and evidence from a wide range of national documents (Annex 5), it includes an overview of:

- which these groups are – e.g. socially isolated, black or minority ethnic groups, on low incomes or unemployed
- where they can be identified in the city
- both risk and protective factors.

It is expected this information will also be helpful for developing other strategies, policies and action plans with an impact on mental wellbeing and community resilience in Oxford. It will be signposted as part of the council's policy review process.

3. Please provide details of whom you will consult on the proposed changes and if you do not plan to consult, please provide the rationale behind that decision.

Please note that you are required to involve disabled people in decisions that impact on them

Oxfordshire MIND have been involved in developing the draft policy statement and action plan right from the start, acting as mentors to council officers. Other relevant partners such as the County Council (Public Health) and the Oxfordshire Clinical Commissioning Group have also been consulted.

4. Can the adverse impacts you identified during the initial screening be justified without making any adjustments to the existing or new policy, strategy, procedure, project or service?

Please set out the basis on which you justify making no adjustments

No adverse impacts have been identified.

5. You are legally required to monitor and review the proposed changes after implementation to check they work as planned and to screen for unexpected equality impacts.

Please provide details of how you will monitor/evaluate or review your proposals and when the review will take place

No changes have been proposed to date.

An important aim of this work is to mainstream and embed consideration of the impact on mental health and wellbeing across council services. The action plan lists a number of specific strategies and work programmes that have been identified as contributing to mental health and wellbeing; these will be developed and monitored by relevant services.

Lead officer responsible for signing off the EqIA: Jarlath Brine

Role: Organisational Development & Learning Advisor/ Equalities & Apprenticeships | Human Resources & Facilities

Date: 21st July 2014

Note, please consider & include the following areas:

- Summary of the impacts of any individual policies
- Specific impact tests (e.g. statutory equality duties, social, regeneration and sustainability)
- Post implementation review plan (consider the basis for the review, objectives and how these will be measured, impacts and outcomes including the “unknown”)
- Potential data sources (attach hyperlinks including Government impact assessments where relevant)

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Elected Member Challenge Panel on Mental Health Issues

1. Background

Oxford City Council passed a motion in February 2014 setting out its support for mental health work and including a number of actions for it to take. One of these was for: “the City Executive Board to consider appointing a member of the Council to be a Champion of Mental Health Issues in much the same way as we have an Older People’s Champion”.

Interested members have since been involved in further developing this proposal, considering materials from the Mental Health Challenge supported by a number of national organisations (www.mentalhealthchallenge.org.uk). This partnership offers support to local authorities that take on the Challenge, including:

- Providing resources (for example published evidence, expert opinion and briefings) to help councils to take local action in support of the strategy
- Offering networking opportunities and peer support for mental health champions, including an annual meeting and through use of electronic media
- Recognising and acknowledging publicly the councils that sign up to the challenge and the ‘champions’ they appoint.

2. Proposed Challenge Panel

The proposal is for the City Council to help embed mental health and wellbeing by:

- Setting up a standing “Challenge panel of elected members on mental health and wellbeing” in the city (note: this is not a formal committee set up under the Council’s constitution, but an informal advisory group to the Executive Board Member for Health)
- Membership of between 3-6 named elected members from across parties, depending on interest, agreed by Council each year
- Different members to take on a particular area of work to focus on, according to specialism and interest, these areas may change over time
- The Panel identifying one member as its chair and to be its public lead, including being part of the national mental health champions network.

Members supported agreeing an outline role description for the challenge Panel and its members, without being overly prescriptive. This role is suggested to include:

- The Panel will not have any executive or budget responsibilities, but it will work closely with the Executive Board Member for Health and any other Board Member that might be relevant to the topic under discussion
- Panel members to take on specific areas of focus that may change over time if required (e.g. on Black and Ethnic Minority-specific concerns, autism, isolation or other groups at higher risk of low mental wellbeing)
- Tie in with the work of the City Council’s Older People’s Champion
- Keep an overview of local service provision and other work relating to mental health and wellbeing
- Act as advocates of mental health issues in the development and delivery of Council policies and strategies, and with partners

Elected Member Challenge Panel on Mental Health Issues

- Link with mental health service users and voluntary groups locally to understand their needs and concerns
- Tackle myths and misperceptions about mental health within the Council, in the local community and with partners
- Support and exchange ideas with each other and other mental health elected member champions across the country.

3. Operational matters

It is suggested that at its first meeting the Panel discuss and agree how it will operate, e.g. by adopting a protocol. This could cover:

- Its role and how it will operate in practical terms, e.g. frequency of meetings or Panel communications, links to national networks
- Reporting arrangements, e.g. through the Stronger Communities Programme Board to director level and through the regular partnership reports to Council.

4. Resourcing

Actions based on the motion to Council are expected to be delivered within existing budgets. The Member Challenge Panel will have access to some freely available materials and guidance by participating in national and other networks, e.g. from the organisations leading on the Mental Health Challenge.

Limited support will be able to be given as part of the work plan of the Policy and Partnerships Team, e.g. to support the Panel to meet handful of times a year, to report back to Council or to adapt national materials for local use. Clearly the Panel may choose to meet informally as well.

If a higher level of support were to be required in future, additional resources would have to be found to make that possible and discussions to be had about where such support would best sit.

Val Johnson, Head of Policy and Partnerships
Kathrin Luddecke, Policy Officer

11th August 2014

To: City Executive Board

Date: 15 October 2014

Report of: Head of Policy, Culture and Communications

Title of Report: Culture Strategy 2015-18

Summary and Recommendations

Purpose of report: This report provides background to the development of the Culture Strategy and an overview of the vision and priorities of the proposed Culture Strategy 2015-18.

Key decision: No

Executive lead member: Cllr Christine Simm, Board Member for Culture and Communities

Policy Framework: Corporate Plan 2014-2018: Strong, Active Communities and Vibrant, Sustainable Economy.

Recommendation: That the City Executive Board approves the consultation of the Draft Culture Strategy as set out at Appendix 1.

Appendices

Appendix 1: Consultation of the Draft Culture Strategy 2015-18 (this will be sent to a professional proof-reader before the final version is published)

Appendix 2: Initial Equalities Impact Assessment

Appendix 3: Risk Assessment

Background

1. The 2015-2018 Culture Strategy plays an important role in developing partnerships, enhancing cultural provision for Oxford's communities, and highlighting the Council's commitment to cultural regeneration through new projects.

2. An evaluation of the Council's Culture Strategy 2012-15 will commence in April 2015.
3. Since the publication of the last Culture Strategy there have continued to be substantial changes to Government policies, restructuring of the national development agencies including the addition of Museums, Libraries and Archives to the Arts Council England portfolio, and reduced national funding for arts and culture. Cultural organisations find themselves competing locally and externally for ever-decreasing pots of money.
4. It will become increasingly important to identify efficiencies and delivery models over the next three to five years. Our new Culture Strategy is ambitious and also realistic in its ability to support and innovate.
5. The levels of disadvantage in the city underpin the City Council's belief that access to high quality cultural experiences can play a significant role in social as well as economic regeneration. We aim to work through partnerships to create a truly "joined-up" Oxford for our local communities.

Consultation

6. Subject to CEB approval, we will send invitations to join the consultation on the Draft Culture Strategy to a comprehensive database of around 500 Oxford-based cultural, educational and community organisations. This consultation will be open from end of October-December 2014.
7. The Culture Strategy will be revised following this public consultation and the updated version will be sent to City Executive Board in February 2015. At this point, we will ask CEB to recommend the final version of the strategy to full Council for adoption.

Draft vision and priorities

8. Our shared vision for culture is to ensure people in Oxford have access to and are inspired by affordable and excellent cultural activities. We will work in partnership with key stakeholders to deliver and support affordable and excellent cultural activities and events; enhance and leave a legacy in the lives of Oxford's individuals and communities; encourage youth attainment; engage our diverse communities; and develop skills and businesses in the city's creative sector.
9. Our three key priorities are to:
 - I. Support the sustainability of Oxford's cultural sector and improve the skills and diversity of the city's current and future creative workforce.
 - II. Improve opportunities for Oxford's diverse range of communities to actively engage with and be inspired by culture.

III. Improve opportunities for young people to access and actively participate in cultural activities.

10. The Culture Strategy (Appendix 1) sets out objectives for each of these priorities. Underpinning each of these priorities is a commitment to work in partnership, explore the barriers to participation faced by different sectors of the community and find ways of removing these barriers to cultural engagement.

Level of risk

11. The Culture Strategy is low risk, although its non-adoption might result in the reduction or loss of funding to arts partners and City Council cultural programmes such as the Museum of Oxford. A summary risk assessment is set out in Appendix 3.

Climate Change/Environmental impact

12. The strategy adheres to the City Council's policy on climate change. In 2013, the Culture team worked with Environmental Development to make Oxford City Council the first council in England to require funded cultural organisations to develop environmental sustainability action plans, measuring and reducing their energy use. This initiative has been nationally recognised and praised by Arts Council England.

Equalities impact

13. An initial Equalities Impact Assessment is provided at Appendix 2. The City Council's overriding concern in formulating its Culture Strategy has been to engage communities currently excluded from participation in the city's cultural life.

Financial implications

14. The Culture Strategy can be delivered through existing financial resources and through partnership agreements.

Legal Implications

15. Issues relating to governance and/or contractual matters may arise where cultural partners assist with delivery of objectives within the strategy. There are no other current legal implications.

Name and contact details of author:-

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Culture Strategy 2015-18

1. Introduction

This strategy, developed with the support and engagement of the cultural sector and community groups in our city, explicitly links the City Council's vision for culture and the arts to the needs of the city's communities. There are significant levels of disadvantage in the city and the City Council believes that access to high quality cultural experiences - creating more quality cultural experiences for more people, more often - can play a vital role in regenerating communities and sustaining the city's economy.

The City Council develops and invests in cultural experiences that enrich people's lives. We deliver and support a range of arts and heritage activities in Oxford, including dance, music, theatre, literature, film, digital art, the Museum of Oxford and the city's archives.

In 2013/14, the City Council invested a budget of £389,000 to develop and sustain these cultural experiences for as many residents as possible. This investment helped leverage in an additional £6.6million to the city's economy from grants, donations and earned income. In the same year, the cultural organisations and activities supported by the Council engaged audiences of more than 700,000 people, including 114,000 for cultural events organised by the City Council's Culture Team and 85,000 visitors to the Museum of Oxford.¹

This strategy:

- Provides demographic and other contextual information about Oxford
- Details the contribution of culture and the arts to the delivery of the City Council's Corporate Priorities, in particular Vibrant, Sustainable Economy and Strong, Active Communities
- Outlines the City Council's priorities for culture and the arts over the next three years
- Sets out objectives for each of the priorities and information about how progress will be monitored.

The City Council has three key priorities for culture:

1. Support the sustainability of Oxford's cultural sector and improve the skills and diversity of the city's current and future creative workforce.
2. Improve opportunities for Oxford's diverse range of communities to actively engage with and be inspired by culture.
3. Improve opportunities for young people to access and actively participate in cultural activities.

¹In 2013/14, commissioned organisations reached an audience of 483,847, received total of £274,262 grants and leveraged in an additional £6,114,276. Culture Fund Round 1 projects reached an audience of 7130, were awarded total £5,820 grants and leveraged in an additional £125,887. Culture Fund Round 2 projects were awarded total £5,163 grants. Round 2 data on leveraged income and audiences will be received by October 2014. Programming Grants projects reached an audience of 4,086, were awarded total £5,600 and leveraged in an additional £4,570. The Museum of Oxford reached an audience of 85,421, cost the Council £35,014 and leveraged in an additional £131,078 towards delivery. Cultural City Events reached an audience of 114,000, cost the Council £56,223 and leveraged in an additional £150,943 towards delivery. Dancin' Oxford's 2013 programme reached an audience of 6955, cost the Council £7,095 and leveraged in an additional £67,421 towards delivery. 2013/14 Totals (excluding Culture Fund Round 2 leveraged income and audience data): Audiences 701,018, Council investment (grants and project delivery) £389,177, Leveraged income £6,594,175.

The strategy's time-span reflects national funding arrangements. The funding for Arts Council England's National Portfolio Organisations (NPOs) ends in March 2018 and their delivery programmes and 3-year targets also run to this timetable. As this will mark a time of change for cultural funding at a national level, we will update Oxford's Culture Strategy in 2018.

2. Our vision for culture and the arts

Our shared vision for culture is:

To ensure people in Oxford have access to and are inspired by affordable and excellent cultural activities. We will work in partnership with key stakeholders to deliver and support affordable and excellent cultural activities and events; enhance and leave a legacy in the lives of Oxford's individuals and communities; encourage youth attainment; engage our diverse communities; and develop skills and businesses in the city's creative sector.

This vision will be delivered through partnership working, high quality cultural experiences and a commitment to accessibility.

Partnership

The City Council is committed to retaining a partnership model for delivery of culture and the arts. Oxford City Council directly delivers some cultural services, for example the Museum of Oxford, city events and culture forums for skills development. We also help develop and sustain the city's cultural sector through the provision of core and project funding and by supporting cultural partnerships. Partnership working with the city's major stakeholders (the two Universities, County Council, the Oxford Strategic Partnership and the LEP) will enable us to create a collective vision of Oxford's cultural offer for its residents, artists, businesses and tourists. Working together already has and will continue to create more and better cultural opportunities, reduce duplication, and maximise funding potential.

This has been demonstrated through the activities of the Cultural Partnership Group, which fulfils a key strategic leadership role for culture in the city. This group comprises the various Oxford-based organisations core funded by Arts Council England (ACE) and the City Council, as well as the city's other cultural funders; Oxford University, Oxford ASPIRE Museums Consortium and Oxfordshire County Council. Current members are: Oxford Playhouse, Pegasus Theatre, Modern Art Oxford, Oxford Contemporary Music, Film Oxford, OVADA, Arts at the Old Fire Station, Ark T, Fusion, Cowley Road Works, the Story Museum and Experience Oxfordshire. See Appendix 1 for full details of members. The City Council is working with the Cultural Partnership Group and Arts Council England to share best practice and develop sustainable projects with arts and cultural organisations. Working in partnership enables organisations to make the most of public funding and ensures arts and culture in the city can be world-class and available to all.

In 2013, the Culture Team worked with the City Council's Environmental Development team, Julie's Bicycle and Arts Council England to become the first UK Council to require funded arts organisations to develop environmental sustainability plans to reduce energy use in the sector. We will continue to co-ordinate with other City Council departments to enhance sustainability, overcome practical barriers to delivering cultural activity and to embed the arts in future Council infrastructure development.

Quality

The City Council and its partners believe that cultural provision – whether it takes the form of museums that reflect our past and present, or the arts through which we share and celebrate our experiences – plays a profound role in shaping people’s attitudes and aspirations. As such, the quality of cultural provision can benefit our communities and economy as well as providing opportunities for creative work. Excellent cultural provision reflects the talent, ambition and skill of our cultural sector and the diversity of our communities.

National funders such as Arts Council England make evidence of quality a prerequisite for their grants; an approach which also underpins funding decisions made by the Council’s Culture Team. We will continue to work closely with key national agencies such as Arts Council England and we support their strategic aims.

“The importance of the relationship between excellence and engagement cannot be understated. For example, the value of museums is generated not only by the excellence of their collections, but by how these collections are interpreted, how they inspire, and how they change the people that visit or encounter them. Arts organisations also achieve excellence when their work fully engages with, challenges or connects with an audience.”

Great Art and Culture for Everyone, Arts Council England

Accessibility

We believe that access to high quality cultural experiences is the right of all our citizens. We are committed to providing and supporting opportunities for all of Oxford’s residents to engage with arts and cultural events and activities, with a particular focus on work which reaches and represents our young people and diverse communities. We want to ensure that more people of all ages, ethnicities and locations within Oxford have the opportunity to engage in great cultural experiences, particularly those people who are currently least engaged with arts and heritage.

The City Council and its partners believe that access to excellent cultural experiences can be a significant driver of regeneration and economic sustainability and community cohesion by encouraging different groups to enjoy and share their different traditions. Our aim - working with our partners in the cultural sector - is to increase access from all our communities to good quality cultural opportunities and events, at affordable prices, in a range of venues and locations.

The City Council will continue to work closely with other regional funders and authorities to identify collaborative opportunities to enhance and ensure access to culture. In particular, we will work with Arts Council England and Oxfordshire County Council through the Cultural Partnership Group, Oxfordshire Arts Partnership, Oxford Strategic Partnership and the Oxfordshire LEP.

3. Building a world class cultural offer for everyone

Oxford has a long history of cultural innovation. The country’s first Botanic Garden, the world’s first public museum (the Ashmolean in 1682) and the world’s first music room (Holywell) are part of the city’s cultural heritage.

Oxford is one of the most photographed, filmed, and written about cities in the world. The enduring images are of historic Oxford, where much of the city's heritage environment and many of its cultural attractions directly reflect the University of Oxford's influence on the development of the city. These images are central to our flourishing tourist industry because it is the historic heart of Oxford that millions of tourists visit every year.

Oxford's contemporary cultural sector is also innovative, rich and diverse. It includes national museums and world-famous heritage sites, a commercial creative sector, a myriad of voluntary arts organisations, literary, folk and dance festivals, and vibrant community events such as the Christmas Light Festival, May Morning, Alice's Day and the Cowley Road Carnival. It has a world-class and highly innovative music scene and thriving contemporary art and theatre produced and showcased by nationally-recognised organisations such as Oxford Playhouse, Modern Art Oxford, Oxford Contemporary Music, and Pegasus. It also has a strong reputation as a source of innovative rock music, including Radiohead and Foals.

The combination of prestigious, world-famous institutions alongside a more informal, but still high quality, network of smaller venues and organisations is central to Oxford's cultural identity and strength. Appendix 1 includes details of the organisations we fund which contribute to the city's vibrant cultural scene.

Historic Oxford is only one part of our city's story. Contemporary Oxford is a densely packed urban space, with a population of around 152,000 living in an area of only 17.6 square miles. Oxford's population grew by 12% over the decade 2001–2011, making it the sixth fastest growing English city. The population is projected to continue to grow, reaching 161,000 by 2019. There are very high levels of housing density. There are severe pressures on housing stock, with large concentrations of homes in multiple occupation and significant numbers of homeless and other vulnerable groups.

There are major inequalities in life chances and life expectancy in our city. Relative to the rest of Oxfordshire, Oxford has high levels of deprivation. The Index of Multiple Deprivation 2010 ranks Oxford 131 out of 354, placing it in the top half of the most deprived local authority areas in England. Of 85 areas in Oxford, 12 are among the 20% most deprived areas in England, with one area in Northfield Brook ward among the 10% most deprived. Around 22% of Oxford's children live in low-income households, and child poverty is a key concern in eight neighbourhoods which feature among the 10% worst affected in England. In some areas, half of all adults have no qualifications and this is linked to lower incomes, poor health and child poverty. Oxford has over 9,000 working-age residents claiming benefits –the highest percentage in the county. Life expectancy in the most deprived areas is up to ten years less than in the wealthiest areas.

Our diverse communities

We are committed to engaging Oxford's diverse communities with the city's cultural opportunities and consider diversity not only in terms of ethnicity, but also age, disability, and economic circumstances.

The 2011 Census showed that 16,000 Oxford residents were retired, 21,000 were self-employed or working part time, 43,000 worked full time, 33,000 were full time students over the age of 16, and 25,000 were children up to the age of 15. According to the 2011 Census, 12% of Oxford's population (18,850 people) said they suffered from a limiting long-term

illness or disability; 3,100 people aged 16-74 years said they were permanently sick or disabled and therefore not working or looking for work (3% of this population); and 11,700 people said that they had caring responsibilities.

According to the Office of National Statistics 2012 mid-year estimate, 24% of Oxford residents (36,507) were over the age of 50. A Needs Assessment for Older People in Oxford undertaken in October 2013 included feedback from older people which confirmed that they have a huge variety of interests and social preferences. The report also highlighted a strong sense that mental health issues among the older population are often directly linked to isolation and loneliness. Research in the report demonstrates that tackling isolation is fundamental to fully addressing all other need relating to income, employment, health, safety, security and access to information.

In marked contrast to the surrounding county, Oxford is an ethnically and internationally diverse city. 22% of residents were from a black or minority ethnic group in 2011, compared to 13% in England. An additional 14% of residents are from a white but non-British ethnic background. Ethnic diversity increased markedly between 2001 and 2011; the number of people from all ethnic groups increased, with the exception of people in the White British and White Irish ethnic groups. The largest non-white ethnic groups represented in Oxford are Pakistani, Indian, Black African, 'other Asian' and Chinese ethnic groups. The child population is considerably more ethnically diverse than the older population, which is one reason why the population is expected to become more ethnically diverse in the future.

Oxford has long been a destination for international migrants, be it for work or study. There are over 30,000 students studying full-time at the two universities, and there is significant annual turnover in their number. The 2011 Census showed that 28% of Oxford's population was born outside the UK. The most common countries of birth were Poland, USA, Germany, India and Pakistan. In 2011, 6,800 people - 4% of the city's population - said they had moved to Oxford from outside the UK in the last 15 months.

Our young people

As part of its commitment to building a world class city for everyone, Oxford City Council aims to reduce the extent of inequality and to improve the lives of the most vulnerable members of our society. We particularly want to improve outcomes for young people.

This is particularly important for our young people in Oxford, where there are major inequalities in life opportunities. For a long time, attainment levels of pupils in Oxford's state schools have been significantly lower than the national average. Although they have been improving in recent years, in 2012/13 56% of Oxford pupils gained five or more A* to C grade GCSEs including English & Maths, still below the 61% national average. Pupils living in economically deprived areas have particularly poor results. Improving educational attainment and access to cultural education and experiences are integrally related and are key priorities for the City Council.

The City Council has invested in improving educational attainment in the city, particularly in the more deprived neighbourhoods. Access to quality cultural experiences and exposure to the practical skills that the arts require play a key role in high performing educational environments and this will also be the case in Oxford.

4. Public Attitudes to Cultural Facilities and Services

According to Arts Council England Stakeholder Focus Research from April 2014, the majority of the general public support public funding of the arts, with levels of support at their highest level since records began. When asked what public funding of the arts should achieve, the three objectives considered to be most important are;

- Giving every child the opportunity to access arts and culture
- Enabling access to arts and culture for people who would not normally have that opportunity
- Encouraging more ordinary people to engage with arts and culture

This increase in support for public funding is mirrored by an increase in levels of arts engagement. According to national Taking Part Survey results, in 2012/13, 9 in 10 children aged 5-15 had engaged with the arts in the last week, marking a significant increase since 2008/09. Levels of adult engagement with the arts are also increasing year on year. Cultural events such as the Christmas Light Festival received almost three times as many visitors in 2013 compared to 2012, while the majority of Oxford's adult residents have attended a theatre performance in the previous year. Adults from black and minority ethnic communities, however, continue to have lower levels of engagement with museums, galleries, or the arts than white adults.

According to the City Council's Living in Oxford Talkback Survey in Spring 2014, an increasing proportion of Oxford residents consider cultural facilities to be among the most important attributes in making the city a good place to live, and satisfaction with these facilities is improving. Satisfaction with Museums and Galleries is amongst the highest of all City Council services.

Nationally, Museum and Gallery attendance rates are also at their highest since surveys began, with the majority of adults having visited a museum or gallery in the last 12 months. The Museum of Oxford has experienced this increase in visitor numbers, with a 20% increase in attendance in 2013/14.

With increasing levels of demand and interest in arts and heritage activities, along with recognition of the educational, health and wellbeing benefits of cultural engagement, there has never been a stronger need to deliver and support high quality cultural activity in order to make it accessible for all.

5. Culture and community benefit

Corporate Priority: Strong, Active Communities
Our ambition: Communities that are socially cohesive and safe, and citizens who are actively engaged in pursuing their own well-being and that of their communities.

Culture has the potential to bring people together from all areas of life, break down barriers, and build strong communities by increasing the sense of local identity and belonging. Oxford City Council works with its cultural partners to co-ordinate and strengthen cultural provision, working particularly with the more deprived communities of the city.

The success of the Christmas Light Festival, which received 100,000 visitors in 2013, and the Cowley Road Carnival, which was attended by 45,000 people in 2014, strongly illustrate the value and popularity of opportunities for people to come together through community

events and festivals. It is particularly positive to note that 68% of respondents to the Talkback Survey in Spring 2014 agree that Oxford is a place where different nationalities and ethnicities get on well together.

Many of the city's cultural organisations already offer successful and well resourced outreach services. The Museum of Oxford received 85,000 visitors in 2013/14 and runs formal and informal learning programmes which reach almost 4,000 residents each year. Funded organisations including Film Oxford, Modern Art Oxford, Pegasus and Oxford Playhouse provide free cultural activities in leisure centres as part of the council's Youth Ambition programme. The City Council's Christmas Light Festival in 2013 worked with almost 800 young people from 27 city schools and community groups to create a spectacular lantern parade inspired by Oxford's industrial and cultural heritage, from William Morris' cars to CS Lewis' Narnia characters.

CASE STUDY: Health and Wellbeing / Dance for Parkinson's

The City Council's Dance for Parkinson's Project is run in partnership with English National Ballet, engaging with 21-25 participants on a weekly basis. ENB commissioned a Roehampton University research study into the effects of dancing with Parkinson's, and the results were compiled into a BUPA award-winning study. That study concluded that dancing positively affects people with Parkinson's, enabling them to achieve more physically and helping them to rise above some of the limitations of their neurological condition. Participants relish the social interaction and, in some, it encourages a more positive outlook on their lives. One of the most noticeable aspects of the project was how it engenders confidence, as well as body awareness and relative physical dexterity. The study argues that faced with an unpredictable disease, a project that encourages confidence, greater awareness of one's own movement potential, social interaction and communal bonding is vitally important to those who live with Parkinson's.

CASE STUDY: New models for social inclusion / Arts at the Old Fire Station

The Old Fire Station is a flagship project for the City Council. One of the most innovative projects in the country, it brings together the Crisis Skylight Centre – a training centre for homeless people - and Arts at The Old Fire Station – a professional arts centre for the public. The centre combines a theatre, dance and artists' studios, a cafe, a gallery and a shop selling hand-made contemporary craft and design. It also provides training and support to help homeless people into further training or work. This is a unique model of social inclusion bringing artists, homeless people and the public into the same space. Over the coming years, the Old Fire Station will extend its offer to the public, support more emerging artists and find more ways to include vulnerable adults in making, presenting and supporting high quality work. They will also be evaluating impact and the significance of including marginalised people in a high quality, highly valued public arts centre.

CASE STUDY: International connections / Pegasus

Pegasus, Oxford's theatre for young people in East Oxford – consolidated by a £4m rebuild – continues to go from strength to strength. Since 2011, Pegasus has led Mesh, Oxford's first International Youth Arts Festival. Mesh is co-planned, run and hosted by and for young people from Oxford, France, Germany, the Netherlands, Croatia, Lithuania and Russia. Mesh 2014 was made possible by the support of many individuals and organisations including British Council Youth in Action Programme, Oxford City Council, Oxfordshire County Council and Oxford Bus Company. This project complements the work done through the City Council's own international links programme and offers opportunities for exchange projects involving young people from our twin cities.

6. Culture and economic benefit

Corporate Priority: Vibrant, Sustainable Economy
Our ambition: A strong local economy, supported by effective education and training.

The cultural sector benefits Oxford's economy through direct job creation and skills development, attracting other businesses and their employees to locate in a world-class cultural environment, and using City Council support to leverage income from other funders and visitors.

Every £1 of City Council investment in cultural organisations in 2013/14 equated to more than £22 of extra funding and benefit.²

With high levels of economic as well as social return on investment, the City Council is committed to supporting Oxford's creative and cultural industries. The UK's Creative Industries are the most successful in Europe. They contribute more than £8m per hour to the UK economy, generate more than £70bn a year, and are outperforming all other sectors of the UK economy. Jobs in the creative and cultural sector are expected to increase up to a third by 2020, while volunteering in the sector continues to provide skills development opportunities and enhance community engagement.

In keeping with this national trend, Oxford's cultural sector contributes significantly to building a vibrant and sustainable local economy. Culture has a strongly positive economic impact on Oxford, with cultural events attracting secondary spend up of more than £1million over a single weekend, tourists to the city spending £721million in 2012, and arts organisations funded by the City Council leveraging more than £6million of additional funding from grants, donations, sponsorship and earned income with our support.³

CASE STUDY: Creative Economy jobs

Total Creative Economy employment across the UK increased by 8.8% from 2.4 million jobs in 2011 to 2.6 million jobs in 2013. This increase compares with a 2.4 per cent increase in the total number of jobs in the wider UK economy over the same period. By 2013, one in every 10 jobs in the South East was in the Creative Economy, with 50,000 of these jobs in Music, Performing and Visual Arts, 40,000 jobs in Publishing and 16,000 jobs in Museums, Galleries and Libraries. Oxford is recognised internationally for its cultural sector which provides employment for thousands of the city's talented workers. The challenge over the next three years will be in supporting the resilience of cultural sector organisations and ensuring our current and future workforce is appropriately skilled to sustain and grow the sector.

CASE STUDY: Cultural Events

The Christmas Light Festival in November 2013 attracted an audience of more than 100,000 people over three days, making it the largest annual cultural event in the city and generating a total gross expenditure of £1.8million. The festival weekend also resulted in an increase in footfall of 20,750 people in Cornmarket compared to the previous, non-festival weekend.

²Commissioned cultural organisations received total of £274,262 grants and leveraged in an additional £6,114,276 in 2013/14. Every £1 of grants awarded enabled organisations to leverage £22.29 from other sources.

³ The total gross expenditure generated by the 2013 Christmas Light Festival was estimated at £1.8million.

Audience data revealed an average spend of £17 per person, with an estimated transport spend of £102,000 by festival audiences. The event secured funding from Arts Council England, MINI Plant Oxford, British Gas, Westgate and the University of Oxford, as well as a range of local businesses. With events such as the Light Festival, Cowley Road Carnival and OxfordOxford attracting large audiences, the city's economy will continue to benefit from cultural events as long as we work with partners to enable them to happen.

CASE STUDY: Cultural Tourism

Oxford's dazzling architectural heritage, and the rich offerings of the Ashmolean and other museums, means that tourism plays a key part in the local economy. In 2013, Oxford was the seventh most visited city in the UK and is the tourism gateway to the rest of Oxfordshire. We attract approximately 9.5 million visitors per year, generating £770 million of income for local Oxford businesses. We would like visitors to stay longer in the city and to explore areas beyond the city as well. In order to facilitate this we worked with partners to set up Experience Oxfordshire, an organisation working to improve the management and marketing of tourism in Oxford and throughout Oxfordshire. Oxford led the way in formalising the link between culture and tourism, acknowledging that culture is an attraction for visitors and that tourism can be an audience development tool for the cultural community. Currently, cultural tourism tends to focus on historic Oxford. While Oxford's heritage will always be the primary attraction, Oxford also has a thriving contemporary cultural scene which is under-represented in the tourist offer.⁴ We are working with Experience Oxfordshire and cultural partners to maximise the role that culture can play in Oxford's tourism offer. This has the potential to bring further benefit to the local economy.

7. Funding

Since 2010, the Government - while acknowledging the ability of the cultural sector to deliver economic, social and wellbeing benefits - has cut funding to arts and heritage and is promoting philanthropy and increased earned income as the solution to this funding gap. In reality, many cultural organisations lack the capacity and connections to make philanthropy work for them, despite the fact that their work can have a transformative effect on the communities they engage. Even regional organisations with the skill and time to secure corporate and donor support struggle with 68% of all business investment and 90% of individual giving in the arts going to London. Continuing reductions to local government funding are also impacting on the ability to fund culture (and other services). Cultural organisations find themselves competing locally and externally for ever-decreasing pots of money.

Despite the current context of reduced national funding for culture, the City Council remains committed to funding arts and cultural organisations in Oxford, as well as supporting them to diversify their income streams and enhance their sustainability. Core funding from public sources helps to encourage innovation and new initiatives at the grass-roots level and to ensure that engagement with and participation in cultural activities is available to everyone, not just the wealthy.

Oxford City Council core-funded 10 cultural organisations in 2013/14 at a total cost of £274,000. With this support, these organisations leveraged in more than £6 million of additional funding from other sources, including sponsors, national funding bodies and earned income. In 2014/15, the City Council added 2 organisations to the core funded group and increased the total awarded to £278,000.

⁴ See Appendix 1 for examples.

Art projects and activities funded through Oxford City Council's open bidding, small grants and ward member budgets in 2013/14 totalled £17,761.20, providing support for activities including dance sessions for older people, free film screenings in parks and a women's music project in Cowley. In 2012/13, the City Council piloted the Culture Fund, awarding £6,000 to 6 projects that contributed to the delivery of the Culture Strategy. This support enabled these projects to leverage in an additional £85,188 from other sources, equating to more than £14 of extra funding and benefit for every £1 of Council investment. Results for 2013/14 Culture Fund grants are currently being collated. Since 2013, Oxford City Council has also allocated between £21,000 and £25,000 per year to Culture Fund grants and cultural development projects, supporting skills development and training for artists and funding projects which contribute to delivering Culture Strategy priorities. The City Council will build on these successful initiatives over the next three years.

CASE STUDY: Arts Council England investment in Oxford

Between 2015 and 2018, Arts Council England will invest £5.4m in its Oxford NPOs and a further £4.4m in the Oxford ASPIRE museum consortium. This investment will make a significant contribution to Oxford's economy and is dependent on the City Council's support for many of these organisations. Arts Council England explicitly state that they will not enter a position where they become the sole public funder in a local authority area. It is extremely positive to see City Council funding enabling Oxford's cultural organisations to leverage in such significant investment, providing jobs as well as high quality cultural activity for our residents and visitors.

CASE STUDY: Investing in High Speed Broadband

The City Council's Super Connected Oxford team have worked with cultural partners to raise awareness of the opportunities afforded by this DCMS funding to boost wireless infrastructure and broadband speeds, with museums and galleries in the city looking set to benefit from approximately £300,000 of support by the time the project is complete in 2015. Making wireless broadband freely available to the public in the city's cultural venues is expected to enable new types of audience engagement from internet of things installations to bespoke app tours.

CASE STUDY: Investing in Oxford's cultural infrastructure

Four members of the Cultural Partnership Group - The Museum of Oxford, the Story Museum, Oxford Playhouse and Modern Art Oxford - will be undertaking capital developments over the next three years, which will further enhance Oxford's cultural infrastructure and provide more opportunities to engage with the city's arts and heritage offer. It has already been confirmed that three of these developments - Modern Art Oxford, Oxford Playhouse and the Story Museum - will benefit from a total of more than £4.6m in Arts Council England Capital Grants. This funding will enable these organisations to develop inspirational spaces and programmes. City Council support contributed to the ability of these organisations to leverage this additional funding, which will in turn contribute to their future sustainability. The planned Westgate development also looks set to further strengthen and connect cultural organisations and heritage sites including Oxford Castle with the city's retail centre.

8. Our priorities for culture

The City Council has three key priorities for culture:

1. Support the sustainability of Oxford's cultural organisations and improve the skills and diversity of the city's current and future creative workforce.
2. Improve opportunities for Oxford's diverse range of communities to actively engage with and be inspired by culture.
3. Improve opportunities for young people to access and actively participate in cultural activities.

Underpinning each of these priorities is a commitment to work in partnership to explore the barriers to participation in cultural activities confronted by different sectors of the community and find ways of removing them.

1. Support the sustainability of Oxford's cultural organisations and improve the skills and diversity of the city's current and future creative workforce.

Oxford's vibrant cultural sector makes a valuable contribution to the city's economy, providing local employment and attracting tourism income as well as creating world-class arts and heritage experiences for our residents. While national funding for arts and museums is under pressure, opportunities are growing for cultural organisations to diversify their audiences and incomes through digital engagement. The City Council is committed to supporting initiatives which embed resilience and enhance sustainability in our cultural organisations, develop a skilled workforce and provide diverse entry routes into cultural careers.

Objectives:

- I. Invest in cultural organisations and projects that contribute to the sustainability, resilience and growth of the city's creative economy
- II. Support the cultural sector to develop expertise and share best practice in areas of shared interest, for example, securing additional funding through philanthropy, developing a wider offer for cultural tourism, enhancing environmental sustainability.
- III. Support the growth of a diverse cultural workforce through initiatives such as creative and digital skills training, mentoring, professional development, volunteer schemes, creative apprenticeships and paid bursary/internship schemes.
- IV. Identify and broker opportunities for cultural organisations to deliver projects that contribute to City Council and County Council objectives or collaborate with Oxford's two universities, particularly in regards to education and libraries, health and social care, and strong and active communities.

2. Improve opportunities for Oxford's diverse range of communities to actively engage with and be inspired by culture.

The City Council is committed to supporting cultural representation and engagement opportunities for all of Oxford's communities, whatever their age, physical ability, economic circumstances and ethnicity. Audience development and engagement is therefore central to the work of the City Council's Culture team and the city's cultural organisations. We support and create cultural activities which celebrate the diversity of our audiences and contribute to social inclusion and community cohesion.

Objectives:

- I. Support and deliver high quality cultural activities and events that engage and celebrate Oxford's diverse communities, with a focus on increasing the number of people experiencing culture.
- II. Increase the amount of cultural activity that is captured, created, produced, shared and archived through digital technologies and platforms, and support partnerships which will enable more people to access this activity.
- III. Invest in projects and organisations which encourage diverse communities to shape and create their own arts and cultural activities.

3. Improve opportunities for young people to access and actively participate in cultural activities.

Engagement with culture offers opportunities for young people to share their experiences with others, and can help to build social cohesion. Participation in arts and heritage activities can develop creative and technical skills, ambition, discipline, and the confidence necessary for future success. With the growth of cultural and creative industries providing exciting opportunities for youth employment, the City Council is committed to supporting Oxford's young people to be culturally engaged and creatively skilled. In order to maximise opportunities for Oxford's young people, the delivery of the Culture strategy will align with complementary Council programmes, for example the Youth Ambition strategy.

Objectives:

- I. Support and deliver cultural activities for young people to increase levels of youth engagement with culture and enhance youth ambition.
- II. Invest in projects and organisations which provide opportunities for young people to create cultural programmes and participate in cultural planning.
- III. Encourage the take-up of Arts Award (both primary and secondary) by young people in the city and support schools wishing to become Artsmark accredited.

9. Monitoring and Evaluation

The Culture Team's Service Plan, including milestones and performance indicators to measure success linked to the objectives of City Council staff and the Service Level Agreements of commissioned organisations, will underpin the Strategy. Delivery will be monitored monthly through CorVu targets, through 6-monthly reporting from funded organisations and quarterly updates from members of the Cultural Partnership Group. The Cultural Development Manager will undertake an Annual Review of activity to evaluate performance against the Culture Strategy objectives.

10. Conclusion

Oxford City Council and its partners believe that culture and the arts play a profound role in shaping people's experiences and attitudes. We believe that access to high quality cultural experiences across a wide range of forms is the right of all our citizens. We believe that the proposals in this strategy will contribute to ensuring that these opportunities are open to all our citizens and not just the few.

Appendix 1

Cultural Partnership Group members

Oxford City Council Culture Team

Cultural Development

We provide core and project funding to cultural organisations and numerous arts and heritage activities each year through our Commissioning and Culture Fund grants. We introduced our CREATE crowdfunding events in March 2013, which have awarded more than £4,000 to winning pitches for cultural projects in Oxford, leveraging in audience donations and sponsorship from host venues. The team run Culture Forums to provide free skills development and training for the cultural sector in areas of shared interest such as fundraising. Working with Arts at the Old Fire Station, we also introduced the Arts Marketing Group in early 2014, which is a networking event designed for the sharing of best practice and identification of joint promotional campaigns.

Cultural outdoor events

Large scale outdoor and site specific events play an important role in building cohesion and celebrating life in our city. The Christmas Light Festival grew in 2013 to be the largest free event in the city. The City Council worked with more than 25 cultural organisations to engage 100,000 people over three days with hundreds of free arts and heritage activities across the city. Up to 20,000 people attend the city's May Morning celebrations each year, which are co-ordinated by the City Council with key partners. We also deliver the Lord Mayor's Celebrations in Gloucester Green, which has become a popular summer event for families, attracting more than 5,000 people each year.

Dancin' Oxford

Dancin' Oxford festival continues to receive enthusiastic support from partners including Oxford Playhouse, Pegasus and Oxford Castle, and has secured a £129k Arts Council England grant for 2014-16. The festival's year-round programme of work includes a Spring Festival, Summer outdoor programme and Autumn Family Dance Week. Baby Boogie, a fun and informal disco dance event for under-5's and their families, is a key feature of the festival's year-round programme. It has grown in popularity to become a bi-monthly event at Pegasus, alongside a growing outreach programme in Family Centres in Blackbird Leys, Barton, Donnington and Northway. In the first half of 2014, 85% of audiences for these events were first-time engagers in dance activity. Other dance development projects include Get Moving! (a project for over-50's which improves health and reduces isolation), Oxford Dance Forum's professional development programme and Dance for Parkinson's classes (in partnership with English National Ballet). The dance programme engages more than 7,000 people annually.

Museum of Oxford

The only museum dedicated to telling the story of the city and its people, the Museum of Oxford is undertaking a major capital development in order to meet increased demand for its services, represent the heritage of our diverse communities and enable public engagement with the City's Archives. Thanks to support from the Heritage Lottery Fund and Arts Council England, the Museum will celebrate its 40th Anniversary in 2015 with a year-long season of high quality arts events. The Old Museum space, which launched in January 2014, will showcase events to drive capital fundraising for the new museum during this anniversary season. Our plans for the Museum have attracted more than £85k in grant support from external funders to date. Cultural Development Manager Ceri Gorton, who will

be leading on the museum's development, has been awarded the Arts Council England Museums Fellowship for the 2014/15 Clore Leadership programme. The Museum is a development partner in the Oxford University Museums consortium.

The Oxford University Museums Partnership

The University of Oxford is home to the Ashmolean Museum, Museum of the History of Science, Museum of Natural History and Pitt Rivers Museum. Free to enter, these museums welcome 2 million visitors through their doors each year and are the public face of the university. Custodians of vast and varied collections representing the natural world and the majority of world cultures, Oxford University Museums bring internationally significant cultural experiences to the city of Oxford. The museums recently secured renewed funding from Arts Council England as a Major Partner Museum service, with a mandate to facilitate broad access and play a leadership role within the cultural sector.

As part of their Major Partner Museum programme, Oxford University Museums work in a delivery partnership with the Museum of Oxford. The museums work collaboratively to engage Oxford's diverse community and realise the city's ambitious cultural aspirations. Having worked directly with every primary and secondary state school in Oxford in the last year, the partnership will actively reach into schools and communities, raising aspirations and supporting educational attainment across the curriculum and across all ages.

Oxford's Universities

The University of Oxford has continued to make a strong contribution to the cultural life of the city and the region, working in collaboration with cultural organisations in the city including Pegasus Theatre and Modern Art Oxford. The Bodleian and University libraries receive over 100,000 visitors annually and take part in events such as World Book Day. Oxford University Press has partnered with the National Literacy Trust to develop innovative schools programmes aimed at raising boys' literacy levels and improving behaviour and engagement. Oxford Brookes University's Poetry Centre hosts an annual programme of events including exhibitions and community projects in the areas of poetry and science; poetry and the environment; poetry and business; and performance poetry in Oxfordshire. The City Council works with Oxford Brookes University to co-ordinate the city's Youth Ambassador for Poetry, a position held by Azfa Awad in 2013/14. The city also benefits from a range of educational outreach activities in the city, organised through the widening participation teams at The University of Oxford and Oxford Brookes University.

Oxfordshire County Council

The County Council's cultural services – libraries, museums, archives and arts – remain committed to actively working in partnership with the city to improve children's and adults' literacy and skills; provide curatorial expertise to the Museum of Oxford and its redevelopment; help conserve and provide access to the city's archives; support the jointly funded organisations of Pegasus and OVADA; and work closely with members of the Cultural Partnership Group, in particular to strengthen the relationship with the LEP to emphasise the economic benefit of culture in the county and city. A significant improvement to the library provision in the city will be the presence of the county's Central Library (3rd busiest in the country) as part of the redevelopment of the Westgate Centre.

Arts at the Old Fire Station

Arts at the Old Fire Station focuses on great art for the public, professional development for artists and building the confidence and skills of homeless people. Since opening in November 2011, the centre has developed an eclectic programme of events ranging from new writing to comedy to jazz nights to contemporary dance. They have produced ground-breaking visual and performing arts work for the public created by professional artists with homeless people. Exhibitions in the gallery prioritise work by early to mid-career artists and the shop sells unique hand-made work by designer-makers. Now a significant local venue for festivals and conferences, the Old Fire Station also offers a programme of regular events for artists of all disciplines to share ideas and works in progress. Over the coming years, they will launch a new 'Making Space' Programme which will explore the process of making; present more of the best theatre, music, dance and work which crosses art forms; and put down roots as a sustainable social enterprise.

Oxford Contemporary Music

OCM is an Arts Council England National Portfolio Organisation, producing some of the highest quality and most innovative new music and sound events in the UK. It engages diverse local and national audiences with its work and aspires to deepen understanding and appreciation of musical cultures from within the UK and worldwide. Its raison d'être is to bring music, artists and audiences together in ways that encourage and create memorable and meaningful experiences for all. It aims to do this by presenting concerts, producing new work and programming education and outreach activity in Oxford, the UK and abroad. Working in partnership with the City Council's Culture team, OCM bring world-class contemporary music to Oxford audiences through free events such as the Christmas Light Festival and Lord Mayor's Celebration. Recent achievements include Mira Calix's Nothing Is Set In Stone (2012), Audible Forces (2013), and Nathaniel Mann's SAM Embedded residency (2013/14). Future plans include increased investment in new projects and the launch of OCM's associate artist and producer scheme. www.ocmevents.org

Film Oxford

Film Oxford is a centre for film and digital media committed to building a strong community of local filmmakers and digital creators through its 'Learn, Network, Create. Exhibit' programme. The centre provides a range of accessible training for all and particularly invests in developing projects with marginalised communities. Over the last 5 years Film Oxford has built a reputation for its ground breaking work with artists with disabilities as well as its work with young filmmakers and digital creatives. A strong partnership with the BFI through 'Youth Academies' and 'Into Film' has offered unprecedented opportunities for a new emerging generation of young talent in the area. Film Oxford supports a number of local network groups, offers a production service for charities and 'not for profit' organisations and runs Location Oxfordshire - the locations website and information service for film and television companies looking to film in the area.

Ark T

The Ark T Centre is a creative arts project with a recording studio for young musicians, rehearsal space for dance, artist studios, a café and an outdoor creative play garden. Opened in 1997, it is based at John Bunyan Baptist Church in Cowley. Nurturing the courage to create, and providing the right support to let freedom of expression flourish are central to the projects which attract around 700 people each week. The Centre employs six staff, has

four resident artists and a team of sessional workers. It runs a volunteer programme for skills-training and rehabilitation and works in close partnership with agencies which make referrals to its various programmes. The volunteer programme aims to help people experiencing difficult situations benefit from mixing with a wide range of other life experiences and be useful and productive to others. Volunteers provide food every day in the cafe; learn administrative and customer service skills; garden, and support creative workshops. These volunteers are referred to Ark T from agencies working with marginalised groups experiencing the difficulties of drug and alcohol abuse, homelessness, mental health difficulty or are NEET. Through their work at Ark T, they acquire skills and training as well as re-finding social and personal confidence to move on from challenging circumstances.

OVADA

Established in 2004, OVADA is a dynamic, artist-led organisation, passionately committed to the development of creative practitioners and promoting access to high quality arts for all. From a designated warehouse space in central Oxford, OVADA creates a supportive environment for the transfer of skills, knowledge and experience. OVADA's artistic programme enables students to work alongside professional artists and practitioners through workshops, professional development talks and exhibiting opportunities. OVADA offers volunteering opportunities for people who are not in education or employment to gain experience in Arts Management, alongside formal work experience placements for City of Oxford College students. With support from Oxford City Council, OVADA is in the process of registering as an Arts Award provider. OVADA runs continuing practice courses through the alternative Warehouse Art School and weekly Drawing Classes for the community. Hosting four artist's studios and a multi-use project space, OVADA provides a base for Oxford Hackspace and collaborate with them on digital projects and public lessons in new technologies. OVADA also contributes to major Festivals such as Audiograft (Sonic Arts), Artweeks and the Christmas Light Festival.

Oxford Playhouse

Oxford Playhouse is an Arts Council England National Portfolio Organisation. Positioned at the cultural heart of Oxfordshire, with the drive to inspire, engage and entertain a wide-reaching and diverse audience, Oxford Playhouse brings together artists and audiences to experience great live performance. Over 150,000 people each year experience the Playhouse's world class programme. The Playhouse plays an active role in the arts ecology within Oxford, the wider region and national cultural sector; presenting, producing and touring the highest quality middle-scale, small-scale and off-site theatre, developing relationships and partnerships which enable artists to make work and develop their practice, creating imaginative and ambitious opportunities for children and young people and embracing involvement by all in exceptional cultural experiences.

Cowley Road Works

Cowley Road Works is a small, community based charity, which produces the annual Cowley Road Carnival in July and associated activity during the year. Its mission is to present Carnival in East Oxford as a means of celebrating community through culturally diverse arts, events and education. The Carnival held on 6 July 2014, from 12 noon to 6pm, attracted 45,000 people to the Cowley Road for wide range of music, dance, family activity, food and other stalls and the Carnival procession. The charity works in partnership with a number of arts and community organisations, individual artists, and businesses to prepare for and

produce the event, and welcomes new collaborations in order to enrich the quality of the Carnival experience and deepen its impact in the local and wider community.

Experience Oxfordshire

Experience Oxfordshire is a not-for-profit partnership of businesses and organisations committed to realising Oxfordshire's potential as a cultural tourism destination. The mission is for Oxfordshire's name to be known throughout the world; to be synonymous with our rich, distinctive cultural heritage, our world class arts, tourism offer and welcome. Because of this people will want to enjoy more of the Oxfordshire experience, spend more and invest more. The aim is to achieve twice the forecast UK tourism growth rate, creating 5,800 new jobs by 2025. Experience Oxfordshire operates the Oxford Visitor Information Centre and undertakes a range of leisure and business tourism marketing activities reaching around 2.5 million customers a year. Improving cultural marketing and promotion, ticket sales, and helping organisations tap into the wider visitor market are priorities from 2014.

Modern Art Oxford

Modern Art Oxford is an Arts Council England National Portfolio Organisation. Located in a rare industrial building in the centre of the City, Modern Art Oxford is one of the UK's leading contemporary art spaces with an international reputation for innovative and ambitious artistic programmes and community outreach. Celebrating the relevance of contemporary visual culture to society and Oxford today, the programme is shaped by a belief in dialogue between contemporary art, ideas and society. Celebrating its 50th anniversary in 2016, the gallery seeks to create new relationships between artists, audiences and communities at the beginning of the 21st century.

Pegasus Theatre

Pegasus Theatre is an Arts Council England National Portfolio Organisation. Situated on Magdalen Road in East Oxford, Pegasus is a theatre with young people at its heart. In everything it does, Pegasus considers how to attract, engage and spark the imaginations of young people. This includes families with young children, schools, teenagers and students. Yet the work has a wider, crossover appeal, so that people of different ages can experience together art that is vibrant, inspiring, urgent and exciting. Pegasus is a meeting place between generations, cultures, artists and participants, a place of creative exchange and community. Within its 50 year history Pegasus has produced and programmed diverse and inspiring performances; pioneered the field of participatory arts; played a special role in supporting new and emerging artists; and provided training, education and career paths for young people.

The Story Museum

The Story Museum celebrates stories in all forms, harnessing their power to teach and delight. Since 2005 we have been running storytelling projects in schools and the local community with proven impacts on language, empathy, confidence and imagination. In April 2014 we opened the first phase of our most unusual museum in Oxford in which people of all ages and abilities enjoy stories through exhibitions, talks and performances, and create stories of their own. Part of Oxford's West End regeneration, the museum is already a hub for our wider work with partners across Oxford city, county and beyond. Given successful completion of our £8m capital development by 2017/18, The Story Museum will be an

international centre of literature inspiring present and future generations and reaching well over 100K visitors annually.

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Appendix 2

Reference Documents

Arts & Business Private Investment in Culture Survey Report 2011/12, May 2013
Arts Council England Report 'The Role of Diversity in Building Adaptive Resilience', May 2011
Arts Council England Stakeholder Focus Research, April 2014
Arts Council England Strategic Framework 2010-2020 'Great Art and Culture for Everyone', October 2013
Audience Agency Area Profile Report for Oxford, May 2013
Christmas Light Festival 2013 Evaluation Report, February 2014
DCMS Report 'Creative Industries: Focus on Employment', June 2014
DCMS Statistical Release 'Creative Industries Economic Estimates', January 2014
Insight Oxford 'Needs Assessment for Older People in Oxford: A research project for Oxford City Council', October 2013
Living in Oxford Talkback Survey Report, Spring 2014
Oxford City Council Children and Young People's Plan 2014-17
Oxford City Council Corporate Plan 2014-18
Oxford City Council Youth Ambition Strategy 2013-17
Oxford Strategic Partnership - Oxford Economic Growth Strategy, January 2013
Taking Part Survey 2012/13 Annual Child Report, August 2013
Taking Part Survey 2012/13 Quarter 4 Report, June 2013

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Appendix 2 Initial Equalities Impact Assessment screening form

1. Within the aims and objectives of the policy or strategy which group (s) of people has been identified as being potentially disadvantaged by your proposals? What are the equality impacts?

The Council's has three key priorities for culture and is committed to high quality experiences and accessibility:

- I. Support the sustainability of Oxford's cultural sector and improve the skills and diversity of the city's current and future creative workforce.
- II. Improve opportunities for Oxford's diverse range of communities to actively engage with and be inspired by culture.
- III. Improve opportunities for young people to access and actively participate in cultural activities.

These priorities will be delivered through a strong partnership model and the Cultural Partnership Group will continue to fulfil a key strategic role: ensuring the development of sustainable initiatives, supporting strong cultural outreach services, increasing (year on year) levels of arts engagement, and financing arts organisations to help them leverage in significant additional funding.

The strategy will have a positive impact on direct job creation and skills development in the creative/ culture/ arts and cultural tourism sectors (through volunteering, community engagement and supporting the development of appropriate skills to expand the sector), the potential to break down cultural barriers at grass roots levels (enabling access to arts and culture for people who would not normally have that opportunity) and increase the sense of local identity and belonging, implement new models for social inclusion, and have a transformative effect through continuing to fund arts and cultural organisations.

2. In brief, what changes are you planning to make to your current or proposed new or changed policy, strategy, procedure, project or service to minimise or eliminate the adverse equality impacts?

Please provide further details of the proposed actions, timetable for making the changes and the person(s) responsible for making the changes on the resultant action plan

In order to support its long-term vision the Council will continue to deliver the following mitigating actions:

- Invest public money to help create and sustain cultural experiences and to add two more organisations to the core-funded group in 2014/ 2015 (raising the total funding to £278,000), e.g. in 2013/ 2014 the Council core-funded 10 cultural organisations at a total cost of

£274,000, enabling these organisations to leverage in more than £6 million from other sources

- Invest in improving educational attainment
- Continue to invest in Council run cultural facilities so that current trends in increases of visitor numbers (for instance a 20% increase at the Museum of Oxford) are maintained
- Co-ordinate and strengthen cultural provision and strong outreach services through cultural partnerships and share best practice across these organisations
- Support the growth of a diverse cultural workforce through initiatives such as creative & digital skills training, mentoring/ creative apprenticeships, volunteer schemes et al
- Encourage the take up of Arts Award by young people (both primary and secondary) and support schools to become Artsmark accredited

3. Please provide details of whom you will consult on the proposed changes and if you do not plan to consult, please provide the rationale behind that decision.

Please note that you are required to involve disabled people in decisions that impact on them

Consultation will take place from 17 October – 17 December 2014

Stakeholders have been engaged through the Cultural Partnership Group. The draft Strategy will be available for review by other stakeholders, and interested parties will be able to respond via questionnaire.

The level of impact varies from very high (people whose jobs/ deliverables are affected by the strategy) to no impact (people who do not engage with culture at all). This is reflected in the approach to public involvement.

The priorities in the Culture Strategy have been decided and are derived from the previous Culture Strategy, the City Council's Corporate Plan, independent national research and current Arts Council England priorities. We are consulting in order to solicit comments on how we can best achieve these priorities and objectives over the next three years.

We will develop mechanisms to enable input to the consultation from communities diverse in age, location and ethnicity.

4. Can the adverse impacts you identified during the initial screening be justified without making any adjustments to the existing or new policy, strategy, procedure, project or service?

Please set out the basis on which you justify making no adjustments

The Culture Strategy is explicitly about investing in cultural experiences (through significant funding and partnership working) to create more quality cultural experiences for a more diverse range of communities to actively

engage with and participate in cultural activities. No adverse impacts are anticipated, unless there is a significant reduction in arts funding locally or nationally.

5. You are legally required to monitor and review the proposed changes after implementation to check they work as planned and to screen for unexpected equality impacts.

Please provide details of how you will monitor/evaluate or review your proposals and when the review will take place

Delivery will be monitored monthly through CorVu targets, bi annual reporting from funded organisations, and quarterly updates from members of the Cultural Partnership Group

The Council's Cultural Development Manager will undertake an annual review of activity to evaluate performance against the Culture Strategy objectives

Lead officer responsible for signing off the EqIA: Jarlath Brine

Role: Organisational Development & Learning Advisor/ Equalities & Apprenticeships

Date: 18.8.2014

Appendix 3 Risk Assessment

Risk Score Impact Score: 1=insignificant; 2=Minor; 3=Moderate; 4=Major; 5=Catastrophic Probability Score: 1=Rare; 2=Unlikely; 3=Possible; 4=Likely; 5=Almost Certain															
No.	Risk Description Link to Corporate Objectives	Gross Risk		Cause of Risk	Mitigation	Net Risk		Further Management of Risk: Transfer/Accept/Reduce/Avoid		Monitoring Effectiveness				Current Risk	
		I	P			I	P	Action Owner:	Outcome required:	Q1	Q2	Q3	Q4	I	P
1.	Change in Central Government and national and regional policy direction	3	4	Central Government policy changes	Mitigating Control: Keep up to date and monitor potential changes and the impact on the Oxford Strategy	2	2	Action Owner: Cultural Development Manager	Outcome required: Delivery of Culture Strategy					3	4
2.	Change in Local Government	3	2	Elections	Mitigating Control: To work closely with all members and Groups	3	2	Action Owner: Cultural Development Manager	Outcome required: Delivery of Culture Strategy					3	2
3.	Lack of resources to deliver strategy	4	3	Staff member/s leaving	Mitigating Control: Appoint new staff Maximise revenue potential and external funding opportunities	3	3	Action Owner: Cultural Development Manager	Outcome required: Delivery of Culture Strategy					3	3
4	Full Council not approving strategy	4	2	Lack of communication with members	Mitigating Control: Continued liaison with key members. Document is properly prepared, consulted upon and supported by evidence.	2	2	Action Owner: Democratic Services Manager	Outcome required: Approval of Culture Strategy					2	2

To: City Executive Board
Date: 15 October 2014
Report of: Regeneration and Major Projects Service Manager
Title of Report: Asset Management Plan Refresh 2014-15

Summary and Recommendations

Purpose of report: To obtain approval by CEB for the adoption of the Asset Management Plan Refresh 2014-15

Key decision: Yes

Executive lead member: Councillor Ed Turner, Board Member for Finance, Asset Management and Public Health

Policy Framework: Linked to all Corporate Priorities

Recommendations: The Board is asked to recommend to Council the adoption of the Asset Management Plan Refresh 2014- 2015

Appendix A Asset Management Plan Refresh 2014-15

Asset Management Plan Refresh 2014-15

1. The Asset Management Plan Refresh (AMPR), when adopted, will extend and build on the 2011-2014 AMP, which was approved by the Council in September 2012 for a further year as a bridge towards the development of a new AMP for the 2015-2020 period. This will give the Council time to undertake a thorough review, while allowing resources to be focused this year on the delivery of the existing plan.
2. The main principles and strategies of the original AMP are unchanged and AMPR reviews achievements and successes against the existing plan, reviews status of delivery against the asset classes and drives an action plan for the further year in order to:
 - provide a clear statement of direction for other external stakeholders;

- identifies to the public the way the Council will deal with its land and buildings in this period ahead of a new plan
3. Price Waterhouse Coopers undertook a review of the existing AMP during 2013 which was supportive of the AMP. It also provided some recommendations which include the introduction of 'Asset Management Plan on a Page' and clear linkages to the Corporate Plan in the development of our Asset Class strategies. The detailed responses to the PWC Audit are contained in Appendix 3 of the plan:

Legal implications

4. There are no direct legal implications arising out of this report at the present time.

Financial Implications;

5. The Financial Implications of the Asset Management Plan have been included in the Council's Capital Programme and Housing Business Plan and agreed Budgets.

Environmental implications

6. The AMPR reiterates the Council's policies on environmental matters and relates them specifically to property.

Equalities impact

7. No change from the existing AMP 2011-2014

Risks

8. Not having an up to date AMP will impact on the Council's ability to effectively manage its property assets as a Corporate Resources
9. The risk register contained in the existing 2011-2014 AMP is restated and continues to apply to the AMPR with the addition of an additional risk in response to the PWC comments which are contained in Appendix 1 to the AMPR.

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Asset Management Plan Refresh 2014-2015



Asset Management Plan Refresh 2014-2015

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Foreword

This is a Refresh and Review of the adopted Asset Management Plan 2011 – 2014.

The adopted Plan was externally reviewed by Price Waterhouse Coopers (PWC) in November 2013 who commented favourably on the strategy and principles, its integration and alignment with Oxford City Council's Corporate Plan and on how the Council had progressed and achieved its targets.

This Review documents successes and progress made to date, notes and addresses PWC's comments and observations for improvement and provides a bridge between the expiry of the present Plan in October 2014 and the generation of the new Asset Management Plan which will be published in October 2015.

The broad strategic principles of the 2011-2014 plan remain unchanged but have been built on by further identified actions to drive progress and improvement.

Jane Winfield

Regeneration and Major Projects Service Manager



INTRODUCTION

Oxford City Council's success in achieving its goals is illustrated on pages 5-9 which review the objectives and actions from the 2011-2014 plan. All Objectives have been delivered, exceeded or are on track and clearly demonstrate the significant success and progress made in implementing its strategies.

This document is a bridge between the previous 2011-2014 plan and an extended and new framework which will build on the current success which will be developed for the 2015-2020 period.

Oxford City Council's Asset Management Plan going forward will develop in accordance with Council's adopted Corporate Plan and the best practice principles suggested by Price Waterhouse Coopers in its recent audit.

This process is depicted in the table on page 10 (Asset Management Plan on a Page) which articulates the retention of the objectives from the previous 2011-2014 plan and the linkages from the Corporate Plan to the detailed actions and targets to be achieved under the asset management plan.

The key deliverable of this single year plan is the design and development of a new Asset Management Plan for 2015-20 and this process and timeline is articulated on page 12.

We have reviewed all targets and actions in the 2011-14 plan and have articulated this into actions against the asset classes on pages 13-21 and in the Action Plan in appendix 2

The plan will continue to use the council's assets in a way which benefits the citizens of the city, through the provision and enhancement of homes, community facilities and investment income.



Successes and Achievements 2011-2014



- All Objectives delivered, exceeded or on track
- Successful Asset Management Plan Audit by Price Waterhouse
- Lessons learnt and applied
- Direction of travel defined

GENERAL FUND OBJECTIVES

Objective 1 All property to support Corporate Objectives



- | | |
|---|---|
| <p>1. Office Footprint
<u>Target</u> - 2% reduction from 6243 m² by December 2012.
<u>Commentary</u>: Timeline extended to December 2013 and target substantially exceeded with footprint reduction of 19.69% to 5014 m².</p> <p>2. Effective Planned Maintenance
<u>Target</u> – 75% in Category A and B in life of plan
<u>Commentary</u> Anticipated target will be met as spend profile increased to target delivery.</p> <p>3. Carbon Reduction
<u>Target</u> –28% reduction (2800 tonnes) by March 2012.
<u>Commentary</u>: 2800 tonne reduction Achieved.</p> | <p>4. Efficient and fit Community Centres
<u>Target</u>: 50% in Category A and B within life of plan.
<u>Commentary</u>: Spend profile increased. Measurement of categorisation to be improved</p> <p>5. Development and Regeneration
<u>Target</u>: 1 major development/regeneration under contract by Dec 2013
<u>Commentary</u>: Development agreement signed for Westgate redevelopment and Barton developments to exceed target.</p> |
|---|---|



Objective 2 All property to be well managed and efficient



1. Performance to exceed Benchmark

Target

- 21 day arrears < 7.5% 2012/13 and <5% 2013/14.
- 2.5% pa Rental growth based on 2011/12 budget of £6.3M.
- 4% Rate of Return on portfolio.
- Voids <12 months at individual asset level.

Commentary

- Arrears – 2012/13 2.76% significantly better than target.
- Rental Growth – 6.6% achieved substantially better than target.
- Rate of return – 2012/13 achieved ROI of 5.83% exceeding target
- Voids –Target achieved

2. Cost of internal property service function

Target

- Cost of managing Investment Portfolio to be below benchmark.

Commentary

- CIPFA report affirms that the cost profile is appropriate and aligned given the size/location of Oxford and its portfolio at top of 2nd Quartile

Objective 3 Improve quality of dwellings and life on Estates, add to stock [applies to HRA only]



Objective 4 Lean and efficient operational portfolio



1. Office Occupancy Ratio

Target

- Less than 10 sq m per full time employee during life of plan.

Commentary

- Occupancy reduced to 8.05 sq m per FTE Q4 2013.

2. Depot Footprint

Target

- Reduction of 50% by number and 18% by size within life of plan.

Commentary

- Target delivered through the exit of Brasenose, South Park, Bury Knowle Stables and All Saints Road.

3. Community Centres-Modern and Fit for purpose

Target

- Revenue costs <2011/12 levels .

Commentary

- Target off track due to business rate and maintenance cost impacts.



Objective 5

Maximum financial contribution from Investment Portfolio.



1. Income > 2008/9 levels

Target - > £6.18M

Commentary: Achievement of rental growth targets per the plan will ensure this objective is exceeded.

Capital Value > 2010/11

Target - >£89M

Commentary: Value as at 1/4/13 at £95.86M and ahead of target. 2014 valuation programme to be commissioned and expected to show a further increased value.

2. Rate of return above minimum requirement

Target: - ROI > 4%.

Commentary: Achieved see Objective 2 above.



Objective 6

Maximise synergies by working with others



1. Informal Joint Ventures or formal local asset backed vehicles established with partners

Target: Westgate exchange of conditional contract, Barton Joint Venture established, Northways and Cowley exchange of conditional contracts.

Commentary: All achieved.



HOUSING REVENUE ACCOUNT OBJECTIVES

Objective 1

All property to Support corporate objectives



New build social and affordable housing at Barton Northway and Cowley

Target: Conditional contracts exchanged by Dec 2013
Commentary – Target achieved





Objective 2

All property to be well managed and efficient



1. Performance to exceed benchmark for collection, arrears, voids

Target

- Rental income £35M pa
- Arrears <2%
- Voids 21 days

Commentary

- Rental income £37.2M
 - Arrears 2.47%
 - Voids 19.4 days
- Arrears above target driven by changes to benefits system

2. Performance measurement of internal property service function

Target

- Corporate Property Recharge not to exceed benchmarked cost

Commentary

- External CIPFA Benchmarking confirms that cost profile is appropriate given size/location of Oxford at top of 2nd quartile No specific actions arising.

Objective 3

Improve quality of dwellings and life on Estates, add to stock



1. Effective Planned Preventative Maintenance Programme,

Target: - Capital and revenue on budget

Commentary: Achieved

2. Homes and Communities Agency Affordable Homes programme

Target: - 112 Affordable homes by March 2015

Commentary: All sites under construction and on budget to successfully deliver 113 homes on time.



Objectives 4 & 5

Do not apply to HRA

Objective 6

Maximise synergies by working with others



1. Informal Joint Ventures or formal local asset backed vehicles established with partners


Target: Barton Joint Venture established, Northway and Cowley exchange of conditional contracts

Commentary: All Achieved.





SUPPLEMENTARY OBJECTIVES

<p>Carbon reduction <u>Target</u> – 5% reduction pa (300 Tonnes) <u>Commentary</u> - Achieved</p>	<p>Low Carbon Oxford <u>Target</u> : - By 2020 to make Oxford a low carbon city with a low carbon economy <u>Commentary</u>: -Oxfordshire Total Retrofit and OX Futures with EU Funding, Investigating Green Deal Eco Funding for housing stock upgrade, commitment to exploring carbon/energy reduction works to Tower Blocks <u>Target</u>: - BREEM 'excellent' to be targeted and if not possible minimum 'Very Good' <u>Commentary</u>: - Old Fire station (V Good), St Aldates Chambers (Excellent)</p>
<p>Renewable technologies Electric Generation <u>Target</u> - large scale electricity generation on operational and domestic property <u>Commentary</u>: Installations completed of PV's on 2 leisure centres, 3 sheltered blocks and Lambourne Road properties – £70k Feed In tariff income. Pipeline of further projects being developed. Heat Generation <u>Target</u> –Appropriate renewable technologies to generate heat in operational and domestic property <u>Commentary</u>: - Biomass pellet boilers installed in 2 sheltered blocksand further instalations being developed for Blackbird Leys Pool</p>	





ASSET MANAGEMENT PLAN 2014-2015 ON A PAGE

Corporate Plan Priorities 2014 to 2018

1. A vibrant and sustainable economy.
2. Meeting Housing Need.
3. Strong Active Communities.
4. Cleaner Greener Oxford.
5. Efficient Effective Council.

Property Objectives

1. A lean operation property portfolio.
2. Supporting regeneration environmental and stakeholder objectives
3. Growing the Investment Income.
4. Well managed & efficient property as measured by customer feedback and benchmarking
5. Working with our Partners

Portfolio Objectives & Overview

Objective 1: We want all of our property (General Fund & HRA) to support our corporate objectives in regeneration, housing, environmental, community, economic and customer services.

Objective 2: We want all of our property to be well managed and efficient.

Objective 3: In our HRA we want to improve the quality of our dwellings, to add to our housing stock & improve the quality of life on our estates.

Objective 4: Occupy an efficient General Fund operational property portfolio of owned or rented property.

Objective 5: Grow the Investment Income and where possible enhance, asset value within the context of Corporate Plan Objectives

Objective 6: We shall work in partnership with other service providers and landowners where appropriate.

Action Plan

- New asset Plan 2015-20
- Actions per Asset Class Review



Change and Influences

Oxford City Council is investing in the future of the City as a significant property owner and as a key stakeholder. The Council's Corporate Plan requires the Asset Management Plan to be robust and adaptable so as to take advantage of changing economic activity or to be able to mitigate adverse changes where possible.

Oxford will over the coming five years see progress with a number of major real estate projects and its asset management plans need to be framed in the context of these developments and their potential impacts. These developments include the following

- Redevelopment and extension of Westgate Shopping Centre
- Major infrastructure programmes such as new railway station, central area road schemes such as Frideswide Square, and proposals for extended pedestrianisation,
- Development of 850 homes at Barton Park against a background of continuing high demand and pressures on housing
- Potential refurbishment and development plans for Templars Square Cowley
- Improvement and development at Oxpens area
- Proposals for development of Northern Gateway

The plan must also address community investment, promotion and involvement in the wider health, leisure, education and economic agendas in which the Council is a stakeholder and partner.

Accordingly the Asset Management Plan must have explicit links generating a clear audit trail from the Corporate Plan, to Portfolio Objectives to Property Objectives to , Individual Projects and to their outcomes.

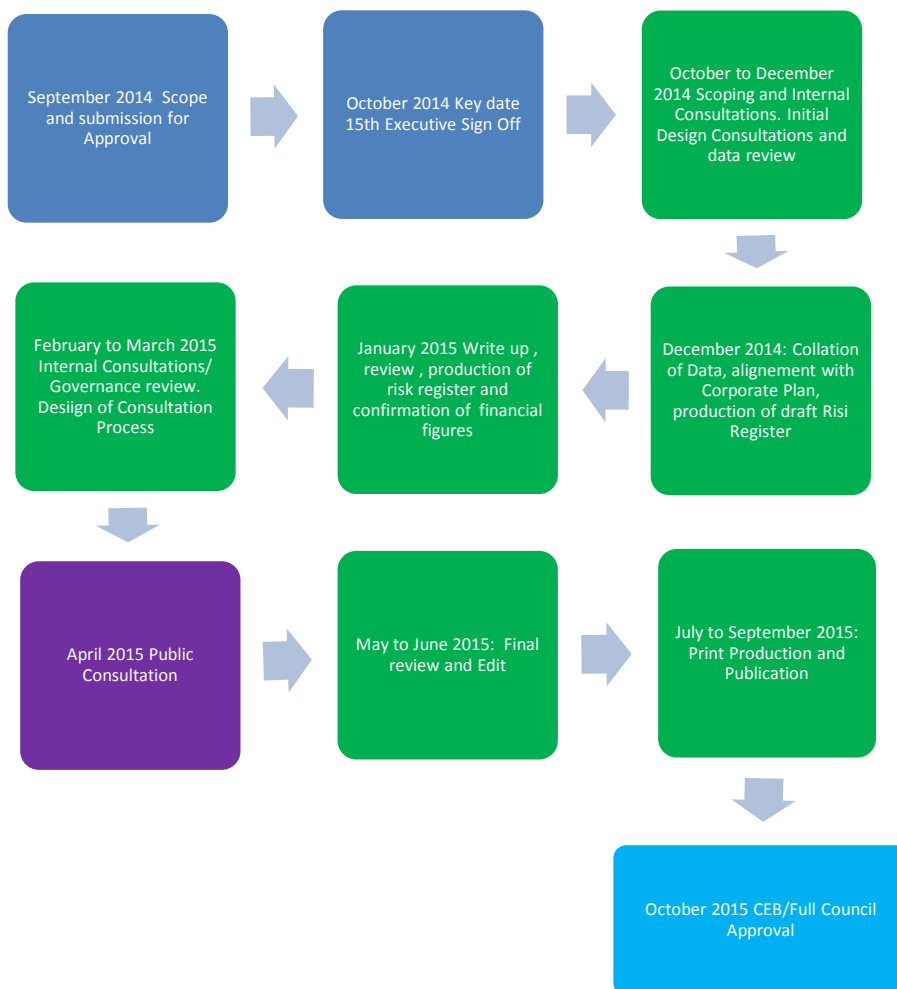
Price Waterhouse Coopers in their audit commentary identified as a key learning outcome that there should be enhanced policy and programme linkages and a strengthened role for the risk register.

As a step towards this we have produced the AMP on a page within this document to show the high level linkages and have identified the major Corporate Plan linkages within the Asset class Reviews.

Further development and improved clarity in this area will be a key component within the development of the new 2015-20 plan



Asset Management Plan 2015-2020 Proposed Timetable





ASSET CLASS REVIEW

The Property Portfolio is divided into to 15 asset classes.

Each Asset Class contributes to one or more of the Corporate Plan Priorities 2014 to 2018 (see p10 above).

The contribution that each asset class makes against the Corporate Plan Priorities is recorded for each Asset Class below as is the actual progress made to date in the analysis immediately below.

Agricultural

Corporate Plan Priorities: Strong Active Communities, Cleaner Greener Oxford and Efficient Effective Council

The Agricultural portfolio has undergone an Asset Review during the previous plan period and identified actions from the plan delivered.

The portfolio is now moving towards the planned adoption of a more commercial approach to asset management and rent setting, which is being implemented at review, on the granting or re granting of leases or as market opportunities occur.

Agricultural properties will not be considered for disposal where there is any long term potential for residential development.

Actions

- Properties identified as not meeting the Councils objectives to be bought forward for disposal as market opportunities and conditions allow.

Allotments

Corporate Plan Priorities: Strong Active Communities and Cleaner Greener Oxford.

Oxford City Council supports the wider social economic contribution of allotments to Oxford and the ongoing commitment to provide 1 plot per 125 head of population.

The 2015 Rent reviews have been agreed with allotment associations within the broader allotment policy framework of producing a more consistent basis rent/acre across the portfolio.



Actions

- The City Council will continue to work with allotment associations to address concerns and issues on a pro-active basis within a framework of de-centralised and association led management.

Car Parks

Corporate Plan Priorities: A vibrant and sustainable economy and Cleaner Greener Oxford.

Ongoing projects include general resurfacing work across the portfolio asset group and work to consider and bring forward expansion of the Seacourt Park and Ride site.

A key portfolio impact for this asset class will be the Westgate development, which will result in the loss of the multi Storey Cark and Abbey Place during 2015.

Actions

- Conclude construction of a new Oxpens decked car park and incorporate changes into the Redbridge car park in anticipation of the Westgate development.
- Continue with an agile service approach that will monitor parking demand and respond to emerging trends.

Cemeteries

Corporate Plan Priorities: Efficient Effective Council

The council anticipates a potential future shortfall in burial space having undertaken a service review and this leads to conclusion that an additional cemetery site needs to be developed.

A review of existing Council owned land has identified a number of potential sites but the City boundaries are a constraint which means that suitable sites are adjacent to or outside the City boundary.

The current primary proposal is for a site to the rear of Horspath Sports Ground and due diligence is being undertaken to assess the suitability of the site for such

development. This includes visual impact, highway effects, resident consultation, ground conditions and ecological impacts.



Actions

- Complete due diligence on potential new cemetery site and develop project for implementation.

Community Centres

Corporate Plan Priorities: Strong Active Communities and Efficient Effective Council

The Council remains committed to having fit for purpose and well managed Community Centres across the city and will continue to try to improve them alongside delivery of other corporate priorities.

Formalisation of responsibilities through the grant of short leases to Community Associations on appropriate terms remains the preferred strategy although alternative methods of ownership/ asset transfer will be positively considered where the criteria outlined in the previous plan are met.

Actions

- Continue to implement leasing strategy to formalise responsibilities.

Council Offices

Corporate Plan Priorities: Efficient Effective Council

The City Council's ongoing Offices for the Future workstream has delivered an efficient occupancy structure with office functions concentrated in St Aldate's Chambers. The Council is committed to seeking further occupancy efficiencies. This approach has released the Town Hall's 1930's block for market letting and a letting has been agreed.

Actions

Continuing to review of how the Council delivers its services across the City



The Covered Market

Corporate Plan Priorities: A vibrant and sustainable economy and Efficient Effective Council

The Covered Market is a unique asset which significantly adds to Oxford's character as a World Class City.

The Council is dedicated to ensuring that the Covered Market continues to be a vibrant commercial location and has completed a Visioning Study to support the long term aim of ensuring the Covered Market retains its diverse and commercially successful retail character in the centre of Oxford.

The Council is committed to settling the outstanding 2012 rent reviews on a fair and equitable basis..

Actions

- Continue to develop a formal strategy for the future in the light of the outputs of the visioning study
- Conclude the 2012 rent Reviews on a fair and equitable basis.

Depots

Corporate Plan Priorities: Cleaner Greener Oxford and Efficient Effective Council

The Council continues to review depot need and use to ensure that they are aligned with the future strategy and requirements to meet service delivery needs thereby improving efficiency and cost management.

Actions

- Continue review of Depot operations to drive efficiency and value



Development and Regeneration Assets

Corporate Plan Priorities: A vibrant and sustainable economy, Meeting Housing Need, Strong Active Communities, Cleaner Greener Oxford and Efficient Effective Council

The City Council continues to use its real estate assets and ownership to unlock potential through direct/indirect property investment opportunities.

Present policies and approaches have produced a development and regeneration pipeline comprising Barton, Cowley, Northway, Westgate, Rose Hill and Oxpens, which are all moving towards the build phase.

Going forward the Asset Management Plan and processes need to identify and bring forward future development opportunities to continue this development momentum.

Actions

- Develop Asset Management Plan and processes to identify and bring forward future development opportunities to continue development momentum.

Leisure Assets

Corporate Plan Priorities: Strong Active Communities

Leisure assets provide a broad suite of cultural goods to the population of Oxford across the demographic range enhancing the Community's general health and wellbeing. The City Council is a leading provider of leisure services within the City and this commitment is ongoing and it is also recognised that the benefits of this programme extend beyond the City boundaries and into the surrounding populations and form part of a County-wide sports and leisure offer.

The upgrade and refurbishment programme for parks pavilions currently underway further improves the leisure offer for communities in Oxford.

The Blackbird Leys competition pool due for completion in December 2014 will create a significant regional leisure asset which will support the Olympic Legacy of increased participation and encouraging talent development through local and regional coaching and competitions.

Actions

- Complete pavilion upgrade programme
- Complete Competition Pool



Housing Assets

Corporate Plan Priorities: A vibrant and sustainable economy, Meeting Housing Need, Strong Active Communities, Cleaner Greener Oxford and Efficient Effective Council

Oxford City is an area of housing stress and is the principal conurbation in the County. Oxford's housing market is characterised by issues of housing shortage/land shortage/ high costs and homelessness.

The Council is responding to the pent up housing need and the arising issues through development of a Housing Strategy 2014-
Going forward policies will be generated by aligning four key Council strategies: the Asset Management Plan, the Corporate Plan, the Medium Term Financial Strategy, and the Housing Strategy.

Outcomes from this policy could be driving forward the development and delivery of an "Oxford Standard" covering the quality of its council homes and their communities.

Currently there are 113 Affordable homes on site for completion by March 2015 as part of the drive to increase stock and development of a second phase development pipeline is under way.

Negotiations are also underway to acquire approximately 350 affordable homes within the Barton Park development as these are completed over the coming years to 2020/21.

Actions

- Complete construction and delivery of 113 Affordable homes by March 2015
- Consider investment in Council housing and estates as part of the review of the Housing Strategy and Asset Management Plan
- Conclude negotiation of acquisition of affordable homes at Barton Park



Estates Shops

Corporate Plan Priorities: A vibrant and sustainable economy, Strong Active Communities and Efficient Effective Council

The council has transferred its Estate Shops from HRA to General Fund as part of a drive to improve their management of the portfolio.

Recognition continues of the wider benefits to the surrounding communities from local facilities, trading opportunities and less tangible benefits to health and other initiatives that can be achieved through the management of the portfolio.

The Council is committed to ensuring that investment in estate shops and local facilities continues.

Actions

Continue to let shops at viable rents to support the surrounding communities and ensure they are properly maintained.

Garages

Corporate Plan Priorities: A vibrant and sustainable economy and Strong Active Communities

The council has transferred its Garage portfolio from HRA to General Fund as part of a drive to improve their management and look for beneficial uses and investment return, without losing sight of their benefit to local residents and improvements to the local environment by getting cars off the road.

Actions

- Better understanding of underlying occupier demand to be established
- Proper and effective maintenance to be achieved
- Opportunities for alternative development/uses to be developed and considered to better meet future need and land use opportunities.



Sheltered Housing

Corporate Plan Priorities: Meeting Housing Need and Strong Active Communities.

The City Council's commitment to Sheltered Housing remains. The Bradlands redevelopment is on site to improve and increase stock as part of the current Affordable Homes Programme

Going forward changing demographic need means that health and housing policies need to be increasingly aligned to support independent living and to reduce demand on critical care health service paths.

Actions

Develop and consider specific actions required for Sheltered Housing Assets

Tower Blocks

Corporate Plan Priorities: Meeting Housing Need and Strong Active Communities.

The City Council is undertaking a 7 year investment programme worth approx. £15m spend to enhance this asset so as to meet housing need and support the community.

Actions

- Continue capital investment programme into the Tower Blocks in accordance with agreed plans



Investment Properties

Corporate Plan Priorities: A vibrant and sustainable economy and Efficient Effective Council

The investment portfolio continues to provide a significant income source for the City of Oxford and ongoing growth of this income has surpassed plan targets. This is highly advantageous at a time when the council faces unprecedented reductions in its government grant.

The principles outlined in the previous plan for management continue to develop and enhance the portfolio and deliver growth.

Actions

- Continue to develop property by property strategy and categorise into Invest/Hold/Dispose
- Drive opportunities for asset enhancement and restructuring
- Consider direct and indirect property investment as a component of the Council's wider Treasury and financial management strategies.
- Develop increased agility to benefit from or mitigate changing market conditions



APPENDIX 1

RISK REGISTER

The previous Asset Management Plan contains an adequate Risk Register at a high level plan level but audit by PWC highlighted potential lower level risks that relate to the activities deliverable at Asset Class and action plan level.

This is fully acknowledged and going forward a more rigorous process will be adopted in Project and Action Plan development so that appropriate Risk Registers are put in place so as to effectively manage these lower level risks.

At a plan level the previous Risk Register will apply but we have introduced one further risk to embed the above culture being 'the lack of appropriate risk registers for all Project and Action Plan activity' as follows:

Risk Title	Opportunity/ Threat	Risk Description	Risk Cause	Consequence
Risk Register	Threat	Not having appropriate Risk Register for all Project and Action Plan Activity	Low level risks and threats impacting delivery and outcomes of Projects and Action Plan Activity	Projects and Action Plan activity may not be delivered or adversely impacted
Corporate Objective	Gross Risk		Residual Risk	Current Risk
1-5	I	P	I	P
1,2,3,4,5	4	2	1	1
Owner	Date risk Reviewed			
JW	Annually			



APPENDIX 2

ACTION PLAN 2015

Project	2015
Occupancy Standards	Ongoing drive for efficiency savings
Carbon Reduction and Renewables	Affordable homes Programme delivered to Code 4
Planned Preventative Maintenance	GF £1.4m programme HRA: £7.5M programme
Community Centres	Implementation of leasing strategy
Regeneration and development	Westgate Development on site Oxpens Car Park Constructed
Investment Portfolio	Complete individual property strategies Invest/Hold/Dispose
Affordable Homes	Complete current programme Identify Phase 2 potential
Housing	Finalise Housing Strategy
Cemeteries	Develop proposals to go/no go point
Leisure	Complete Pavilions refurbishment programme Complete Blackbird Leys Competition Pool



APPENDIX 3

PWC Audit 2013

Price Waterhouse Coopers undertook a review of the existing AMP during 2013 which was supportive and made the following specific recommendations

.

These have been considered in the development of the plan as follows:

- Linkages to Corporate Plan unclear

We have added a summary, “Asset Management Plan on a Page”, which provides clear links to the Corporate Plan and direct references against asset classes

- Risk Register should be extended to individual objectives and actions

We have extended the risk register to ensure that appropriate risk management measures are put in place.

- Plan is not specific and should contain property by property strategies

This has not been fully included within this plan as providing statements on individual properties may prejudice the Council’s commercial position in dealing with assets; but this plan signposts the development of appropriate strategies.

- The plan should include reference to the review process to be undertaken on completion of key projects and capital Programmes

tThe Council has introduced separately a Gateway process for project management which includes such review processes

- Greater detail on how objectives are to be met and the measurement of performance in delivery to be achieved.

This has been addressed through the Gateway project management process to ensure all projects are effectively scoped managed measured and reviewed.



- An Investment fund Strategy should be included identifying problem and low return properties

The Council has a framework for identifying potential low return or problem properties. However, it does not publish details of properties for disposal until the disposal strategy is approved.

- Housing Revenue Assets list strategies require a number of improvements
 - Greater definition required of the strategy, sub-geographies and assets, with details of how these are layered and refreshed
 - Challenge to current use of assets alongside benefit and suitability
 - Source of financing and other models of financing should be considered
 - Tenant Satisfaction should be recorded

These issues are covered in the HRA financial plan and Housing Strategy. However, in the next Asset Management Plan we will include a summary on these points.

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To: City Executive Board

Date: 15 October 2014

Report of: Head of City Development

Title of Report: Frideswide Square: County Council consultation

Summary and Recommendations

Purpose of report: To agree a response to the County Council's consultation on its detailed design proposals for Frideswide Square.

Key decision Yes

Executive lead members: Cllr Bob Price, Board Member for Corporate Strategy, Economic Development and Planning and Cllr John Tanner, Board Member for Cleaner, Greener Oxford, Climate Change and Transport

Policy Framework: Corporate Plan - Vibrant and Sustainable Economy, West End Area Action Plan – more attractive spaces.

Recommendations: That the City Executive Board

1. Express support for the County Council's aspiration to achieve a high quality design for Frideswide Square, which strikes a balance between open spaces and excessive definition and clutter.

2. Ask the County Council to give further consideration to the following important points in formulating its final design:

Clearer differentiation of the shared space routes through the use of colour and specific surfacing materials which will improve the clarity of the designation of shared spaces for cyclists and pedestrians and make the Square user friendly for all groups.

Adequate parking and loading bay provision is allowed for traders and businesses in the Square. Proper provision for taxis moving through the Square.

The development of an approach to signage that is shared and agreed with the City Council

The establishment of an agreed formal structure for the management and control of events and activities in the Square.

Engaging artistic and design support for the lamp columns and other important street furniture, and the preparation of a strategy for the lighting of the Square.

Re-locating the Ox sculpture that is currently at the side of the Said Business School

The retention of some form of water feature on the North side of the Square

Context

1. Frideswide Square is of strategic importance in Oxford and Oxfordshire's road network, handling tens of thousands of car, bus, cycle and pedestrian journeys every day. In particular, it is one of the key bottlenecks preventing reliable journey times for people commuting into Oxford.
2. It is also the gateway to the area for rail passengers. Oxford rail station is one of the fastest growing stations in the country, with 50% growth in passenger numbers since 2003. An estimated 5.5 million people pass through the station each year. Frideswide Square is the main point of arrival and departure for people using the station.
3. Transforming Frideswide Square is a vital part of the regeneration of Oxford's West End, and will help to ensure improved access to the major development sites in the Westgate and Oxpens.
4. The County Council is carrying out a major transport and public realm project to change Frideswide Square from a busy and inefficient road junction to a well-managed gateway to the city. It intends that this work will improve traffic flow, reduce journey times and provide a new, attractive public space with far better facilities for pedestrians and cyclists.
5. The aim is to make the new Frideswide Square a modern gateway to the city in keeping with its status as a world class city to visit, to work and to do business. It is one of a number of proposed major developments that will transform the west end of the city centre including the new Oxford Station Master plan and the planned redevelopment of Oxpens and the Westgate Centre.

Proposal

6. The County Council is currently consulting on the detailed design of the soft and hard landscaping proposals. The current design is still open to change as it is out to consultation at present.

Images and plans are presented in the appendix

Consideration of the Design

Hard landscaping

7. The County Council proposes to use high quality material throughout in accordance with the joint Oxford and Oxfordshire Street Scene Manual; the predominant material on the footways is to be York stone.
8. The rest of the hard landscaping in the square is planned to be at low level and to allow flexibility for how people will use it. There will be low level seating along the planters and some fixed seating is also provided
9. A key consideration for the design has been to decide how much street furniture should be inserted into the space between the highway and the buildings. It could be left as a largely open area without definition, creating a series of large flexible spaces. Or it could be extensively filled with planters, trees, smaller kiosks or buildings and comparable feature to create a series of pathways and 'rooms' within the overall square.
10. The objective is to create greater distinction between the spaces on the north side and south side of the square together with the space in front of the Royal Oxford Hotel. It is likely, too, that greater differentiation will emerge once new development on south side and the island site is known.
11. On balance, the proposals seem to offer an appropriate blend of open space and street furniture.

Access and Equality

12. The design allows users to take a wide variety of routes through the square, while at the same time providing interest and opportunities for people to linger in the square rather than simply traverse through it.
13. One of the challenges of such a large space is the need to provide physical clues for the blind and visually impaired. The access groups have been consulted and they advise that the buildings at the edges will themselves provide some reference points. Confining the traffic to the centre of the square is welcomed by the access groups as this enables those they represent to avoid contact with trafficked areas.
14. A variety of pedestrian crossings have been used in the design. Those at major crossing points are zebra style crossings while others facilitate pedestrian movements through traffic islands such as those on the north side of the Royal Oxford hotel.
15. While supporting the general approach, the City Council considers that the shared cycle and pedestrian routes on either side of the square should be more clearly differentiated from the wider pedestrianized area, through the type and colour of the surfacing in order to maximise security and user confidence for both groups.

Soft Landscaping

16. There is a pair of lines of modest height trees through the middle of the square to reinforce the principle of a 'Boulevard' road through the middle of the square. The intention is to create a simple layout while protecting the larger open public spaces from the busy traffic activity that will occur in the centre of the Square.
17. The City Council agrees that there should be a line of trees to define the spaces in front of the north and south sides of the square and to enclose the traffic and bus stops in the centre. The trees must be of a suitable species so that the eye is still drawn through the space and able to take advantage of the views in and out of the square.

Cycling and pedestrians

18. After lengthy consideration of the issues involved, the County Council is proposing that cycling should be allowed on the central areas of the two largest public spaces in the square, in order to allow cyclists if they wish to pass through the square away from general traffic. The intention is that the areas, as highlighted on the plan, are sufficiently large to allow cyclists and pedestrians to share them comfortably and safely. The areas will have carefully designed paving slabs repeated throughout showing cycle and pedestrian symbols.
19. The provision of a wider highway making provision for cycle lanes beside the traffic lanes was considered but is not proposed as this would significantly reduce the extent of the non- highway public realm..
20. As with other aspects of the design, there is a careful balance to be struck to overcome potential conflicts between pedestrians, cyclists and vehicles. The County Council's proposals are pragmatic and seem on balance to be appropriate.
21. The proposals provide a good response to the varied movement types through the square. Vehicles have been confined to the minimum amount of highway practicable enabling the maximum space to be given over to pedestrians. Cyclists will be able to use the central carriageway in the normal way as well as using two wide shared space routes on either side of the square. The generous pavements adjacent to the buildings are protected for pedestrian use only.
22. The City Council considers, however, that there should be a much clearer differentiation of the shared space routes through the type and colour of surfacing.
23. As in other shared spaces, such as new Inn Hall St and St Ebbes St, cyclists and pedestrians will be expected to take notice of other users' needs and to be aware that the space is shared.

Buses

24. There remains a concern that buses may be disadvantaged by their need to share the highway with other traffic. To date there has been reassurance from the County Council that it will keep the matter under close review. Should it emerge that bus journey times are disadvantaged by the highway design there are already traffic lights and bus gates both on the Botley Rd and at the southern end of St Giles. These could be altered if greater priority to buses for buses is felt to be required.

Becket Street, Loading and Taxis

25. The City Council is concerned about the adverse impact on local residents of extra traffic along Becket Street. The City Council is concerned that adequate parking and loading bay provision is allowed for traders and businesses in Frideswide Square. The City Council wants to see proper provision for taxis moving through Frideswide Square.

Signage

26. The design proposals give no indication of any signage, either for traffic, pedestrians, cyclists or for other purposes.
27. The signs, especially large highway signs to guide traffic through space, have the potential to have a marked and possible adverse impact on space. The City Council considers that the County Council should prepare a signage strategy that is shared and agreed with the City Council.

Events and activities

28. Another of the objectives of the designers has been to provide spaces that would enable a wide range of events and other well managed activities to take place from time to time. This might even be on a more permanent basis such as pop up market stalls, art displays, café seating.
29. A lot of consultees have suggested that there is quite a wide range of activities and events that might make use of the spaces to be provided in the square. The range of such activities being suggested is extensive and includes one off events such as temporary exhibitions, open air cinema or theatre or larger public gatherings.
30. These proposals are ones that have much to commend them. While for much of the time the square will be a busy thoroughfare, such activities and events will bring much valuable vitality and interest to the space at this important gateway to the city centre, but it is clear that all of these activities would need to be carefully managed by the City and County Councils in consultation with local residents and building owners
31. The City Council considers that the two councils should put in place a structure for the management and control of events and activities in the square that is both reactive to requests from others as well as being positively planned

Art

32. The County Council has recognised the value of public art and has indicated that, in partnership with the City Council, it will discuss with stakeholders about how public art could form part of the square's design. The City Council has made it a requirement of its grant towards the cost of the square that this should be used for public art and involves its agreement.
33. The City Council seeks the consideration of public art to be brought forward in the design process timetable and not left to something that follows on from the current design of the square.
34. There are important opportunities now to involve the local and wider artistic community in helping to design aspects of the square. In particular some of the key pieces of street furniture should involve artists in their design rather than being chosen from a product catalogue. This could include the street light columns which will be very prominent features in the space together with litter bins, planters and seats. There should also be such artist involvement in the lighting strategy. There is much that can be done beyond simply providing standard highway lighting to meet safety guidelines.

The large Ox sculpture.

35. The County Council is considering the relocation of the Ox statue elsewhere within the square. This sculpture is owed by the University of Oxford and is located on the western side of the Said Business School, facing the current station entrance. Locations being considered include the centre of the largest traffic island. The relocation of the Ox to another part of the square seems sensible in order to give it greater prominence in the re-designed space.

Water

36. The design currently includes a water feature or a rill on the north side of the square. The use of water in physical structures can enhance the environment, help direct people through the space and also give a measure of distinctiveness to the north side of the square and the City Council considers that this feature should be retained and not lost in a subsequent value engineering exercise.

Oxford Design Review Panel Report

37. The ODRP had a presentation from the County Council and reviewed the design of the Square on 17 June 2014. In its report it has commented:

“The proposed design is sound. We applaud the detailed traffic modelling and proposed street design that successfully prioritises pedestrians and cyclists. We recommend developing a clearer identity and use strategy for Frideswide Square to ensure that the space is active throughout the day.”

38. The County Council is considering the ODRP comments as part of its response to the consultation.

Current Timetable

39. Detailed design: May - Oct 2014
- a. End of consultation 12th September
 - b. County Council informal cabinet 26th September
 - c. County Council Cabinet decision on final design 21st October

Enabling works: Sept to Dec 2014

Main work: Feb to Dec 2015

Level of risk

40. This is a County Council project, which will bear all the risks for its project.

Climate change / environmental impact

41. There are no implications directly flowing from this report. However, the County Council's design concept for the Square seeks to ease the flow of traffic and also encourage cycling and pedestrian flows through the Square. This design should reduce the climate change impacts of the motorised traffic currently using this busy junction.

Equalities impact

42. As above, there are no implications directly flowing from this report. However, the County Council's design concept for the Square seeks to ease the flow of traffic and also encourage cycling and pedestrian flows through the square. Improving the ability of pedestrians, in particular, by making the Square a more pleasant environment should meet equalities aspirations.

Financial implications

43. The full cost of the project is £5.5 m. The City Council has agreed to make a contribution of £670,000.
44. The level of grant is capped at £670,000. There has been no request that the City Council contribute to a proportion of the costs of the County Council's project. Therefore the City Council will have no liability should the costs escalate. This point has been confirmed in the legal agreement.

Legal Implications

45. A legal agreement has been agreed with the County Council. The purpose of the agreement is to safeguard the interest of the City Council and ensure that the money is only paid across to the County Council at the appropriate stages and if not used or if the project is abandoned or altered to a much down-graded scheme will be returned to the City Council.

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List of background papers: None

To: City Executive Board
Date: 15 October 2014
Report of: Head of City Development
Title of Report: Annual Monitoring Report 2013/14

Summary and Recommendations

Purpose of report: To approve the Annual Monitoring Report for publication

Key decision? No

Executive lead member: Councillor Bob Price

Policy Framework: The Annual Monitoring Report enables an assessment to be made of the effectiveness of the planning policies in Oxford's Local Development Plan.

Recommendations: The City Executive Board is asked to:

1. Approve the Annual Monitoring Report 2013/14 for publication.
2. Authorise the Head of City Development to insert the housing trajectory data required under Indicator 10 when the URS Strategic Housing Land Availability Assessment is completed.
3. Authorise the Head of City Development to make any necessary additional corrections to the document prior to publication.

Appendix 1: Annual Monitoring Report 2013/14
Appendix 2: Risk Assessment

Introduction

1. The City Executive Board is asked to consider the Annual Monitoring Report (AMR) before it is published. This is the City Council's tenth AMR to assess the effectiveness of planning policies contained within Oxford's Local Development Plan. It covers the period 1st April 2013 to 31st March 2014 and is a factual document.

2. The former requirement under the Planning and Compulsory Purchase Act for every local planning authority to submit an AMR to the Secretary of State has been removed by the Localism Act 2011. However section 113 of the Localism Act still requires Local Planning Authorities to publish monitoring reports at least yearly in the interests of transparency. Regulations require this monitoring information to be made available online and in council offices as soon as possible once the information becomes available. The monitoring data is currently only collected annually, but it may be possible in future to publish some data during the year if it becomes available more frequently.
3. The AMR provides feedback to Members, stakeholders and residents on the performance of planning policies and whether the objectives of those policies are being achieved. In doing so, monitoring enables the City Council to respond more quickly to changing priorities and circumstances. In addition, statutory plans are assessed at independent examination on whether the policies are founded on robust and credible evidence, and whether there are clear mechanisms for implementation and monitoring.
4. As the AMR is a factual and reporting document, there is sometimes data which comes in late or requires correction prior to publication. This year we are awaiting the figures for Oxford's housing trajectory, which will come from the Strategic Housing Land Availability Assessment (SHLAA) which is expected to be completed in early October. The City Executive Board is asked to authorise the Head of City Development to insert the housing trajectory data when the SHLAA has been completed.

Monitoring Indicators

5. The Localism Act retains the requirement for monitoring reports to set out information relating to the implementation of the Local Development Scheme and the extent to which the policies set out in Local Development Documents are being achieved. It is also the place to report on how the Duty to Co-operate is undertaken, and on any Neighbourhood Plans that are coming forward.
6. There is no longer any formal national guidance, nor any national core output indicators. Local Planning Authorities can decide what to include in accordance with relevant UK and EU legislation.
7. Most of the indicators and targets selected in the AMR are required because the City Council made a commitment to monitor such data in adopted documents such as the Core Strategy. In addition, many of the former national indicators have been retained because they continue to provide useful information, for instance in relation to the Housing Trajectory and land developed for employment uses.

8. This is the first year that the AMR has included Core Strategy Sustainability Appraisal Monitoring, Sites and Housing Plan Monitoring, Community Infrastructure Levy (CIL) Monitoring and appeal decision monitoring. More information has also been added to the snapshot of Oxford and the Statement of Community Involvement monitoring sections.

Findings of the 2013/14 Annual Monitoring Report

9. During the 2013/14 monitoring year, good progress was made on the production of a range of planning policy documents. The Affordable Housing and Planning Obligations, Oxpens Masterplan and Jericho Canalside Supplementary Planning Documents (SPDs) were all adopted during the monitoring year, as was the CIL Charging Schedule. Significant progress was also made on the Northern Gateway Area Action Plan and Diamond Place SPD.
10. In relation to policy monitoring, a traffic-light approach has been applied to reflect performance against targets and objectives. The vast majority of indicators scored either green or amber ratings.

	GREEN Targets and objectives have been met, or data indicates good progress towards meeting them.	AMBER Limited progression towards meeting targets / insufficient information to make an assessment.	RED Data indicates under-performance against targets and objectives.
Vibrant Sustainable Economy	5 (56%)	3 (33%)	1 (11%)
Meeting Housing Needs	1 (17%)	4 (66%)	1 (17%)
Strong Active Communities	5 (100%)	-	-
Cleaner Greener Oxford	12 (92%)	1 (8%)	-
Overall Performance 2013/14	23 (70%)	8 (24%)	2 (6%)

11. Overall performance against indicators is positive, with the majority scoring green ratings for meeting or making considerable progress towards targets in 2013/14. Indicator performance was particularly strong for environmental and social indicators, with 100% of Strong Active Communities targets and 92% of Cleaner Greener Oxford

targets scoring green ratings. This reflects the significant progress that has been made towards delivering major regeneration and development projects in the city, as well as the Council's commitment to protecting and enhancing Oxford's historic buildings and open spaces.

12. Performance against economic and housing indicators was more mixed, as economic conditions have continued to be challenging during the monitoring year. Two indicators scored red ratings indicating under performance against their targets: employment development on allocated sites and affordable housing completions.
13. Although this is disappointing, activity in the construction industry is increasing and performance is expected to improve in subsequent monitoring years. For example, although there were no affordable housing completions during the monitoring year, this was anticipated as there were no permissions granted for affordable housing in the previous monitoring year and the Corporate Plan target for 2013/14 was low, at only 4 units.
14. Affordable housing delivery is expected to rise in subsequent years as planning permission was granted for 599 (gross) affordable homes during the monitoring year, representing a potential net gain of 493 affordable dwellings if all schemes are implemented. 220 of these homes (114 net) are proposed on Oxford City Council sites. A further 354 affordable homes have been granted outline permission at the Barton Strategic site, a joint venture between the City Council and a private developer. The 2014-18 Corporate Plan sets a higher target of 180 affordable homes to be delivered in 2014/15, reflecting expectations that affordable housing delivery is set to increase in future monitoring years.
15. Members may also wish to note that to date 230 residential units have been permitted under the prior approval scheme introduced in May 2013 for changes of use from B1a office to C3 residential. 167 of these units were granted prior approval during the 2013/14 monitoring year. These applications are not required to make any contribution towards affordable housing, nor in most cases CIL. They can result in a poor standard of residential accommodation, as well as a loss of office space across the city. The City Council are currently in the process of introducing an Article 4 Direction to remove these permitted development rights on key employment sites. The Direction is due to come into force on 28 March 2015 unless the Secretary of State were to intervene in the meantime.
16. Similarly, although no employment developments were completed on allocated sites in 2013/14, it is anticipated that the situation will improve in subsequent monitoring years as a number of planning applications have been approved and more are under consideration.

17. The Annual Monitoring Report includes an annual update on the progress made by each of the two universities against the Core Strategy policy target that no more than 3,000 full-time students live in the community (not in accommodation provided by the relevant university).
18. This year both universities are above the 3,000 threshold, albeit both only marginally. The University of Oxford had 3,020 students living outside of university provided accommodation. As of 1 December 2013, when the data was collected, Oxford University had another 209 units under construction, of which it is understood that 192 are now occupied. The University therefore expects to be below the threshold in the 2014/15 year.
19. Oxford Brookes University had 3,072 students without a place provided in university accommodation. The university has explained that this was a result of volatile market conditions, following changes to national government policy, which made it very difficult to predict student behaviour and market responses. In the event, Brookes recruited above target resulting in a figure just above the 3,000 threshold. The university adds that the increase in students living outside of university provided accommodation is significantly less than the increase in student numbers, demonstrating the effectiveness of actions taken to provide and encourage use of university accommodation. Oxford Brookes halls of residence occupancy rates have risen from 87% in 2012/13 to 96% in 2013/14. There were also an additional 95 student places in halls of residence and 51 places in nominated halls in 2013/14 when compared to the previous monitoring year. Oxford Brookes has taken compensatory action in the 2014 recruitment round by recruiting to lower targets. It is therefore anticipated that the university will come back below the 3,000 threshold in the 2014/15 year.

Level of Risk

20. A risk assessment has been undertaken and the risk register is attached (Appendix 2). All risks have been mitigated to an acceptable level.

Climate Change/ Environmental Impact

21. The Cleaner Greener Oxford section of the AMR provides information on a range of environmental indicators including data on biodiversity, heritage issues, and compliance with the Natural Resources Impact Analysis (NRIA) requirements. The majority of indicators in this section (92%) are recorded as green, and it is clear that the City Council's adopted planning framework is not only helping to maintain the

outstanding quality of Oxford's environment, but is also making a useful contribution to the wide range of measures which the City Council and its partners are using to tackle the challenges of climate change.

Equalities Impact

22. There are no direct equalities impacts arising from this report.

Financial Implications

23. There are no direct financial implications arising from this report.

Legal Implications

24. There are no direct legal implications arising from this report.

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Local Development Framework

Annual Monitoring Report

April 2013 - March 2014



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Published October 2014

Translations available

अनुवादों की आवश्यकता है
提供有翻譯本
तरजमे उपलब्ध हैं
उत्तम में मिल सकते हैं
ترجمہ دستیاب ہے

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If you would like a copy of the document in larger print, Braille or audio tape, please contact the Planning Policy team.

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Introduction

1.1 This is Oxford City Council's tenth Annual Monitoring Report (AMR) of Oxford's Local Development Plan. It covers the 12 month period from 1 April 2013 - 31 March 2014.

1.2 Monitoring is essential to establish what is happening now and what may happen in the future and to compare these trends against existing policies and targets to determine what needs to be done. It provides crucial feedback on the performance of planning policy and its surrounding environment. As the delivery of sustainable development and sustainable communities are a key focus of planning, monitoring provides a check on whether those aims are being achieved. Monitoring will also enable the City Council to respond more quickly to changing priorities and circumstances.

1.3 Oxford's Local Development Plan (Core Strategy, Sites and Housing Plan, adopted Area Action Plans and the saved parts of the Local Plan) are monitored in order to assess:

- Whether policies and related targets have been met, or progress is being made towards meeting them, or if not, the reasons why;
- What impact the policies are having in respect of other national and local targets;
- Whether policies in the Local Development Plan need adjusting, or replacing, because they are not working as intended;
- Whether the policies need changing to reflect changes in national policy; and
- If policies or proposals need changing, the actions needed to achieve this.

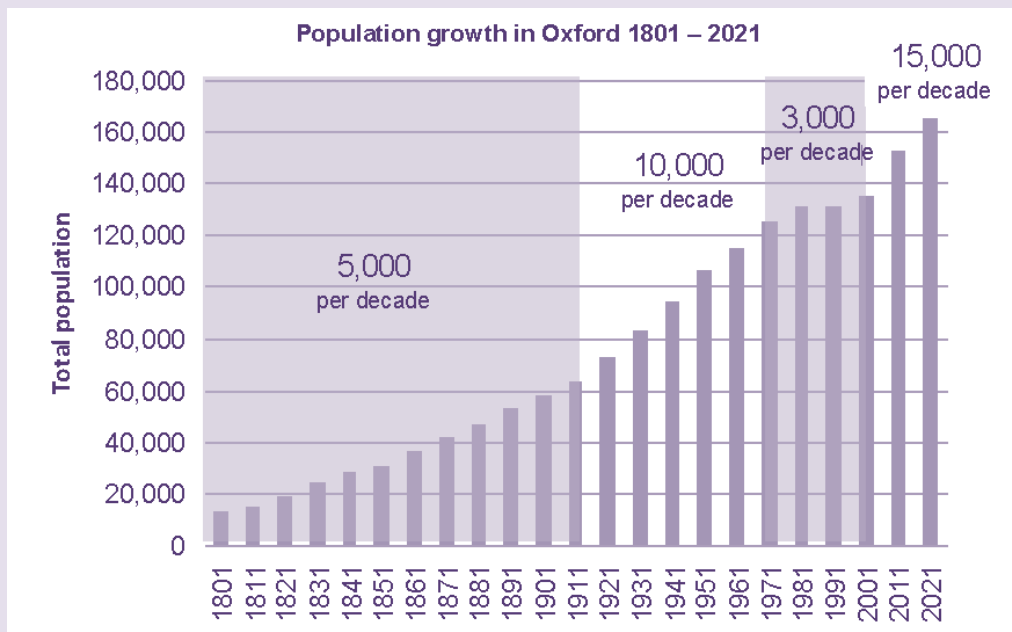
1.4 This report also includes the following, additional aspects of planning policy monitoring:

- Local Development Scheme monitoring;
- Statement of Community Involvement monitoring;
- Neighbourhood Plan monitoring;
- Community Infrastructure Levy monitoring;
- Duty to Co-operate monitoring;
- Appeals monitoring; and
- Sustainability Appraisal monitoring.

Oxford Snapshot 2013/14

Key Figures	
Total area	17.6 square miles / 46 sq km
Green belt (% of total area)	27%
Listed buildings	Over 1,600
Conservation areas	18
Sites of special scientific interest	12
Tree preservation orders	227 TPOs made since 1982
Planning applications received	3,726 (all application types)

Population	
Total population	151,900 ¹
Annual population turnover	25% ¹
Students as % of adult population	24% ¹ (approximately 32,800 full time university students ¹)
Non-white British population	28% ¹
Population changes over time	



Oxford is currently in the middle of a new and distinct period of rapid population growth, adding around 15,000 people per decade. Oxford’s population grew by 12% from 2001-2011, making it the sixth fastest growing English city. Oxford’s population is projected to increase by another 13,000 people by 2021.

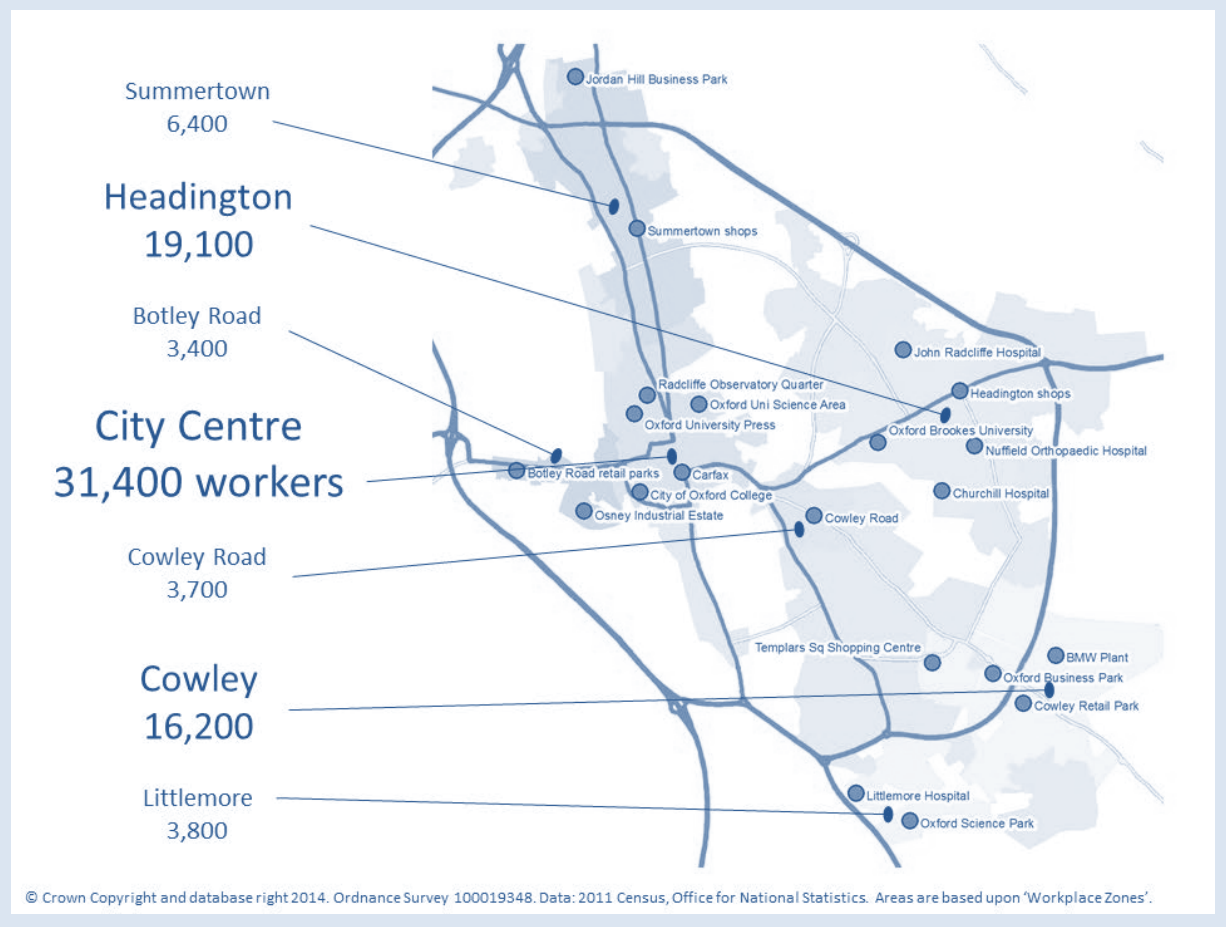
Strong Active Communities	
Life expectancy at birth	Men: 79 years ¹ , Women: 83 years ¹ Men from the least deprived areas can expect to live 8.3 years longer than those in the most deprived areas of Oxford, women 6.6 years longer.
% population in good or very good health	87% ¹
Areas of the city amongst the 20% most deprived parts of the country	Of 85 ‘super output areas’ in Oxford, 12 are among the 20% most deprived areas in England. These areas are in the Leys, Littlemore, Rose Hill and Barton areas of the city ² .

¹UK Census (2011)

² English Indices of Deprivation (2010)

Vibrant Sustainable Economy

Number of buisnesses	4,105 ³
Employment (by sector)	
Private sector activities	55,500 (51%) ⁴
Higher education	21,000 (19%) ⁴
Public sector activities	32,500 (30%) ⁴
Total number of jobs	109,000 (100%) ⁴
People commuting into Oxford for work	40,000 ¹
Unemployment	5,200(5.6% of Oxford's economically active population) ⁵
Annual number of visitors	9.5 million (approximately)
Low or no qualifications	22% of Oxford's population ⁵
Degree level qualifications (NVQ4 +)	43% of Oxford's population ⁵
Employment distribution in Oxford	



Cleaner Greener Oxford

Carbon emissions per capita	6.2tonnes per resident ⁶
% of Oxford's residents travelling to work by car	20% ¹

¹ UK Census (2011)

² English Indices of Deprivation (2010)

³ Inter Departmental Business Register 2013 (Office for National Statistics)

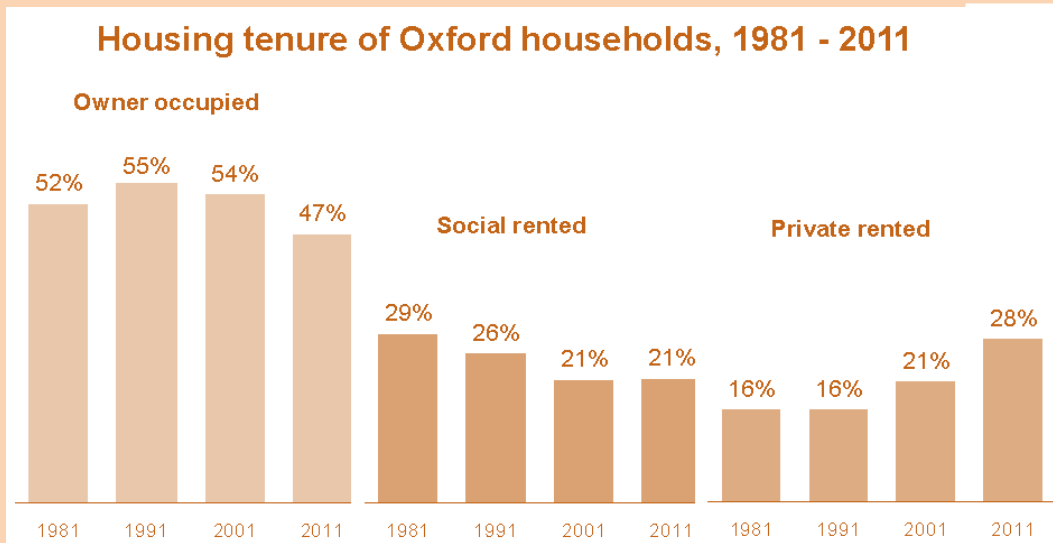
⁴Business Register and Employment Survey 2011 (Office for National Statistics)

⁵Oxford Profile 2013

⁶ Oxford City Council Home Energy Conservation Act Further Report March 2013

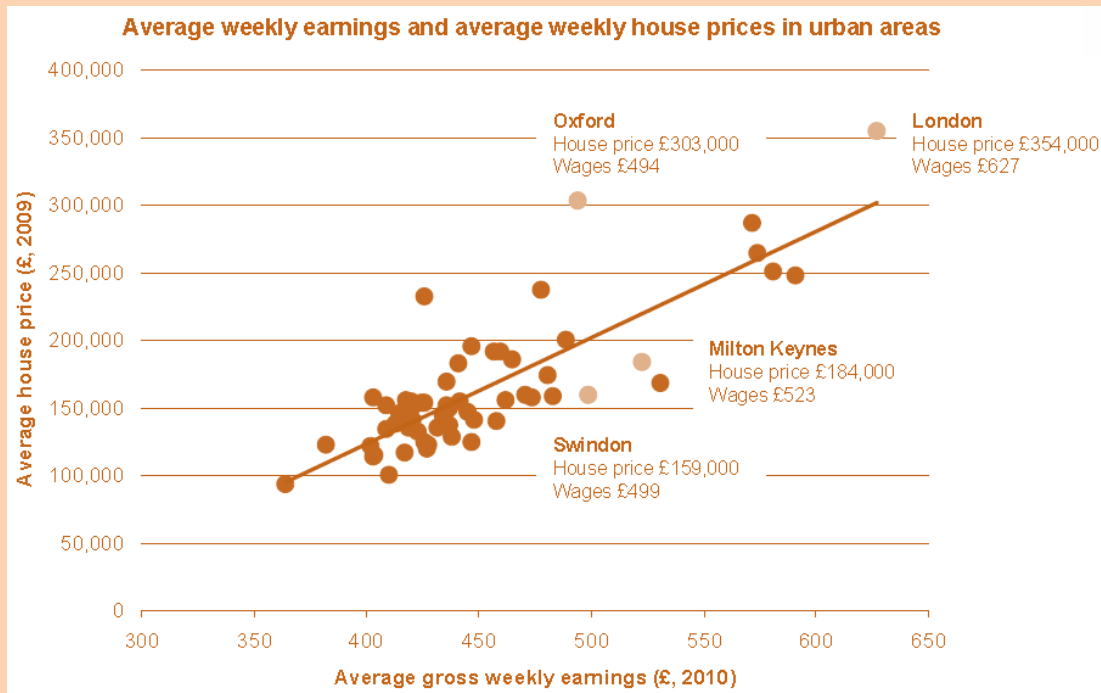
Meeting Housing Needs

Total number of households	55,400 ¹
Housing tenure changes over time	



Over the last 20 years the proportion of Oxford's households who own their home has declined from 55% in 1991 to 47% in 2011. Whilst the proportion who live in social rented property (rented from the council or a housing association) has declined since 1981, the proportion of households living in private rented homes has almost doubled from 16% to 28%, meaning that as of 2011 more households now rent than own their home.

Mean average house price	£355,884 ⁷ (England: £246,764 ⁷)
Median average house price	£265,000 ⁸ (England: £184,000 ⁸)
House price affordability	



⁷ DCLG Live tables on housing market and house prices: Table 581(2013 Quarter 2)

⁸ DCLG Live tables on housing market and house prices: Table 582 (2013 Quarter 2)

Objectives

Corporate Plan 2013-17

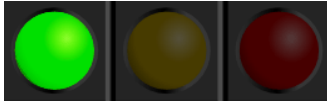
A Vibrant, Sustainable Economy
<p>Our Ambition: A strong local economy, supported by effective education and training</p> <p>Approach:</p> <ul style="list-style-type: none"> ▪ Promoting growth of enterprise, the knowledge-based economy and jobs ▪ Improving the skills of the workforce ▪ Increasing the availability of land for commercial development
Meeting Housing Needs
<p>Our Ambition: More affordable, high-quality housing in Oxford</p> <p>Approach:</p> <ul style="list-style-type: none"> ▪ Building new homes ▪ Providing a high quality landlord service ▪ Improving standards in the private rented sector ▪ Reducing homelessness ▪ Piloting direct payments and universal credit
Strong Active Communities
<p>Our Ambition: Communities that are socially cohesive and safe, and citizens who are actively engaged in pursuing their own well-being and that of their communities</p> <p>Approach:</p> <ul style="list-style-type: none"> ▪ Promoting youth ambition ▪ Supporting older people ▪ Involving our communities ▪ Building safe communities ▪ Celebrating One City Oxford
Cleaner Greener Oxford
<p>Our Ambition: A cleaner, greener Oxford - in the city centre, in our neighbourhoods and in all public spaces.</p> <p>Approach:</p> <ul style="list-style-type: none"> ▪ Recycling and refuse collection ▪ Improving cleanliness in streets, neighbourhoods and open spaces ▪ Reducing the Council's carbon footprint ▪ Reducing the city's carbon footprint
Effective and Efficient Council
<p>Our Ambition: A flexible and digitally enabled organisation, delivering high-quality, value-for-money services</p> <p>Approach:</p> <ul style="list-style-type: none"> ▪ The customer first programme ▪ Improving our processes ▪ Better procurement and contract management ▪ Trading and business development ▪ Organisation development

Oxford: A world Class City for Everyone 2012-18 (Oxford Strategic Partnership)

1.5 The Oxford Strategic Partnership's vision is that Oxford should be a city in which all citizens feel happy to live and experience a high quality of life: a world-class city for everyone.

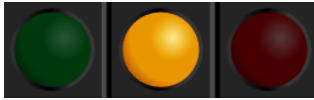
The Traffic Light System

1.6 The following symbols are used throughout the report to summarise how each indicator is performing in relation to the target:



Explanation: Targets and objectives have been met, or data indicates good progress towards meeting them.

Action: None required.



Explanation: Limited progression towards meeting target or where there is insufficient information to make an assessment.

Action: The policy requires close attention during the following monitoring year.






Explanation: Data indicates under-performance against targets and objectives.

Action: Monitor the policy closely during the following monitoring year. Consecutive red scores may indicate that policies require adjusting, or replacing, because they are not working as intended or are no longer relevant.

Summary of Findings

1.7 Overall performance against indicators:

			
Vibrant Sustainable Economy	5 (56%)	3 (33%)	1 (11%)
Meeting Housing Needs	1 (17%)	4 (66%)	1 (17%)
Strong Active Communities	5 (100%)	-	-
Cleaner Greener Oxford	12 (92%)	1 (8%)	-
Overall Performance 2013/14	23 (70%)	8 (24%)	2 (6%)

1.8 Overall performance against indicators is fairly positive, with the majority scoring green ratings for meeting or making considerable progress towards targets in 2013/14. Indicator performance was particularly strong for environmental and social indicators, with 100% of Strong Active Communities targets and 92% of Cleaner Greener Oxford targets being achieved. This reflects the significant progress that has been made towards delivering major regeneration and development projects, as well as the Council's commitment to protecting and enhancing Oxford's historic buildings and open spaces.

2.1 Performance against economic and housing indicators was more mixed, as economic conditions have continued to be challenging during 2013/14. Two indicators scored red ratings indicating under performance against their targets: employment development on allocated sites and affordable housing completions.

2.2 Although this is disappointing, activity in the construction industry is increasing and performance is expected to improve in subsequent years. For example, although there were no affordable housing completions during the monitoring year, this was anticipated as there were no permissions granted for affordable housing in the previous monitoring year and the Corporate Plan target for 2013/14 was low, at only 4 units. Affordable housing delivery is expected to rise in subsequent years as planning permission was granted for 599 (gross) affordable homes during the monitoring year, representing a potential net gain of 493 affordable dwellings if all schemes are implemented. 220 of these homes (114 net) are proposed on Oxford City Council sites. A further 354 affordable homes have been granted outline permission at the Barton Strategic site, a joint venture between the City Council and a private developer. The 2014-18 Corporate Plan sets a higher target of 180 affordable homes to be delivered in 2014/15, reflecting expectations that affordable housing delivery is set to increase in future monitoring years.

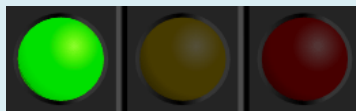
2.3 Similarly, although no employment developments were completed on allocated sites in 2013/14, it is anticipated that the situation will improve in future monitoring years as a number of planning applications have been approved and more are under consideration.

A Vibrant, Sustainable Economy

Indicator 1: EMPLOYMENT LAND SUPPLY

Target: Strengthen and diversify the economy and provide a range of employment opportunities
(Oxford Core Strategy Policy CS27)

Performance against target 2013/14:



Performance in previous two years:



2.4 Employment sites allocated in Oxford’s Local Development Plan provide a good supply of land to support economic growth up to 2026. Figure 1 shows the amount of employment land currently available for employment development in Oxford. Estimates for the West End and Northern Gateway have been included in the totals column, although the breakdown between uses is unknown at present.

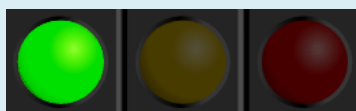
Employment Development Sites	B1a (Offices)	B1b (Research + development)	B1c (Light industry)	B2 (General industry)	B8 (Storage or distribution)	Total
Sites and Housing Plan Allocated Sites (ha)	27.56	11.53	2.16	9.92	-	51.17
West End and Northern Gateway (ha)	-	-	-	-	-	14.90
Protected Key Employment Sites (ha)	27.81	-	26.01	109.56	11.00	174.38
Total Gross Employment Land Supply (ha)						240.45

Figure 1: Oxford’s employment land supply up to 2026

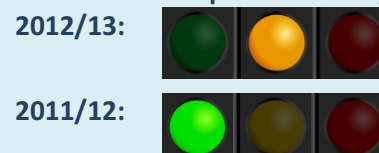
Indicator 2: EMPLOYMENT LAND LOST TO OTHER USES

Target: No loss of key protected employment sites
(Oxford Core Strategy Policy CS28)

Performance against target 2013/14:



Performance in previous two years:



2.5 Employment land in Oxford has consistently been lost to other uses. It is important to monitor this so that there is a regular, up-to-date assessment of the amount of land available to deliver future economic growth.


2.6 In the 2013/14 monitoring year there was only a relatively small loss of employment land, less than a fifth of a hectare (0.17 ha). None of the land lost was from a key protected employment site.

2.7 It is interesting to note that of the small amount of employment land lost to other uses, the majority has been from B1a (office) use. The Government introduced changes to ‘permitted development rights’ from 30th May 2013 to allow premises in B1a office use to change to C3 residential under ‘prior approval’. The full impacts of this change are likely to be seen in subsequent monitoring reports.

Indicator 3: EMPLOYMENT DEVELOPMENT ON PREVIOUSLY DEVELOPED LAND


Target: No employment development on greenfield land unless it has been specifically allocated for development (Oxford Core Strategy Policy CS2)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



	B1a (Offices)	B1b (Research + development)	B1c (Light industry)	B2 (General industry)	B8 (Storage or distribution)
Gross Employment Area (ha)	-	1.1507	0.0146	-	-
% on previously developed land	-	100%	100%	-	-

Figure 2: Employment development completed on previously developed land in 2013/14

2.8 Figure 2 shows, that of the small amount of employment development that was completed during the monitoring year, all was located on previously developed land. This indicator shows that the focus for employment development continues to be on brownfield land. This is positive and in accordance with the policies in Oxford’s Local Development Plan and the National Planning Policy Framework (NPPF).

Indicator 4: EMPLOYMENT DEVELOPMENT ON ALLOCATED SITES

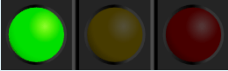
Target: Strengthen and diversify the economy and provide a range of employment opportunities (Oxford Core Strategy Policy CS27)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



2.9 This indicator looks at developments completed on sites allocated for employment in Oxford’s Local Development Plan. Figure 3 shows that no employment development has been completed on allocated sites during the monitoring year.

	B1a (Offices)	B1b (Research + development)	B1c (Light industry)	B2 (General industry)	B8 (Storage or distribution)	Total
2013/14 Gross external floorspace (m²)	0	0	0	0	0	0
2012/13 Gross external floorspace (m ²)	9,097	1,924	0	0	0	11,021
2011/12 Gross external floorspace (m ²)	651	0	0	0	0	651

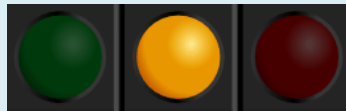
Figure 3: Employment development completed on allocated sites in 2013/14

2.10 Although no employment developments were completed on allocated sites in 2013/14, it is anticipated that the situation will improve in subsequent monitoring years. Planning permission was granted in August 2014 for medical research facilities, including office space, at the John Radcliffe Hospital (planning application reference 13/03369/FUL). Planning applications for the Former Travis Perkins Site on Chapel Road and Wolvercote Paper Mill were also under consideration at the time of writing, with both applications including employment uses.

Indicator 5: PLANNING PERMISSIONS FOR NEW CLASS B1 USES

Target: Strengthen and diversify the economy and provide a range of employment opportunities
(Oxford Core Strategy Policy CS27)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



Monitoring Year	B1a (Offices)	B1b (Research + development)	B1c (Light industry)
2013/14 (floorspace m ²)	263	-	-
2012/13(floorspace m ²)	-	-	-
2011/12(floorspace m ²)	-	30,638	-

Figure 4: Planning permissions granted for new Class B1 uses in 2013/14

2.11 Figure 4 shows that a small amount of B1 floorspace was granted planning permission this monitoring year. This was for B1a (office) use. However, planning permission was also granted for 3,509m² of floorspace for Class B1, B2 or B8 uses at the former DHL site on Sandy Lane, which may also contribute towards this target (although the precise breakdown between uses is unknown at present). This shows an improvement on the previous monitoring year when there were no planning permissions granted for new B1 uses.

2.12 A number of major applications for employment development are also likely to come forward in subsequent years, including the Northern Gateway (55,000m²), Oxpens and Oxford Railway Station.

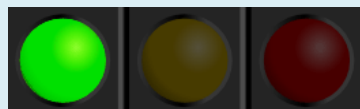
Indicator 6: LAND FOR KEY EMPLOYMENT USES

(Hospital healthcare, medical research and academic)

Target: Majority (more than 50%) of new hospital healthcare and medical research development to focus on Headington and Marston. 100% of new academic (teaching and study) development to focus on existing sites under the control of the universities.

(Oxford Core Strategy Policies CS29 & CS30)

Performance against target 2013/14:



Performance in previous two years:



2.13 This indicator looks at developments permitted, under construction, and completed for B1a (office), B1b (research and development) and D1 (non-residential institution) uses related to Oxford’s universities and hospitals.

	B1a (Offices)	B1b (Research and development)	D1 (Non-residential institution)
Permitted - Gross internal floorspace(m ²)	-	-	48,000 (outline)
Commenced - Gross internal floorspace(m ²)	-	-	
Completed - Gross internal floorspace(m ²)	-	11,507	

Figure 5: Completions, commencements and permissions for B1a ,B1b and D1 uses relating to hospital healthcare, medical research and academic uses in 2013/14

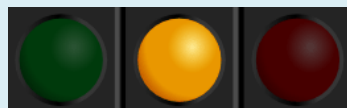
2.14 Figure 5 shows that no Class B1a floorspace related to Oxford’s hospitals and universities was permitted, commenced or completed during the monitoring year. However,11,507m² of B1b floorspace was completed, with two University of Oxford medical research buildings being completed in June 2013. This development was on an existing university site.

2.15 Outline planning permission was granted for 48,000m² of Class D1 office floorspace at the Old Road Campus in Headington in July 2013. Planning permission has since been granted for the construction of the Big Data Institute medical research building, which was part of the reserved matters of the above outline permission. This development is on an existing University of Oxford site within the Headington and Marston area as envisaged in the Core Strategy.

Indicator 7: LOCATION OF NEW RETAIL DEVELOPMENT

Target: 100% of new A1 retail development to be within the six areas of Oxford’s retail hierarchy
(Oxford Core Strategy Policy CS31)

Performance against target 2013/14:



Performance in previous two years:
2012/13:



2011/12:



2.16 Policy CS31 of the Core Strategy sets out Oxford’s retail hierarchy. It states that a sequential test should be applied when assessing applications for new retail development.

Application Reference	Site	Description of Development	Within the six areas of Oxford’s retail hierarchy?
13/02557/OUT(Committee resolved to grant permission subject to the completion of a legal agreement)	Westgate	Outline application for retail-led mixed use development providing A1 (retail), A2 (finance and professional services) and/or A3 (restaurants and cafes) and/or A4 (public house, etc.) and/or A5 (hot food takeaways) uses, C3 (residential) and D2 (assembly and leisure) uses.	Yes – City centre(primary shopping area) and edge-of-city centre.
13/01383/OUT	Barton	Outline application for residential-led mixed used development including a maximum of 2,500m ² (gross) Class A1, A2, A3, A4 and A5 uses (with a maximum of 2,000m ² (gross)foodstore Class A1).	No - Creation of a new commercial centre

Figure 6: A1 (retail) developments granted planning permission in 2013/14

2.17 Figure 6 shows planning permissions granted for newA1 retail development within the monitoring year. Although only two permissions were granted in 2013/14, they were both for major retail developments.

2.18 The majority of the proposed Westgate development falls within the primary shopping area, although the anchor department store sits just outside of this, in an edge-of-city centre (primary shopping area) location. Both ofthese locations form part of Oxford’s retail hierarchy. The proposed development was considered appropriate to the role and function of the city centre.

2.19 The retail development proposed at Barton forms part of a wider residential development. The retail element is to form part of a local centre that will serve the new community’s needs. The Inspector’s report on the Barton AAP examination stated: *“Policies BA10 and BA11 make provision for a Local Centre including a 2,000 square metres convenience retail use and a multi-purpose community hub... The provision of these facilities within the strategic development site is consistent with the requirements of the Core Strategy and will promote the creation of a*

sustainable new community, rather than simply a vast new housing estate. These policies are underpinned by robust evidence, including a retail assessment”

Vibrant, Sustainable Economy

Indicator 8: MARKET AND VITALITY INDICATORS

Target: Local Plan targets for A1 uses on designated frontages in the city and district centres should be met (Saved Oxford Local Plan Policies RC3 & RC4)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



Vacancy Rates

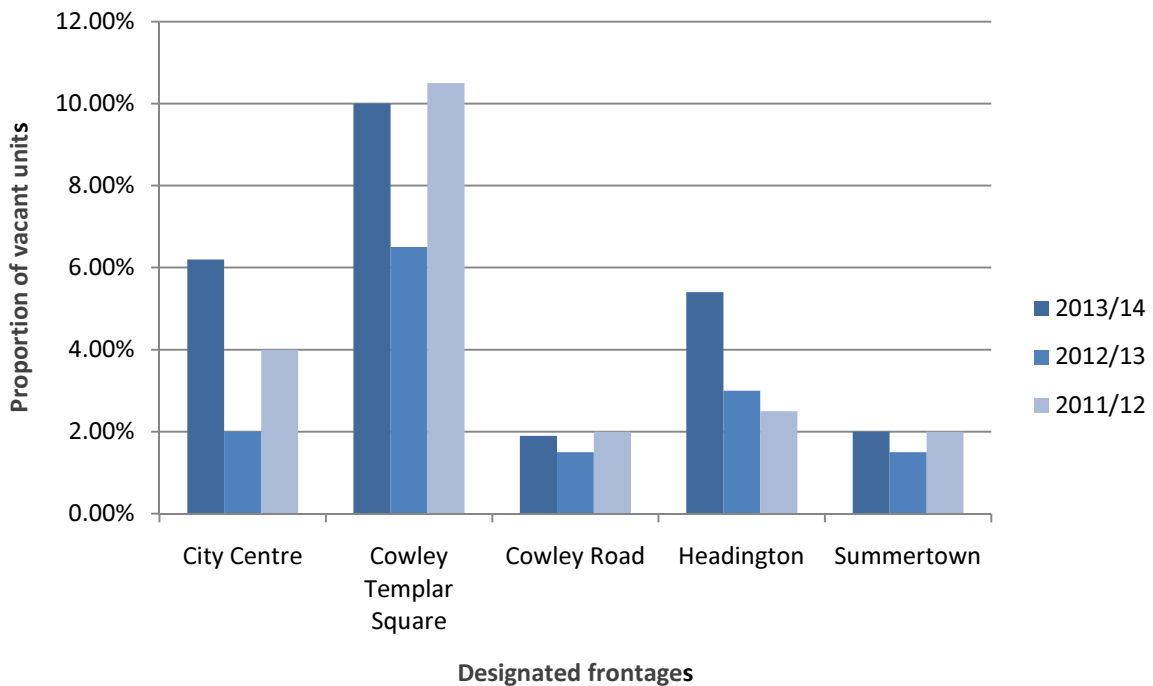


Figure 7: Percentage of vacant shops in the city and district centres (February 2014 Retail Survey)

2.20 The proportion of vacant units is one of the key market indicators used to measure the vitality and viability of existing centres. The economic conditions during the monitoring year for businesses continued to be challenging. The proportion of vacant units in the city centre increased in comparison to the previous year, rising from 2% to 6%. However, compared with national vacancy rates for city centres this is still relatively low. There has also been a slight increase in vacancies in Headington district centre, whilst Cowley Templar Square’s levels have increased significantly from the previous year to 10%. Summertown and Cowley Road both show very low vacancy rates of only 2%.

Vitality

	Local Plan Target for A1 (Retail)	Actual A1(Retail)	Actual A2(Financial & professional services)	Actual A3, A4, A5 (Food & drink)	Other Uses (Not falling under Class A)
City Centre	75%	77.73%	9.48%	11.38%	1.41%
Cowley Road	65%	50.33%	9.93%	32.47%	7.27%
Cowley Templar Square	65%	74.73%	12.09%	8.80%	4.40%
Headington	65%	64.29%	16.07%	11.61%	8.03%
Summertown	65%	64.00%	21.00%	11.00%	4.00%

Figure 8: Proportion of Class A uses on designated frontages (Retail Survey February 2014)

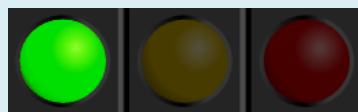
2.21 The range of uses is another important measure of the vitality and viability of city and district centres. The city centre continues to maintain a high proportion of A1 retail uses, showing the importance and strength of the retail sector, but also the supporting role played by the service sector comprising both offices and food and drink.

2.22 In relation to the district centres, Templars Square is the only one that is exceeding the Local Plan target, although Headington and Summertown only fall marginally below. Cowley Road continues to be the exception and falls significantly behind in terms of the proportion of retail. This is due to the high proportion of food and drink businesses which contribute strongly to the character of the area.

Indicator 9: SUPPLY OF SHORT STAY ACCOMMODATION

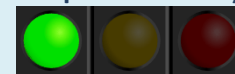
Target: Net growth in short-stay accommodation bedrooms against 2007 baseline of 2559 serviced bedrooms (Oxford Core Strategy Policy CS32)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



2.23 There was a net increase of nine short-stay accommodation bedrooms in the 2013/14 monitoring year. Although this represents a relatively small increase, this is set against a longer-term background of considerable activity in the sector. This has included, for example, the commencement of work on an 87 bedroom hotel on land adjacent to the Priory Public House on Grenoble Road. An application has also recently been allowed on appeal for a new 83 bedroom hotel at the former Bathroom warehouse site on Abingdon Road. A further planning permission has been granted for the conversion of an office building to a 66 bedroom hotel on the Cowley Road.

Summary: Vibrant Sustainable Economy

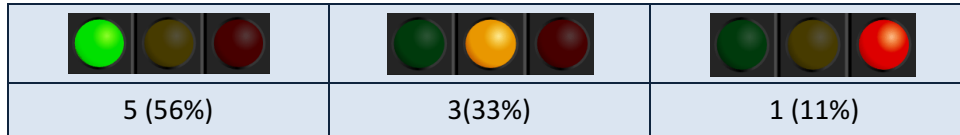


Figure 9: Summary of performance against economic indicators in 2013/14

2.24 Figure 9 shows that the majority of economic indicators met, or made progress towards meeting, their targets in the 2013/14 monitoring period. Key economic targets met include:

- A good supply of employment land (240.45 ha) to support economic growth up to 2026.
- 100% of employment development completed on previously developed land.
- No loss of key employment sites.
- Two Oxford University medical research buildings completed on University owned land, and outline permission granted for a major D1 research development at the Old Road campus.
- Net increase in short stay accommodation bedrooms in the city.

2.25 There were however, a number of indicators that scored an amber rating, indicating limited progress towards targets:

- Oxford’s city and district centres continue to provide a high proportion of retail units, with the majority meeting, or within 1%, of Local Development Plan targets. The exception to this is Cowley Road where there are a much higher proportion of food and drink units (Classes A3, A4 and A5).
- Planning permission was granted for a small amount of new Class B1 uses. However there are other significant employment generating applications in the pipeline (e.g. Northern Gateway, Oxpens and Oxford Station).
- Retail development permitted on the strategic site at Barton does not fall within Oxford’s retail hierarchy as set out by Core Strategy Policy CS31. However, the inclusion of retail development within a wider residential scheme was seen to promote the creation of a sustainable new community, rather than simply a vast new housing estate. The decision was underpinned by robust evidence, including a retail assessment.

2.26 Indicator 4 was the only economic indicator to score a red rating for underperformance against the target. This is because no employment developments were completed on allocated sites in 2013/14. However, it is anticipated that the situation will improve in subsequent monitoring years as planning permission was granted in August 2014 for medical research facilities, including office space, at the John Radcliffe Hospital (planning application reference 13/03369/FUL). Planning applications for the Former Travis Perkins Site on Chapel Road and Wolvercote Paper Mill were also under consideration at the time of writing, with both

applications including employment uses. It is also relevant to note that this indicator relates to B-class employment uses, but other developments such as additional employment in the city.

Meeting Housing Needs

Meeting Housing Needs

Indicator 10: HOUSING TRAJECTORY

(Planned housing and provision, net additional dwellings in previous years, the reporting year and in future years plus the managed delivery target)

Target: 8,000 dwellings between 2006 and 2026

(Oxford Core Strategy Policy CS22)

Performance against target 2013/14:

Awaiting SHLAA

Performance in previous two years:

2012/13:



2011/12:



3.1 The housing target as taken from the Core Strategy is 8,000 dwellings from 2006 – 2026.

3.2 Figure 10 shows net additional dwellings completed since the start of the Core Strategy period (2006/07). This takes into account dwellings gained and lost through new build completions, demolitions, changes of use and conversions.

Year	Dwellings Completed (net)
2006/07	821
2007/08	529
2008/09	665
2009/10	257
2010/11	200
2011/12	228
2012/13	213
2013/14	70
Total:	2,983

Figure 10: Net additional dwellings completed since the start of the Core Strategy period

3.3 Traditionally, the city Council has produced our own Strategic Housing Land Availability Assessments (SHLAA) annually. The data and housing trajectory within these SHLAAs is normally inserted within the Annual Monitoring Report (AMR) of the same year under this indicator.

3.4 This year is different. In July 2014, the City Council commissioned consultants URS to produce a SHLAA for Oxford. This is because we required an extra level of independence in order to demonstrate the extent to which Oxford is able to meet its housing need within its own administrative boundaries. This is in the light of the housing need identified for Oxford in the Strategic Housing Market Assessment (GL Hearn, April 2014) and the need for each of the Oxfordshire Local Planning Authorities, under Duty to Co-operate, to work effectively to meet Oxford's unmet housing need.

3.5 The URS SHLAA is expected to be completed in early October 2014 and will become the Oxford SHLAA for 2014. It will contain the most up to date housing trajectory for Oxford. For this reason, this indicator has not yet been completed.

Housing completions

3.6 The number of housing completions during 2013/14 was 70 dwellings. This is a drop from previous years but this will be a very short term dip. The number of dwellings granted planning permission during 2013/14 was 1,350. These include the outline permission at Barton for 885 dwellings plus the City Council's sites in the Affordable Homes Programme. The Barton site will require approval of the reserved matters application before construction can commence but the remaining sites would be expected to be completed in either 2014/15 or 2015/16 resulting in a much increased housing delivery compared to 2013/14.

Student accommodation and housing numbers

3.7 To date, student accommodation has not been counted as dwellings for housing land supply purposes. However, the Planning Practice Guidance (PPG) has introduced the requirement that student accommodation should be counted in housing land supply figure. It states "*All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can be included towards the housing requirement, based on the amount of accommodation it releases in the housing market.*"

3.8 The question of the 'amount of accommodation it releases in the market' is not defined and it appears to be up to Local Authorities to determine. It is estimated that houses in Oxford, when occupied by students that house share, may contain between 4-6 students per house. Many houses in Oxford are inter-war semi-detached properties or Victorian terraces with 3 bedrooms plus a living room/dining room sometimes used as a fourth bedroom. There are also many larger properties, in North Oxford in particular, that may house 6 or more students each.

3.9 A local estate agent suggested 4-5 students per house was most common, although some student houses are as small as studio flats and a few houses can accommodate up to 9 students.

3.10 Using this information, the assumption will be that five student rooms would release the equivalent of one dwelling in the housing market. In assessing the contribution of student rooms to housing delivery, the number of student rooms will be divided by five. For example, a development of 100 student rooms will be assessed as delivering 20 'dwellings'.

Number of student rooms completed during 2013/14	720
Number of equivalent 'dwellings'	144

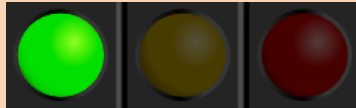
Figure 11: Student housing completions and equivalent 'dwellings' 2013/14

3.11 In line with the PPG, this figure could legitimately be added to the 70 traditional dwelling completions during 2013/14 totalling 214 completions. Future AMRs and Housing Trajectories will incorporate the completion of student accommodation into the figures.

Indicator 11: PERCENTAGE OF ALL NEW DWELLING COMPLETIONS (GROSS) ON PREVIOUSLY DEVELOPED LAND

Target: 90% or more of new dwellings on previously developed land (2009-2014)
75% or more of new dwellings on previously developed land (2014-2026)
 (Oxford Core Strategy Policy CS2)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



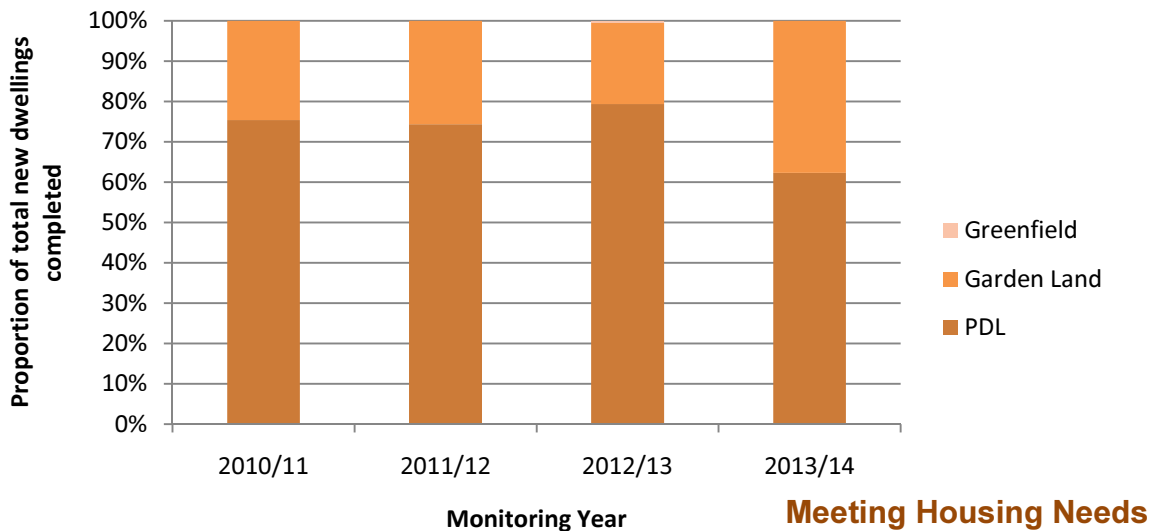
2011/12:



3.6 The NPPF does not contain a target for development on previously developed land (PDL) and leaves it to local authorities to determine the most appropriate target. The Core Strategy includes a target of 90% of new housing on PDL during the period 2009-2014, reflecting the desire to encourage an efficient use of land.

3.7 The definition of PDL was amended in July 2010 by the coalition Government to exclude private residential gardens. This does not mean that private residential gardens are necessarily greenfield land, as there is no formal national definition of greenfield land since the revocation of the Town and Country Planning (Residential development on Greenfield Land) (England) Direction 2000 in 2007. As this target was set out when garden land was still considered PDL, the local target is monitored on that basis.

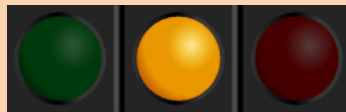
3.8 Figure 12 shows that 100% of housing completions in 2013/14 were on PDL. Of these, 37.7% of dwellings were built on garden land, demonstrating that this type of development is an increasingly important source of new dwellings for Oxford's housing supply. In this context, 'garden land' includes all development within the curtilage of existing dwellings. These houses may have been built on areas that were previously occupied by buildings and/ or hard-standing, rather than on gardens in the sense of areas of greenery. No houses were built on greenfield land within the monitoring period.



Indicator 12: MIX OF HOUSING COMPLETED BY SIZE

Target: 95% of schemes to comply with the Balance of Dwellings SPD
(Oxford Core Strategy Policy CS23)

Performance against target 2013/14:



Performance in previous two years:

2012/13:

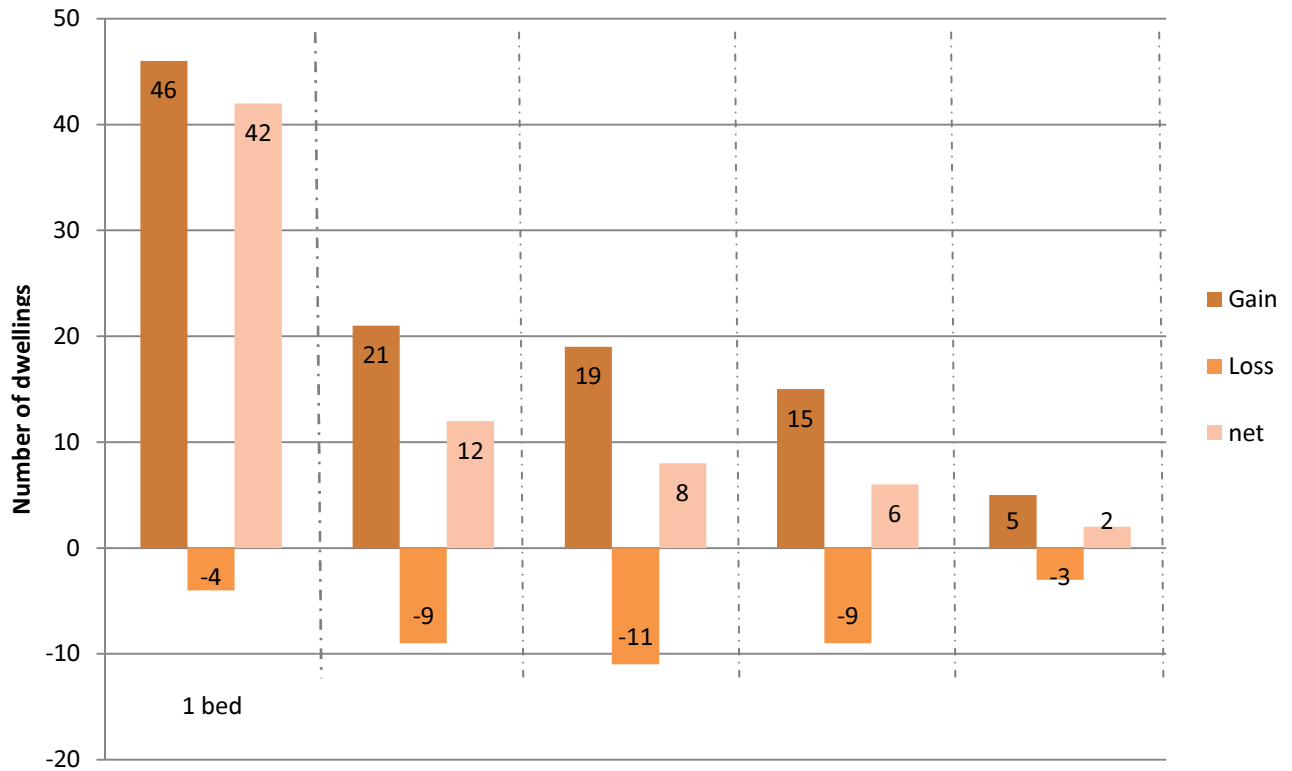


2011/12:



Overall Mix of Housing Delivered

3.9 Figure 13 shows dwellings completed in 2013/14 by the number of bedrooms. The number of 1 bedroom dwellings completed was significantly higher than any other category and made up 61.8% of the total. The number of 2 and 3 bedroom dwellings completed was much lower, with the lowest gains in 4 and 5+ bedroom dwellings. Losses of 2, 3 and 4 bedroom dwellings were highest, which is likely to be a result of changes of use from residential (C3) to HMO (C4) and conversions (where one larger dwelling is converted to provide multiple smaller units).



3.10 The Balance of Dwellings (BoDs)SPD was adopted in January 2008 with the aim of preventing the loss of family dwellings and their supply in new developments. Figure 14 shows the mix of dwellings completed over time. From 2010/11 onwards the proportion of 1 bedroom dwellings completed has significantly increased. This is likely to be due to there being few large housing sites being developed where a greater mix of dwellings could be achieved, as well as increasing conversions and garden land development. The requirements of the BoDs SPD only apply to sites of 4 or more dwellings.

3.11 Although the number of one bedroom dwellings has increased, Figure 14 shows a much greater mix of 2, 3 and 4+ bedroom dwellings being completed in 2013/14 than in previous years.



Figure 14: Mix of dwellings completed: Trends over time

Compliance with the Balance of Dwellings SPD

3.12 The BoDs SPD sets out the mix of dwellings expected on sites of 4 or more dwellings taking into consideration their location and local pressures on family housing. Figure 15 shows the proportion of completed developments that met the requirements of the BoDs SPD in 2013/14. This analysis also highlights where developments were within 5% of the requirements to allow for cases where site specific factors meant that full compliance was very difficult. Figure 15 excludes sites of 1-3 dwellings as there are no specific mix of dwelling targets for these sites in Oxford's Local Development Plan apart from an overarching policy of 'no net loss in family dwellings' (Policy HP1 of the Sites and Housing Plan).

	Number of completed sites assessed	Proportion in full compliance	Proportion within 5% compliance	Proportion not in compliance
Strategic Site	0	-	-	-
City Centre	0	-	-	-
District Centre	0	-	-	-
Red Area (Most significant pressure for family dwellings)	1	0%	100%	0%
Amber Area (Considerable pressure for family dwellings)	4	0%	25%	75%
Green Area (Lower pressure for family dwellings)	0	-	-	-

Meeting Housing Needs

Figure 15: Proportion of completed sites that comply with the requirements of the Balance of Dwellings SPD

3.13 Figure 14 shows that five residential developments completed in 2013/14 met the threshold for applying the BoDs SPD due to their size and/or location. Three of these developments in 'amber' parts of the city were not in compliance with the SPD:

Application Reference 10/02135/FUL - Demolition of end of terrace house.Erection of 4 x 1 bedroom flats.Amendments to 09/02720/FUL.

The principle of 4x1 bedroom flats on this site had already been established by the granting of planning permission in 2007, prior to the adoption of the BoDs SPD. This permission was subsequently renewed in early 2010 and could still be implemented at the time of this application.

Planning Application 08/01961/FUL - Demolition of existing property to create 4x3 bed houses, 3x1 bed apartments and 1x2 bed duplex apartment.

Although this development is shown as not being in compliance with the BoDs SPD, this is only by a very small margin. The development complies with BoDs in terms of its proportions of 2 and 3 bedroom dwellings and is just outside of the requirements for 1 bedroom dwellings at 37.5% (the BoDs SPD target is 0-30%).

Planning Application 08/01536/FUL - Conversion of extended building to form 1 x 3 bedroom flat and 3 x 1 bedroom flats.

This application was refused by committee but subsequently allowed at appeal.

Indicator 13: DENSITY OF DEVELOPMENT

Target: City and district centres to deliver higher density residential development than within the wider district areas (Oxford Core Strategy Policy CS1)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



3.14 The Core Strategy target relates to the city and district centres delivering higher density developments than other parts of the city. In 2013/14 no sites of 10 or more dwellings were completed, meaning that it is not possible to provide a useful calculation of density.

Meeting Housing Needs

Indicator 14: AFFORDABLE HOUSING COMPLETIONS (GROSS) AND TENURE

Target: Affordable housing completions as set in the Corporate Plan

Tenure split of affordable housing should be at least 80% social rented and up to 20% intermediate (including shared ownership, intermediate rental and affordable rental)

(Oxford Core Strategy Policy CS24, Sites and Housing Plan Policy HP3&Affordable Housing and Planning Obligations SPD)

Performance against target 2013/14:



Performance in previous two years:



Affordable Housing Completions

3.15 The Core Strategy set targets for the number of affordable housing units to be delivered each year up to 2011/12. It is stated that targets for subsequent years will be set in the Corporate Plan. The Corporate Plan for 2013-2017 set a target of delivering 4 affordable homes for rent in 2013/14.

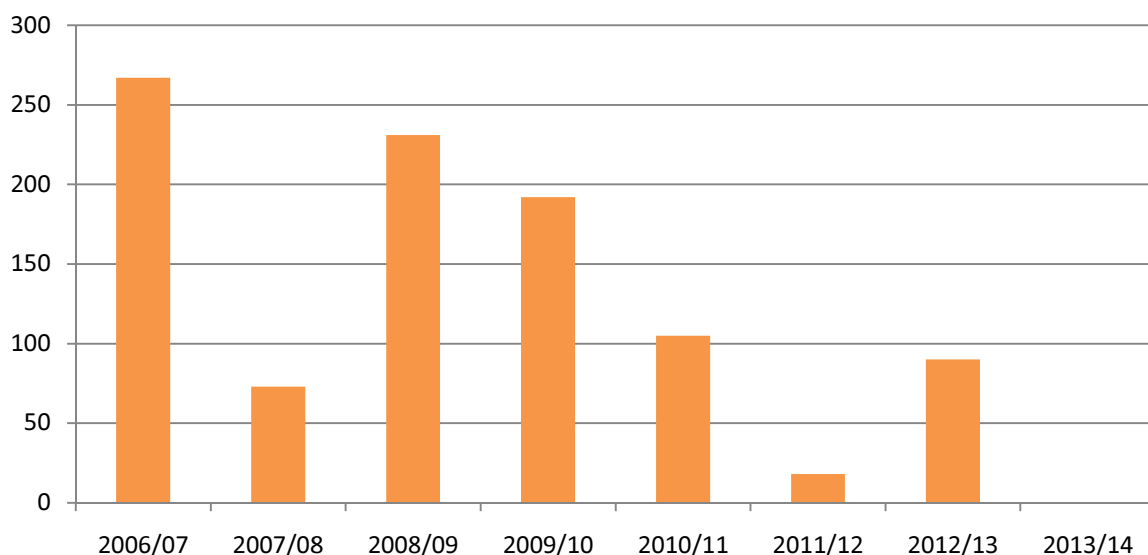


Figure 16: Gross affordable dwelling completions 2006/07 to 2013/14

3.16 Figure 16 shows that there were no affordable housing completions during the monitoring year. Although this is disappointing, it is not unexpected as there were no permissions granted in the previous monitoring year. The Corporate Plan target for 2013/14 also reflects this, being low at only 4 units. Affordable housing delivery is expected to rise in subsequent years as planning permission was granted for 599 (gross) affordable homes during the monitoring year, representing a potential net gain of 493 affordable dwellings. 220 of these homes (114 net) are proposed on Oxford affordable homes have been granted outline permission at the Barton Strategic site, a joint venture between the City Council and a private developer. The 2014-2018 Corporate Plan sets a higher target of 180 affordable homes to be delivered in 2014/15.

Meeting Housing Needs

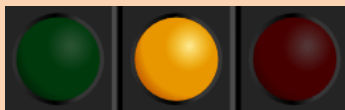
Affordable Housing Tenure

3.17 It is not possible to measure the tenure split of affordable housing delivered during 2013/14 as there were no affordable housing completions.

Indicator 15: PROPORTION OF AFFORDABLE HOUSING WHERE THERE IS A POLICY REQUIREMENT


Target: 50% provision of affordable housing on qualifying sites. Contributions from commercial development where there is a need for affordable housing.
(Oxford Core Strategy Policy CS24 & Sites and Housing Plan Policy HP3)

Performance against target 2013/14:




Performance in previous two years:

2012/13:



2011/12:



3.18 In 2013/14 planning permission was granted for 10 applications that met the threshold for applying Sites and Housing Plan Policy HP3's requirement for a minimum of 50% affordable housing. Seven of these applications were made by the City Council, two by private developers and one was a joint venture between the City Council and a private developer.

3.19 The City Council's applications are not assessed as part of this indicator as this could skew the results. However, it can be noted that of these applications, all meet the 50% affordable housing target, with many delivering 100% affordable housing. There were also two City Council applications that did not meet the threshold for applying Policy HP3 (as they were for less than 10 dwellings), which also delivered 100% affordable housing.

3.20 Figure 17 summarises the qualifying applications made by private developers that were granted planning permission during 2013/14. It shows that the average proportion of affordable housing delivered was 45%, just below the Core Strategy and Sites and Housing Plan targets.

Date of decision	Application reference	Site	Proportion of affordable housing
18.10.2013	13/01383/OUT	Barton Strategic Site	40%
18.10.2013	13/00631/FUL	Barton Cricket Ground	50%
18.10.2013	13/00739/FUL	Lawn Upton House	45%
Average proportion			45%

Figure 17: Provision of affordable housing on qualifying sites 2013/14

Meeting Housing Needs

Indicator 16: STUDENTS AND PURPOSE BUILT STUDENT ACCOMMODATION

Target: No increase in academic floorspace if there are more than 3,000 students outside of accommodation provided by the relevant university. (Oxford Core Strategy Policy CS25)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



- 3.21 Core Strategy Policy CS25 requires each university to have no more than 3,000 full-time students living in Oxford outside of university provided accommodation. The policy is intended to reduce the pressures from students on the private rental market. To avoid worsening the situation, all increases in student numbers at the two universities should be matched by an equivalent increase in student accommodation. All applications for new or redeveloped academic floorspace will be assessed in this light.
- 3.22 The monitoring period that the universities use does not directly coincide with the period in the Annual Monitoring Report. The City Council Annual Monitoring Report year follows the financial year and runs from April to March, whereas the universities use a period in order to complete their forms to government which is linked to the academic year. The data used to assess this indicator was submitted by the two universities as relevant to the monitoring year.
- 3.23 The Sites and Housing Plan contains a more detailed policy about the location of new student accommodation, building on the strategic policy in the Core Strategy. It recognises that it is important to locate student accommodation in a way that avoids great increases in activity along quieter residential streets. The Sites and Housing Plan also seeks to address the issue that new student halls are often proposed on sites that would otherwise be developed for housing. The adopted policy therefore sets out how accommodation proposals should contribute to affordable housing delivery.

University of Oxford

- 3.24 The University of Oxford states that there were 22,108 students attending the university as of 1 December 2013.
- 3.25 A number of agreed exclusions apply to the data:
- Students with a term-time address outside of the city (347)
 - Students living within the city prior to entry onto a course (323)
 - Visiting students (494) or those not attending the institution (10)
 - Part-time students (2,117)
 - Postgraduate research students past year four of study or assumed to be writing up (422)
 - Students working full time for the NHS (DClinPsyc Students)(45)
 - Specific course exclusions (e.g. BTh Theology)(88)
 - Students who are also members of staff (241)
 - Students living with their parents (100)
 - Students on a year abroad (332)

Meeting Housing Needs

- 3.26 This leaves 17,589 full-time students with accommodation requirements. At 1 December 2013 there were 14,569 accommodation places provided by the university across the city. This

leaves a total of 3,020 students living outside of university provided accommodation, marginally above the Core Strategy target.

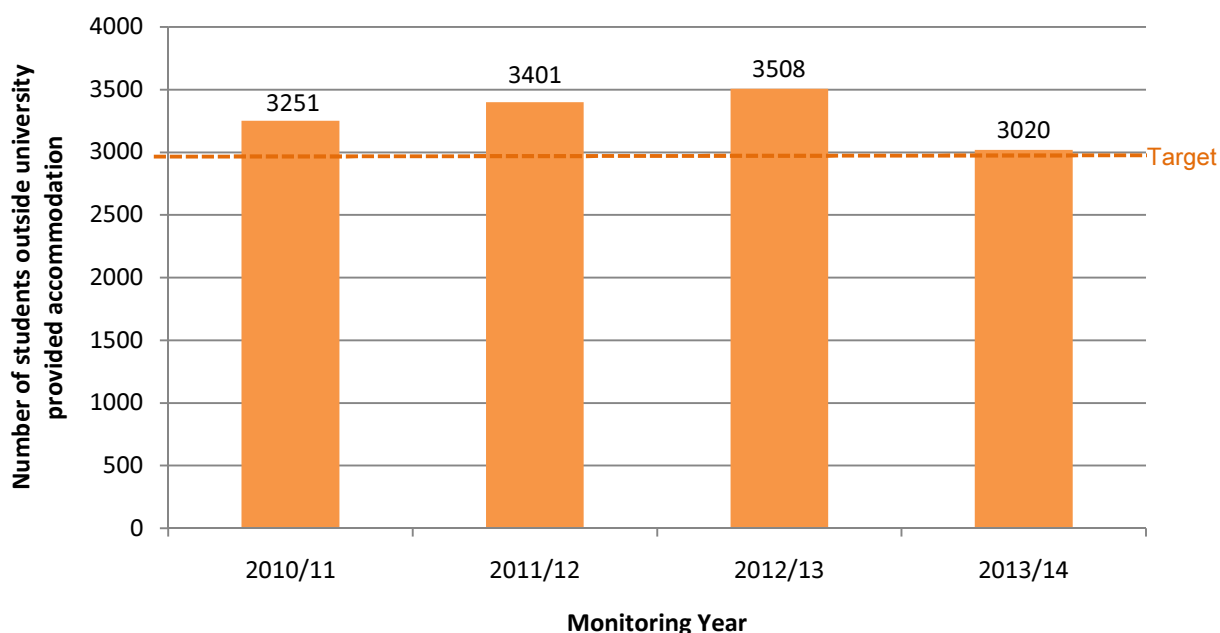


Figure 18: Number of Oxford University students living outside of university provided accommodation in recent monitoring years

3.27 Figure 18 shows that the number of students living outside of university accommodation is significantly lower than in previous monitoring years. The University of Oxford state that there were 537 additional accommodation places available in 2013 compared to the same point in 2012. At 1 December 2013 there were also 209 accommodation units under construction and the University holds planning permission for another 418 units. The University is therefore expected to meet this requirement in the next monitoring year.

Oxford Brookes University

3.28 Oxford Brookes University states that there were a total of 17,053 students attending the university as of 1 December 2013.

3.29 A number of agreed exclusions apply to the data:

- Students living outside Oxford or living within the city prior to entry onto a course (3,519)
- Part-time students (2,676)
- Students studying at franchise institutions (1,896)
- Students studying outside Oxford (i.e. Swindon campus)(218)
- Placement students away from the university (425)

3.30 The other exclusions that apply to the University of Oxford (visiting students; post-graduate research students past year 4 of study; students working in **Meeting Housing Needs** are also members of staff) do not affect the figures for OXFORD BROOKES UNIVERSITY.

3.31 Taking into account these exclusions, at 1 December 2013 there were 8,319 full-time students in need of accommodation and 5,247 places in accommodation provided by Oxford

Brookes. The accommodation provided by Oxford Brookes comprised 3,816 places in university halls of residence; 987 places in private halls of residence with Oxford Brookes nomination agreements; and 444 places in other properties managed by the university. This results in 3,072 students without a place in university provided accommodation.

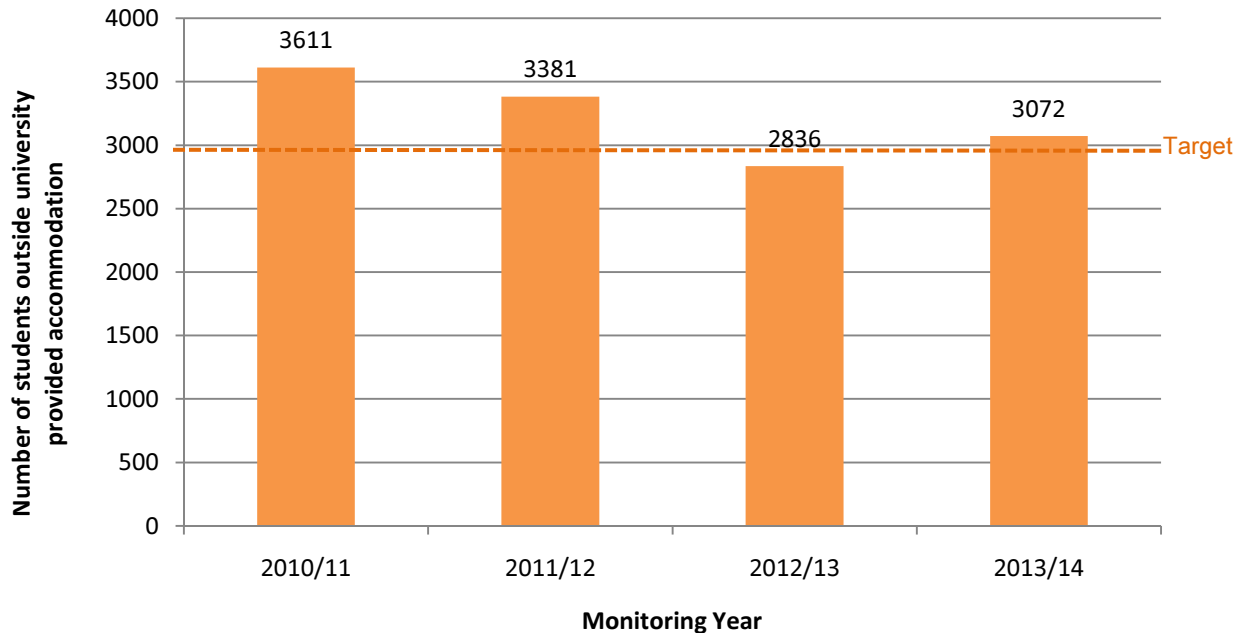


Figure 19: Number of Oxford Brookes students living outside of university provided accommodation in recent monitoring years

3.32 Figure 19 shows that the number of Oxford Brookes students living outside of university provided accommodation has increased when compared to the previous monitoring year. This is because the number of full-time on-site Oxford Brookes students increased in 2013 when compared to the same date in 2012. The university has explained that this was a result of volatile market conditions, following changes to government policy, which made it very difficult for Brookes (as well as other universities) to predict student behaviour and market (i.e. other universities') responses. In the event Brookes recruited above target resulting in a figure just above the 3,000 threshold. The university adds that the increase in students living outside of university provided accommodation is significantly less than the increase in student numbers, demonstrating the effectiveness of actions taken to provide and encourage use of university accommodation. Oxford Brookes halls of residence occupancy rates have risen from 87% in 2012/13 to 96% in 2013/14. There were also an additional 95 student places in halls of residence and 51 places in nominated halls in 2013/14 when compared to the previous monitoring year. Oxford Brookes have taken compensatory action in the 2014 recruitment round by recruiting to lower targets. It is therefore anticipated that the Core Strategy target will be met in the next monitoring year.

Meeting Housing Needs

Summary: Meeting Housing Needs

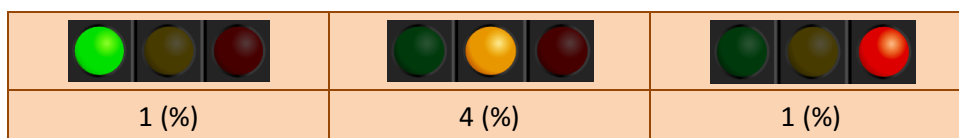


Figure 20: Summary of performance against housing indicators in 2013/14

3.33 There continues to be significant demand for new housing in the city and meeting housing needs is one of the City Council’s top priorities. However, Oxford faces a number of challenges and constraints in being able to bring forward new housing, as reflected by the number of housing indicators that scored amber or red ratings.

3.34 Performance against indicators in 2013/14 has highlighted some key trends:

- 100% of housing delivered was on previously developed land (when taken to include garden land as when the Core Strategy was adopted).
- There has been a significant increase in the proportion of housing delivered on garden land (37.7% of all residential completions in 2013/14).
- 61.8% of dwellings completed were 1 bedroom, the highest proportion in recent years.
- A greater mix of 2, 3 and 4+ bedroom dwellings were delivered than in recent years.

3.35 The majority of residential developments completed in 2013/14 were small scale, with none delivering 10 or more dwellings. The requirements of the Balance of Dwellings (BoDs) SPD only apply to sites of 4 or more residential units in certain areas, and therefore many of the applications would not have needed to comply with these targets, hence the large proportion of one bedroom dwellings delivered.

3.36 Only 5 sites met the thresholds for applying the BoDs SPD. Of these, none were in full compliance, although 40% were within 5% of the targets. Full details of the 3 applications that did not comply with the BoDs SPD are given in paragraph 3.11. It is clear that in two cases there were specific circumstances that meant that BoDs was not complied with. The other case was only just outside of the 5% margin of meeting the requirements.

3.37 Although it is disappointing that there were no affordable housing completions during the monitoring year, this was not unexpected. There were no permissions granted for affordable housing in the previous monitoring year and the Corporate Plan target for 2013/14 was relatively low, at only 4 units. Affordable housing delivery is expected to rise in subsequent years as planning permission was granted for 599 (gross) affordable homes during the monitoring year, representing a potential net gain of 493 affordable dwellings if all schemes are implemented. 220 of these homes (114 net) are proposed on Oxford City Council sites. A further 354 affordable homes have been granted outline permission at the Barton Strategic site, a joint venture between the City Council and a private developer. The 2014-18 Corporate Plan sets a higher target of 180 affordable homes to be delivered in 2014/15, reflecting expectations that affordable housing delivery is set to increase in subsequent monitoring years.

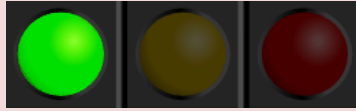
Strong, Active Communities

Strong Active Communities

Indicator 17: PROGRESS AGAINST SITE-SPECIFIC REGENERATION MEASURES

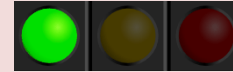
Target: *Individual targets have been set for each priority regeneration area*
(Oxford Core Strategy Policy CS3)

Performance against target 2013/14:

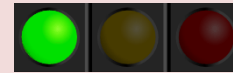


Performance in previous two years:

2012/13:



2011/12:



- 4.1 The Core Strategy identifies five priority areas for regeneration in Oxford: Barton, Blackbird Leys, Northway, Rose Hill and Wood Farm. Physical regeneration is to be housing led, with a focus on improving the quality and mix of housing. Individual targets have been developed for each of the priority areas based upon their specific circumstances.
- 4.2 Key targets for Blackbird Leys, Northway and Wood Farm centred around Council owned tower blocks. The Council has now committed to a programme of tower block refurbishment which includes: Evenlode Tower (Blackbird Leys), Windrush Tower (Blackbird Leys), Plowman Tower (Northway) and Foresters Tower (Wood Farm). The aims of this project are to:
- Successfully deliver works to the communal structure of the tower blocks, together with additional insulation, replacement of windows, replacement heating, communal electrics and lift refurbishment;
 - Reduce heat loss and provide more improvements to achieve energy savings;
 - Make enhancements to the physical appearance of the blocks;
 - Reduce fire risk; and
 - Increase quality of life for residents.
- 4.3 A significant amount of work has been undertaken during the monitoring period towards delivering this project, with detailed schemes underdevelopment. This has included a large amount of consultation with tower block residents and discussions with the Oxford Design Review Panel. The physical refurbishment is due to start in 2015.
- 4.4 Another key target identified in the Core Strategy is to provide a new swimming pool in Blackbird Leys. Work on the new swimming pool complex at Blackbird Leys Leisure Centre is currently in progress and is due to be completed by the end of 2014.
- 4.5 The redevelopment of Wood Farm Primary School/Slade Nursery School to include enhanced facilities for the wider community is also a Core Strategy target. Work was completed in October 2013.

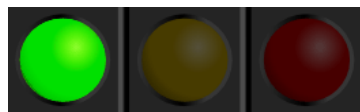
Strong, Active Communities

Indicator 18: PERMISSIONS CONTRARY TO THAMES VALLEY POLICE ADVICE

Target: 0% of planning permissions granted contrary to Thames Valley Police objection

(Oxford Core Strategy Policy CS19)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:

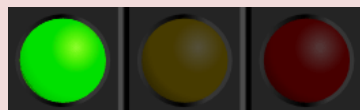


4.6 In 2013/14 no planning permissions were granted contrary to Thames Valley Police objection.

Indicator 19: NEIGHBOURHOOD PLANNING

Target: Neighbourhood plans to set their own targets and be carried out in accordance with those targets

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:

N/A

4.7 The 2011 Localism Act introduced new rights and powers for communities and individuals to enable them to get directly involved in planning for their areas. Neighbourhood planning will allow communities to come together through a parish council or neighbourhood forum and produce a neighbourhood plan. Neighbourhood plans are about developing land in a way that is sympathetic to the needs of local stakeholders and that gives local people a greater say in where new development should go and what it should look like. Once plans are adopted they will become an important consideration when making decisions on planning applications.

4.8 Two neighbourhood forums were formally designated at a City Executive Board Meeting on 22 January 2014. These neighbourhood Forums are:

- Wolvercote (relating to the Wolvercote neighbourhood area, which follows the Wolvercote ward boundary); and
- Summertown/St Margaret's (relating to the Summertown/St Margaret's neighbourhood area, which follows the ward boundaries).

An application to designate the Headington Neighbourhood Forum will also be considered during the next monitoring year.

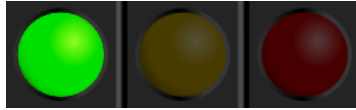
4.9 The designation of neighbourhood forums is the first step towards the creation of neighbourhood plans. Neighbourhood forums will now be spending time developing their neighbourhood plans.

Strong, Active Communities

Indicator 20: WEST END AREA ACTION PLAN

Target: *The Area Action Plan sets targets to monitor progress*

Performance against target 2013/14:



Performance in previous two years:

2012/13: Multiple Indicators

2011/12: Multiple Indicators

4.10 The West End AAP aims to regenerate and transform a key part of the city centre in line with Oxford's aspiration to be a world class city. Progress has been slow in previous years as different sites within the West End have different land owners and there are no specific site allocations. However, significant progress has been made on some major West End projects during the 2013/14 monitoring period:

Oxford Station

4.11 Oxford Station is a gateway to the city, but is in need of significant upgrading in terms of operational performance and passenger provision. A tripartite agreement has been formed between Oxford City Council, Oxfordshire County Council and Network Rail for the redevelopment of Oxford Station. During the monitoring year consultants were commissioned to help develop a masterplan for the station area and the project is expected to continue to make progress during 2014/15 with a public exhibition, architectural competition and establishment of funding.

Frideswide Square

4.12 Frideswide Square is one of Oxford's most important public spaces, yet it is dominated by traffic and highway infrastructure, making it difficult for pedestrians and cyclists to negotiate. Detailed plans for improvements to Frideswide Square have now been confirmed and phase 1 is due to be implemented from September to December 2014. Phase 2 will then follow from February to December 2015. The plans involve remodelling the road by removing the traffic lights, significantly reducing the amount of road space and providing an enhanced public space.

Oxpens

4.13 The Oxpens site is one of the most significant development opportunities within the city centre. The Oxpens Master Plan SPD was adopted in November 2013 and sets out a framework for the future development of the site. The SPD aims to encourage high quality development that realises the site's potential to make a valuable contribution to the life and economy of the city through the delivery of new housing (for market sale and affordable housing), flexible office space, a hotel, local facilities and public open space.

Westgate

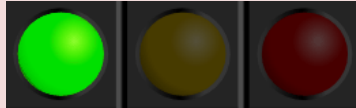
4.14 An outline application was submitted in September 2013 for the redevelopment of the Westgate Centre (reference 13/02557/OUT). This was considered by the West Area Planning Committee in March 2014 who resolved to support the application. If the application is not recovered by the Secretary of State for his own determination, officers can issue the decision

notice upon the completion of a suitable legal agreement. A reserved matters application is expected to be received by the Council in September/October 2014.

Indicator 21: BARTON AREA ACTION PLAN

Target: *The Area Action Plan sets targets in order to monitor progress*

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12: N/A

4.15 Policy CS7 of the Core Strategy allocates land in the north of the city between Barton and Northway (known as land at Barton) for a predominately residential development of 800 - 1,200 new dwellings. This 36 hectare site is the largest residential development opportunity in the city.

4.16 The Barton Area Action Plan (AAP) sets out the vision and policies that will guide development on this important site. The AAP sets its own targets and indicators in order to measure how the policies are being applied. As the AAP was only recently adopted (during the previous monitoring year) it is too early to begin to monitor the targets in detail. However, it is important to note that significant progress has been made in bringing this development forward, as outline planning permission was granted in September 2013 (seeking means of access) for the erection of a maximum of 885 residential units (Class C3); a maximum of 2,500 m² gross Class A1, A2, A3, A4 and A5 uses (with a maximum of 2,000 m² gross food store Class A1); a maximum of 50 extra care housing units; and a maximum of 7,350 m² GEA. Work is now progressing on preparing reserved matters applications.

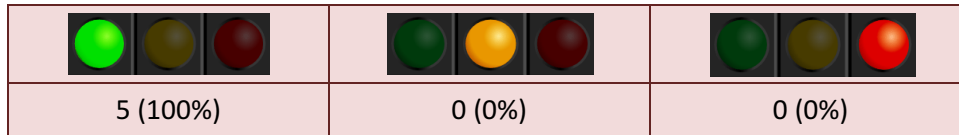


Figure 21: Summary of performance against strong, active communities indicators in 2013/14

4.17 Figure 21 shows that all the strong, active communities indicators either met their targets, or data demonstrated significant progress towards meeting targets, during the 2013/14 monitoring year. This is extremely positive and is a result of significant progress on a number of key projects:

- Refurbishment of Oxford’s tower blocks is scheduled to commence in 2015 following a large amount of public consultation and work on detailed designs during the monitoring year. This will help to improve the quality of life of residents, as well as improving both the tower blocks’ energy efficiency and physical appearance.
- Work on Blackbirds Leys Leisure Centre, including the provision of a new swimming pool, is due to be completed by the end of 2014.
- Two neighbourhood forums were formally designated in January 2014, with a further application to designate the Headington Neighbourhood Forum expected to be considered during 2014/15. The designation of neighbourhood forums is the first step towards the creation of neighbourhood plans. Neighbourhood forums will now be spending time developing their neighbourhood plans.
- A masterplan has been produced for Oxford Station, and the project is expected to continue to make progress during 2014/15 with a public exhibition, architectural competition and the establishment of funding.
- Work is expected to commence on public realm improvements at Frideswide Square in September 2014.
- The Oxpens Masterplan SPD was adopted in November 2013 and sets out a framework for the future development of this important, city centre site.
- Outline permission was granted for the redevelopment of the Westgate Centre in March 2014, with a reserved matters application expected to be received in September 2014.
- Outline planning permission was granted in September 2013 for a major residential development at Barton.

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Indicator 22: CHANGES IN AREAS OF BIODIVERSITY IMPORTANCE

Target: No net reduction in areas designated for their intrinsic environmental value i.e. SAC, SSSI, RIGS and locally designated sites (Oxford Core Strategy Policy CS12)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



5.1 Figure 22 provides details of the various categories of sites designated for their intrinsic environmental importance in Oxford. It shows that in 2013/14 there was no change in the area of any of these designated sites.

Designation	2011/12 (Area - ha)	2012/13 (Area - ha)	2013/14 (Area - ha)	Change (Area - ha)
Sites of Special Scientific Interest (SSSI)	278.24	278.24	278.24	No change
Special Areas of Conservation (SACs)	177.1	177.1	177.1	No change
Local Wildlife Sites	125.44	125.44	125.44	No change
Sites of Local Interest for Nature Conservation (SLINCs)	202.5	202.5	202.5	No change
Local Nature Reserves(3 Sites)	6.63	6.63	6.63	No change
Regionally Important Geological or Geomorphological Sites (RIGS)(2 Sites)	2.0	2.0	2.0	No change

Figure 22: Area of sites designated for their intrinsic value in Oxford (Natural England Data)

Indicator 23: PERMISSIONS CONTRARY TO ENVIRONMENT AGENCY ADVICE

Target: 0% of planning permissions to be approved contrary to formal Environment Agency Objection (Oxford Core Strategy Policy CS11)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



5.2 In 2013/14 there were no planning applications approved contrary to formal Environment Agency objection.

Indicator 24: DEVELOPMENT COMPLYING WITH NATURAL RESOURCES IMPACT ANALYSIS REQUIREMENTS

Target: 100% of planning permissions granted to comply with NRAI requirements

Minimum of 20% on-site renewable energy from qualifying sites

(Oxford Core Strategy Policy CS9& Saved Local Plan Policy CP18)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



5.3 The Natural Resource Impact Analysis (NRIA) SPD requires developments of 10 or more dwellings, or non-residential developments of 2,000m² or more, to submit an NRIA. The NRIA SPD requires qualifying developments to provide 20% of the development's energy requirements to be met by renewable and low carbon technologies, as well as a range of complementary sustainability measures including energy efficiency. A completed NRIA checklist, that rates the development's use of natural resources, must be submitted with each application. Rarely is the City Council likely to approve a development where a score of at least 6 out of 11 is not achieved, including at least the minimum standard in each section. The Sites and Housing Plan, through Policy HP11, now includes the requirement for qualifying residential developments to include the NRIA checklist as part of an energy statement. This was introduced as a result of changes to the Building Regulations in early 2014.

5.4 Figure 23 lists all the developments permitted in 2013/14 that required a NRIA or Energy Statement, their total score against the NRIA checklist and the proportion of renewable energy proposed to be produced on site.

Date of Decision	Application Reference & Site	Development	NRIAChecklist Score	Proposed on-site Renewable Energy Generation
18.10.13	09/01315/FULOxford University Sports Ground Iffley Road	Demolition of existing pavilion. Construction of new building to accommodate 3 indoor tennis courts plus 6 external courts, to replace existing.	7/11	23.7% of the site's energy needs to be met by ground source heat pumps and a solar thermal system.
18.10.13	10/01006/FULUniversity Running Ground Iffley Road	Demolition of existing sports hall, grandstand and ancillary buildings. Erection of new sports centre and Eton Fives' courts.	6/11	26% of the site's energy needs to be met by CHP (Combined Heat and Power) and solar hot water heating.
18.10.13	12/01116/CT3 1-30 Bradlands Mill Lane	Demolition of existing buildings. Erection of 3 storey sheltered accommodation comprising 49 flats with ancillary communal space	8/11	Between 30-39% of the site's energy needs to be met by solar panels and PV.

		and facilities.		
18.10.13	12/01228/FUL Luther Court Luther Street	Erection of new buildings comprising 42 self-contained flats and 82 student study rooms.	9/	Cleaner, Greener Oxford a combined heat and power system.
24.05.13	12/03115/FUL Plot 8600 & 8400 Alec Issigonis Way	Construction of motor vehicle dealership.	8/11	21.5% of the site's energy needs to be met through a combination of heat pump technology and biofuel Combined Heat and Power.
25.09.13	12/03278/FUL Former Cowley Community Centre Barns Road	Erection of 4 storey building comprising community centre, retail and workshop unit on ground floor together with 40 "car-free" residential flats.	8/11	At least 20% of the community centre and workshop unit's energy needs to be met by an air source heat pump. Solar panels on the roof of the building will not result in the flats generating 20% of their energy needs on site. Other methods of on-site energy generation were assessed and found to be inappropriate for a number of reasons. Whilst the Council's policy requirement is not quite met with respect to the residential element of the scheme, this is partially offset by the community centre and workshop elements which exceed the planning policy criteria.
25.09.13	12/03280/FUL Northway Centre Maltfield Road	Demolition of existing buildings. Erection of 47 residential units and community centre.	10/11	53% of the community centre's energy needs to be met by PV solar panels and air source heat pumps. 10% of the residential unit's energy needs to be met by a large solar PV array. Other renewable energy sources have been considered but were found to be technically and financially unviable. However, sustainable building methods will be used and the community building contributes significantly to the renewable energy provisions for the site overall.

25.09.13	12/03281/FULFormer Community Centre Westlands Drive	Demolition of existing building. Erection of 21 flats.	-	10% of the site's energy needs to be met by a large solar PV array. The Energy Strategy states that the alternative renewable energy options to achieve the 20% target are deemed to be technically and financially unfeasible and instead the strategy focuses on improving the fabric of the new building and using high efficiency systems.
23.05.13	13/00119/FULRadcliffe Observatory Quarter	University School of Government	8/11	At least 20% of the site's energy needs to be met Cleaner, Greener Oxford array.
18.10.13	13/00631/FULCricket Ground Barton Road	Erection of 30 residential units	6/11	20% of the site's energy needs to be met by PV systems on a number of houses with suitably sized areas of south facing roofs.
18.10.13	13/00739/FUL Lawn Upton House	Erection of 22 residential units.	7/11	20% of the site's energy needs to be met by solar PV panels.
03.02.14	13/00832/FULFormer Ruskin College Site Walton Street	Redevelopment of existing student accommodation and teaching site comprising the demolition of buildings and erection of 90 student study rooms, 3 Fellows/Staff residential rooms, teaching facilities, library archive and social space.	8/11	32% of the site's energy needs to be met by air source heat pumps and a solar thermal system.
18.10.13	13/01119/FULFormer DHL Site Sandy Lane West	Erection of 3 units providing 3,509m ² of accommodation for Class B1 (Business), Class B2 (General Industrial) or Class B8 (Storage or Distribution) use.	8/11	20% of the site's energy needs to be met by PV panels.
24.10.13	13/01940/CT3Rose Hill Sports Ground	Demolition of existing sports pavilion. Erection of 2 storey community centre.	8/11	20% of the site's energy needs to be met by PV panels.

Figure 23:Qualifying developments' compliance with the NIRA SPD where planning permission was granted in 2013/14

5.5 In 2013/14, 14 applications that qualified for submitting a NRIA were granted planning permission. Of these applications, 13 achieved the required score of 6 out of 11, with nine

applications achieving scores of 8 or higher. This suggests that the NRIA continues to provide a useful measure of the sustainability of new developments and that the targets remain both relevant and achievable.

5.6 A total checklist score was not included with one application, but it did include a detailed report showing that all the NRIA requirements had been considered.

5.7 The NRIA SPD sets a minimum standard of 20% of all qualifying developments' energy needs to be met by renewable energy generated on site. Only one application was unable to meet this target and this was due to the specific limitations of the site (as detailed in Figure 23). It should also be noted that a number of applications were able to exceed this target, with some proposing to meet significantly higher proportions of the development's energy requirements through renewable energy generated on site.

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Indicator 25: DEVELOPMENT IN THE GREEN BELT

Target: No inappropriate development in the Green Belt unless specifically allocated in Oxford's Local Development Plan (Oxford Core Strategy Policy CS4)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



5.8 Figure 24 provides details of planning permissions granted for development in the Green Belt during the monitoring year. It shows that no inappropriate development was permitted in the Green Belt during 2013/14.

Location	Application Reference	Development	Reason for Approval
Victoria Arms Mill Lane	13/00702/FUL	Erection of single storey front extension to from dining space, and single storey extension to existing garage to form office. Erection of first floor extension over existing garage with formation of internal link to main building to form extended first floor living accommodation.	Small scale extensions to an existing public house that would not detract from the rural and open aspect of the site.

		Insertion of first floor dormer window to rear	
Falcon Rowing & Canoe Club Meadow Lane	13/01655/EXT	Application to extend the time limit for implementing planning permission 09/01918/FUL: Demolition of existing boathouse and redevelopment of boathouse with club facilities, associated storage and landscaping.	This was an application to extend the time period allowed for implementing a permission granted in 2010. There had been no changes to national or local policy, or other material considerations, that meant that the development would now be considered unacceptable.
1 Cowley Place	13/03059/FUL	Reinstatement of failed river bank wall.	As the proposals sit mainly below water level and are vegetated the visual impact will be minimal and in fact an improvement on the current collapsed wall. Therefore it will not detract from the views from across the river.

Figure 24: Planning permissions granted for development in the Green Belt in 2013/14

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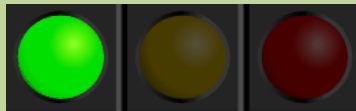
Indicator 26: WASTE AND RECYCLING

Target: Reduction in residential waste per household.

Increase the percentage of total household waste that is recycled and composted.

(Oxford Core Strategy Policy CS10)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



Waste

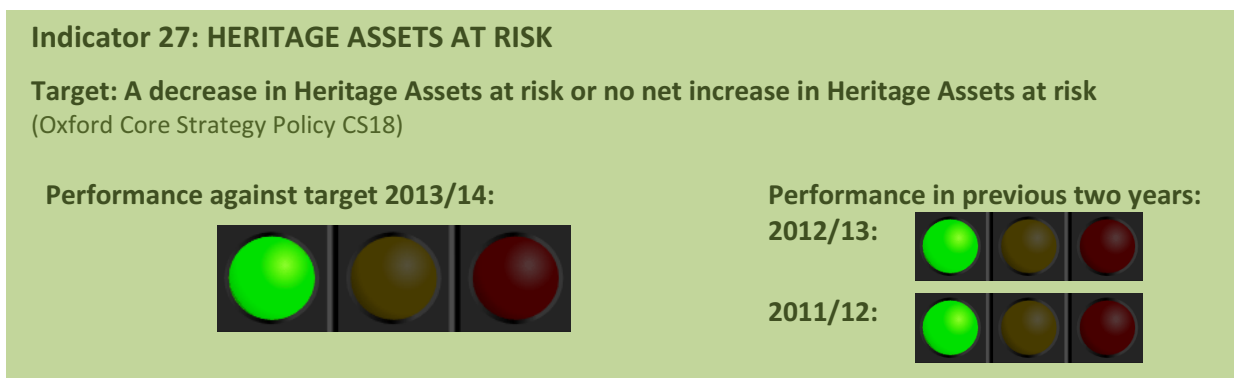
5.9 The baseline figure for residual household waste in the Core Strategy was 727kg per household (2007/08) with a target of reducing this to 715kg by 2010/11. Performance has well exceeded this target, as identified in previous monitoring reports. As a result progress is now measured against Corporate Plan targets. Figure 25 shows that the average residual waste per household in 2013/14 exceeded the Corporate Plan target.

	2011/12	2012/13	2013/14	Corporate Plan Target 2013/14
Residual waste per household (kg)	410.96	422.6	422.18	445

Figure 25: Residual waste per household in Oxford

Recycling

5.10 The baseline figure given in the Core Strategy for the proportion of total household waste recycled or composted was 19% (2005/06), with a target of increasing this to at least 45% by 31st March 2015 and at least 55% by 31st March 2020. In the monitoring year 2013/14, 44.88% of household waste was recycled or composted, indicating good progress towards meeting the Core Strategy target in March 2015.



5.11 English Heritage’s ‘Heritage at Risk Programme’ was launched in 2008 as a way of understanding the overall state of England's historic sites. In particular, the programme identifies those sites that are most at risk of being lost as a result of neglect, decay or inappropriate development.

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Heritage Asset	Condition	Priority Category
Church of St Thomas the Martyr St Thomas Street	Poor	C – Slow decay, no solution agreed
Swing Bridge, Near Rewley Road	Very Bad	B – Immediate risk of further rapid deterioration or loss of fabric; solution agreed but not implemented

Figure 26: Heritage assets at risk in Oxford 2013/14 (English Heritage)

5.12 Figure 26 shows that two of Oxford’s heritage assets were identified as being at risk within the monitoring year. Although this represents an increase in the number of heritage assets at risk when compared to 2012/13, the total number remains low, particularly given the number of heritage assets within the city. Figure 27 shows that there has been no net increase in heritage assets at risk when compared to the Core Strategy baseline.

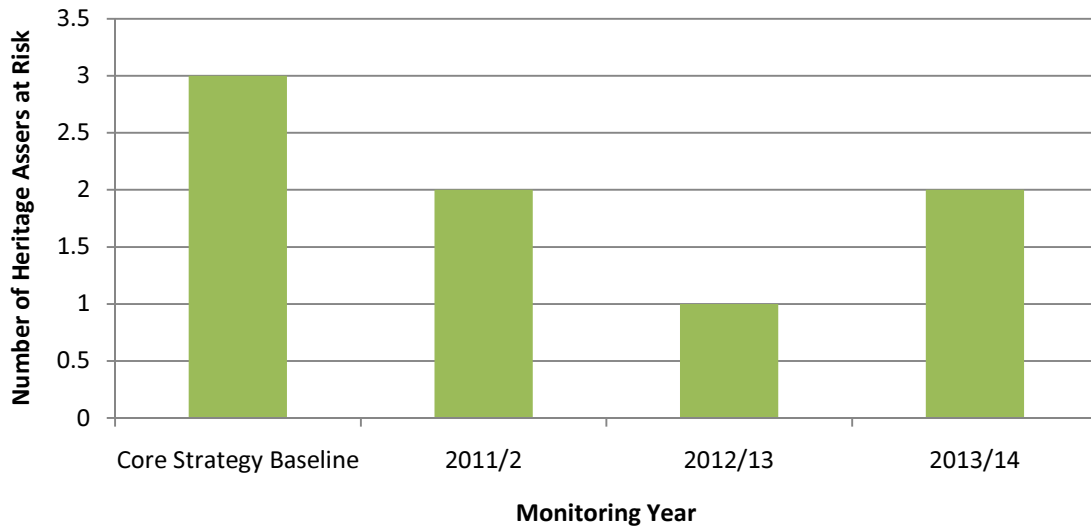


Figure 27: Number of heritage assets at risk in 2013/14 compared to recent monitoring years and the Core Strategy Baseline

Indicator 28: APPLICATIONS INVOLVING THE TOTAL, SUBSTANTIAL OR PARTIAL DEMOLITION OF A LISTED BUILDING

Target: 0% Listed Building Consents or planning permissions approved by the City Council that involve the total, substantial or partial demolition of a listed building
(Oxford Core Strategy Policy CS18)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



5.13 During the 2013/14 monitoring year, 11 applications were received for the total, substantial or partial demolition of a listed building. These appli **Cleaner, Greener Oxford**

Application Reference	Address	Description	Decision	Reason
13/01011/LBD	Warneford Hospital	Refurbishment of High Dependence Lounge and Treatment Room. Separation of Clinic Room and Treatment Room with addition of new doorway of the main corridor for access.	WITHDRAWN	N/A
13/01012/LBD	Freuds Café Walton Street	The demolition and reconstruction of the boundary wall with 119 Walton Street (Freud's Cafe) and Plot L of the Radcliffe Observatory Quarter.	APPROVED	The proposal accords with the special character, setting, and features of the listed building.
13/01075/LBD	Former Ruskin College Site, Walton Street	External alterations including demolition of south and west facades of 1913 building, demolition of 1930's, 1960's and 1980's extensions, and removal of existing roof.	APPROVED	The proposal accords with the special character, setting, and features of the listed building.

		Erection of four storey extension to rear to provide 90 student study rooms, 3 Fellows/Staff residential rooms, teaching/lecture facilities, library archive and social space. Erection of replacement roof.		
13/01191/LBD	37 St John Street	Demolition of existing rear garden extension. Erection of two storey rear extension and new chimney stack to rear, erection of new garden store and alterations to north and west boundary walls.	APPROVED	The proposal accords with the special character, setting, and features of the listed building.
13/01333/LBD	7 Norham Gardens	Demolition of existing conservatory, toilet block and garage. Erection of two storey extension (including increase in ridge height), porch and conservatory, new garage and garden studio.	APPROVED	The proposal accords with the local development plan and national advice on managing the historic environment.
13/01425/LBD	Worcester College, Walton Street	Erection of building between Nuffield building and kitchen, to provide kitchen ancillary uses and plant room. Various demolitions including changing/store building, stores/extension to Nuffield building, fire escape, steps, platform, windows to form new openings, walls to kitchen; walls, floor, ceiling and finishes.	APPROVED	The proposal accords with the special character, setting, and features of the listed building.
13/01801/LBD	St Cross College	Demolition and rebuilding of existing boundary walls.	REFUSED ALLOWED AT APPEAL	The Inspector considered that the application had considerable merit and accords with the Local Development Plan.
13/02051/LBD	Warneford Hospital	Alterations including removal and reconstruction of existing single storey extension of High Dependency Lounge and Treatment Room. Installation of metal framed glazing and separation of Clinic Room and Treatment Room with addition of new doorway of the main corridor for access.	APPROVED	The proposal accords with the special character, setting, and features of the listed building.
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13/02961/LBD	Former Radcliffe Infirmary, Woodstock Road	Demolition of single storey range between wings of Outpatients Building, including original stairs and internal partitions. Erection of new 3 storey extension between wings and 3 storey south-west extension, insertion of new partitions, stairs and lift, insertion of mezzanine level and changes to approved roof profile.	APPROVED	The proposal accords with the special character, setting, and features of the listed building.
14/00590/LBD	124 Kingston Road	Extensions and alterations including removal of rear conservatory and erection of single storey rear extension.	APPROVED	The proposal accords with the special character, setting, and features of the listed building.
14/00829/LBD	Lawn Upton House, Sandford Road	Demolition of existing garden building (for erection of new single storey dwelling).	APPROVED	The proposal accords with the special character, setting, and features of the listed building.

Figure 28: Applications involving the total, substantial or partial demolition of a listed building 2013/14

5.14 Figure 28 shows that 10 applications for the total, substantial or partial demolition of a listed building were granted listed building consent in 2013/14. Although this is in conflict with the target for this indicator, in the majority of cases it was considered that the proposals would not harm the special character, setting or features of the listed building. In each case the recommendations of English Heritage were taken to consideration. In one case listed building consent was refused, but planning permission was subsequently granted at appeal. In this case the Inspector had regard to the special qualities of the listed building.

Indicator 29: APPLICATIONS INVOLVING DEMOLITION OF A BUILDING THAT CONTRIBUTES TO THE CHARACTER AND APPEARANCE OF A CONSERVATION AREA

Target: 0% conservation area consents approved by the City Council contrary to officers' and English Heritage's recommendation (Oxford Core Strategy Policy CS18)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



5.15 Conservation area consent was granted for four applications received in the monitoring year. 0% of these consents were granted by the City Council contrary to officers' and English Heritage's recommendations.

5.16 Conservation area consents were abolished on the 1 October 2013. This indicator will therefore be removed from future monitoring reports.

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Indicator 30: APPEALS ALLOWED WHERE CONSERVATION POLICIES ARE CITED AS A REASON FOR REFUSAL

Target: 80% of appeals dismissed where conservation policies are cited as a reason for refusal (Oxford Core Strategy Policy CS18)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



5.17 The conservation policies are the saved historic environment policies taken from the Oxford Local Plan 2001-2016. There were six appeals where these policies had been cited as a reason for refusal and of these, one appeal was allowed:

Application reference: 13/01428/FUL

Address: 8 Mill Lane, Iffley

Description of development: Erection of two storey extension to side and addition of new first floor and room in the roof and changes to the fenestration

Reason for Refusal: Impact on conservation area

5.18 This means that 83% of appeals citing conservation area policies as reasons for refusal were dismissed in 2013/14, in line with the Core Strategy target. Performance against this indicator in recent years is shown in Figure 29.

	2011/12	2012/13	2013/14
Number of appeals where conservation policies were cited as a reason for refusal	3	11	6
Number of these appeals that were allowed	3	2	1
Percentage of these appeals that were dismissed	0%	82%	83%

Figure 29: Number of appeals where conservation policies were cited as a reason for refusal 2011-12, 2012/13 & 2013/14

Indicator 31: TREE PRESERVATION ORDERS (TPOs)

Target: 0% of applications for felling trees that are the subject of a TPO to be approved by the City Council contrary to officers' recommendations(Oxford Core Strategy Policy CS18)

Performance against target 2013/14:



Performance in previous two years:



5.19 There were no permissions granted for the felling of trees contrary to officers' recommendations in 2013/14.

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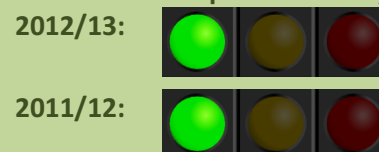
Indicator 32: LOSS TO OTHER USES OF PUBLIC OPEN SPACE, OUTDOOR SPORTS AND RECREATION FACILITIES

Target: No net loss to other uses of publically accessible open space, outdoor sports and recreation facilities (Oxford Core Strategy Policy CS21)

Performance against target 2013/14:



Performance in previous two years:



5.20 In 2013/14 no planning applications were permitted where there would be a net loss of publically accessible open space, outdoor sports or recreation facilities.

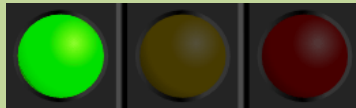
5.21 Planning application 13/00631/FUL for the erection of 30 residential units at the former Cricket Ground on Barton Road was approved by committee in July 2013, however the cricket

ground had been unused for many years, was overgrown and had no public access. The site had been allocated for residential development by Sites and Housing Plan Policy SP3 and the development included the provision of new publically accessible open space.

Indicator 33: NUMBER OF PARKS WITH GREEN FLAG STATUS

Target: Renew the Green Flag status for parks that have already achieved this award. Aim to produce more successful winners of this award (Oxford Core Strategy Policy CS21)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



5.22 The Green Flag Award was founded in 1996 as a way of recognising the best green spaces across the country. It has now come to be the international standard for parks and green spaces in Europe. Four of Oxford’s seven large parks have previously been awarded Green Flag status: Cutteslowe and Sunnymead; Hinksey; Florence; and Bury Knowle. These awards were retained in the July 2013 re-assessments. In addition to this, Blackbird Leys Park became the fifth Oxford park to receive a Green Flag Award in summer 2013.

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Indicator 34: TRAFFIC GROWTH AT INNER AND OUTER CORDONS

Target: Inner Cordon - no more than 0% growth

Outer Cordon - no more than 0.2% average annual growth

(Oxford Core Strategy Policy CS14)

Performance against target 2013/14:



Performance in previous two years:

2012/13:



2011/12:



5.23 Oxfordshire County Council monitors traffic flows at two ‘cordons’ in Oxford; the inner and outer cordons. Each of these is made up of a number of monitoring locations. The traffic counts from each location are combined to produce the overall inner and outer cordon traffic counts.

5.24 The average weekday inbound flow of vehicles from 07:00-19:00 is recorded for each calendar year. The inner cordon count provides an indication of the average number of vehicles entering central Oxford on any given weekday, whilst the outer cordon count provides an indication of the number of vehicles entering Oxford across the city boundary.

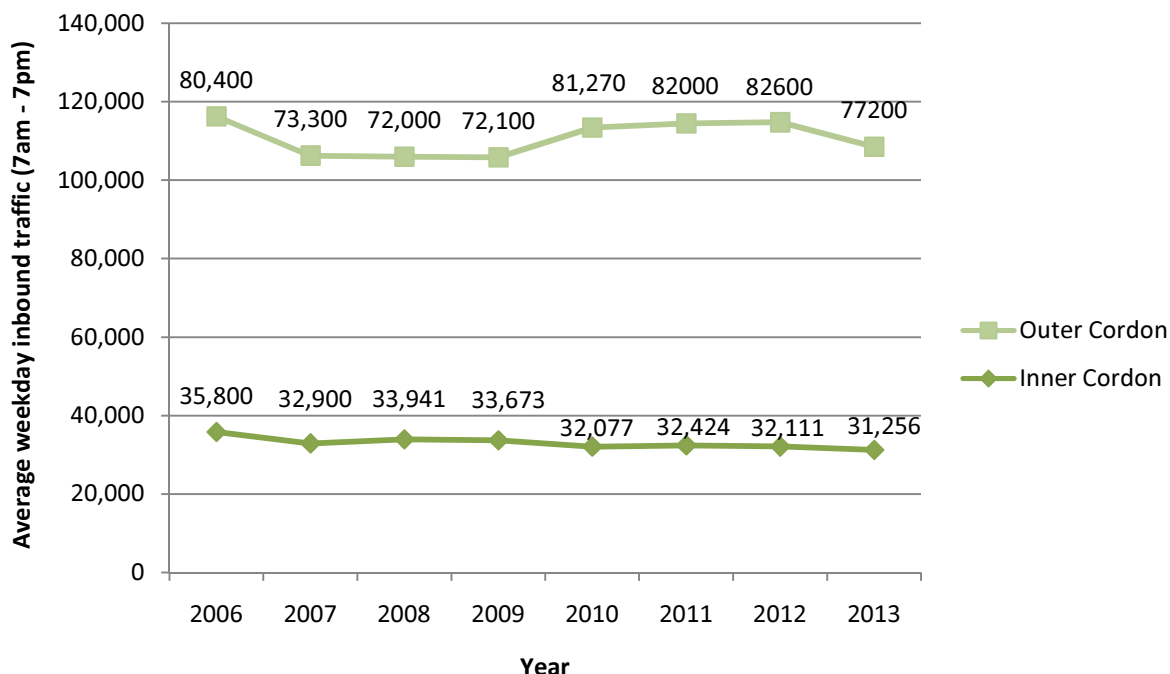


Figure 30: Average weekday inbound traffic at the Inner and Outer Cordons 2006 – 2013*

*Note: In 2010 an additional outer cordon monitoring location was added on Oxford Road, North of Bagley Wood. Data from two outer cordon monitoring locations (Oxford Road and Beaumont Road) was unavailable for 2013.

5.25 Figure 30 shows that inner cordon traffic flows have decreased over time when compared to the 2006 Core Strategy baseline. It is difficult to compare the 2013 outer cordon figures with previous years as data from two monitoring locations was unavailable however traffic flows have shown a slight decrease at a number of outer cord **Cleaner, Greener Oxford** overall traffic growth, if any, is likely to be minimal.

Summary: Cleaner, Greener Oxford

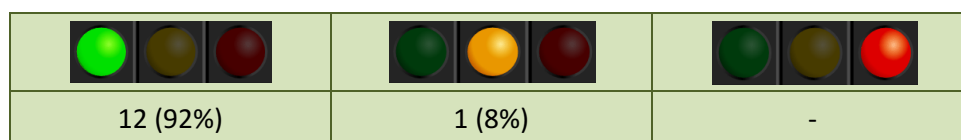


Figure 31: Summary of performance against environmental indicators in 2013/14

5.26 Figure 31 shows that the majority of environmental indicators met or made good progress towards their targets in 2013/14. A summary of indicator performance that scored green ratings is given below:

- No net reduction in areas designated for their intrinsic environmental value i.e. SAC, SSSI, RIGS and locally designated sites.

- No planning applications approved contrary to formal Environment Agency objections.
 - 14 applications were approved that required a Natural Resource Impact Analysis (NRIA). One application had not identified an overall NRIA rating, but had submitted a detailed report showing that the use of natural resources had been fully considered. Of the 13 applications that had identified an overall rating, all achieved the minimum score of 6 out of 11, however 9 achieved a score of 8 or higher. 13 of the applications also demonstrated that at least 20% of the site's energy needs would be met through renewable energy generated on site.
 - No inappropriate development permitted in the Green Belt.
 - Residual household waste per household has decreased slightly when compared with the previous monitoring year. The proportion of residential waste that is recycled or composted increased to 44.88%, showing good progress towards the meeting the Core strategy target of 45% by March 2015.
 - No net increase in heritage assets at risk in the city when compared to the Core Strategy baseline.
 - 0% of conservation area consents were granted contrary to officer and English Heritage advice.
 - 83% of appeals that cited conservation policies as a reason for refusal were dismissed by Inspectors at appeal.
 - There were no permissions granted for the felling of trees subject to a TPO contrary to officers' recommendations in 2013/14.
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- No applications were permitted where there was no space, outdoor sports or recreation facilities.
 - A net increase in the number of Oxford's parks that have achieved Green Flag status.

- Average weekday traffic flows at the inner cordon have decreased over time when compared to the 2006 Core Strategy baseline. This means that fewer vehicles are entering central Oxford. Data for the Outer Cordon shows that traffic flows at many monitoring locations have decreased slightly when compared the previous monitoring year.

5.27 Indicator 28 was the only environmental indicator to score an amber rating. This was due to listed building consent being granted for 10 applications for the total, substantial or partial demolition of a listed building in 2013/14. However, all of the applications were considered to accord with the special character of the listed building and considered the views of English Heritage.

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Duty to Co-operate

6.1 The Localism Act 2011 introduced the Duty to Co-operate in relation to planning sustainable development. This duty requires local planning authorities to co-operate with other local planning authorities, county councils and other prescribed bodies, as defined by the Town and Country Planning (Local Planning (England) Regulations 2012) (as amended), in maximising the effectiveness of the preparation of development plan documents. This requirement came into force on 15 November 2011.

6.2 The Duty requires those bodies to:

- engage constructively, actively and on an on-going basis with other Duty to Co-operate bodies on the preparation of plans and supporting activities;
- have regard to activities of other Duty to Co-operate bodies; and:

- consider joint approaches to plan making.

6.3 The Duty relates to the following matters:

- sustainable development or use of land that would have a significant impact on at least two planning areas;
- sustainable development or use of land for, or in connection with, infrastructure that is strategic and would have a significant impact on at least two planning areas; and:
- a planning matter that falls within the remit of a county council or would have a significant impact on a county matter.

6.4 The only development plan document that the City Council prepared during 2013/14 was the Northern Gateway Area Action Plan (AAP), which had reached the options stage by the end of the monitoring year. Consultation took place with the prescribed statutory bodies and with the other Oxfordshire councils on the Sustainability Appraisal Scoping Report in November 2013, followed by consultation with all the Duty to Cooperate bodies on the options document in February 2014. A stakeholder workshop was held on the 24 March 2014, to which many of the Duty to Cooperate bodies were invited. A large number of one-to-one meetings have also been held with a range of stakeholders throughout the plan preparation process, including with various Duty to Cooperate bodies and in particular with Oxfordshire County Council. Full details of how the City Council has complied with the Duty to Cooperate in respect of the Northern Gateway AAP will be set out in a statement that will be published alongside the submission version of the Plan in October 2014.

6.5 More generally, the City Council has been actively involved in a number of cross boundary and joint partnership relationships which have informed the preparation of the various elements of the Oxford Local Plan. This includes the Oxfordshire Spatial Planning and Infrastructure Partnership (SPIP); the Oxfordshire Local Enterprise Partnership (LEP); the Oxford Strategic Partnership (OSP); the Oxfordshire Skills Board; the Health and Wellbeing Board; the Oxfordshire Local Transport Board; the Oxfordshire Leaders Group; the Oxfordshire Chief Executives Group; City and County Bilateral meetings; the Oxfordshire Area Flood Partnership; the Oxford Green and Blue Spaces Network; the Oxford Regeneration Programme Partnership and the Oxfordshire Planning Policy Officers Group. These meetings are attended **Efficient, Effective Council** a range of senior officers.

6.6 During 2013/14, a particularly relevant exercise in relation to the Duty to Cooperate was the preparation of a new Strategic Housing Market Assessment (SHMA) for the county. This study identified the need for housing both across the county, and by individual district, up to 2031 and will form a key part of the evidence base for emerging Local Plans in the other districts. The SHMA was jointly commissioned by all of the Oxfordshire authorities and an officer working group, including an officer from the City Council, managed the consultants during the project. The SHMA findings were published in summary form in March 2014, with the full report being published in April 2014. The City Council has subsequently made strong representations on emerging Local Plans in the county with the aim of ensuring that they allocate sufficient land to accommodate the full Objectively Assessed Need for the whole county, including housing need that cannot be met in Oxford because of intrinsic environmental constraints and the city's tightly drawn administrative boundaries.

Local Development Scheme Monitoring

6.7 The Local Development Scheme (LDS) sets out the work programme and resources required for the preparation of documents to be included in Oxford's Local Development Plan. The current

LDS covers the period 2011-2014. A LDS for 2014-2017 is expected to be adopted during the next monitoring year.

6.8 Figure 32 sets out progress against documents due to be developed and/or adopted during the 2013/2014 monitoring period.

Document	Timescale	Progress
Community Infrastructure Levy (CIL) Charging Schedule	Adoption April 2013	The CIL charging schedule was approved by Full Council on 30 September 2013 and came into effect in Oxford on 21 October 2013.
Northern Gateway AAP	Start July 2012* - Adoption December 2014*	Work on the AAP has progressed in line with the amended LDS schedule. The Preferred Options were published in February 2014, with a subsequent period of consultation during February/March 2014. The AAP should move on to the Proposed Submission stage and adoption during the next monitoring year.
Affordable Housing and Planning Obligations SPD	Start October 2012 - Adoption October 2013	The SPD was adopted by the City Council on 11 September 2013.
Development Management DPD	Start October 2012 - Examination November 2014	The City Council has not yet made a decision on whether it will still produce a Development Management DPD. Many other local authorities are now reverting to a single Local Plan and the City Council will need to consider the pros and cons of such an approach.
Low Carbon (inc.NRIA) SPD	Start April 2013 - Adoption April 2014	This document is likely to be moved to the LDS work programme for 2014-17. Timetable to be confirmed.

* Amended timescale approved by Full Council on 14th July 2014

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Figure 32:Progress on documents due to be developed and/or adopted during 2013/14

6.9 In addition to the documents set out in the LDS, progress has also been made on a number of other SPDs:

- **OxpensMasterplan SDP** - Adopted November 2013.
- **Jericho Canalside SPD** -Adopted December 2013.
- **Diamond Place SPD**- Preparatory work, including early stakeholder & community engagement,undertaken during the monitoring year.
- **Oxford Station SPD**- The previous AMR reported that it was likely that work would start on an SPD for Oxford Station during the monitoring period. Oxford City Council, Oxfordshire County Council and Network Rail have now entered into a tripartite agreement and a Masterplan has been developed.

Appeal Decision Monitoring

6.10 57 planning appeals (excluding enforcement appeals) were determined during the monitoring year. Figure 33 provides a summary of these decisions.

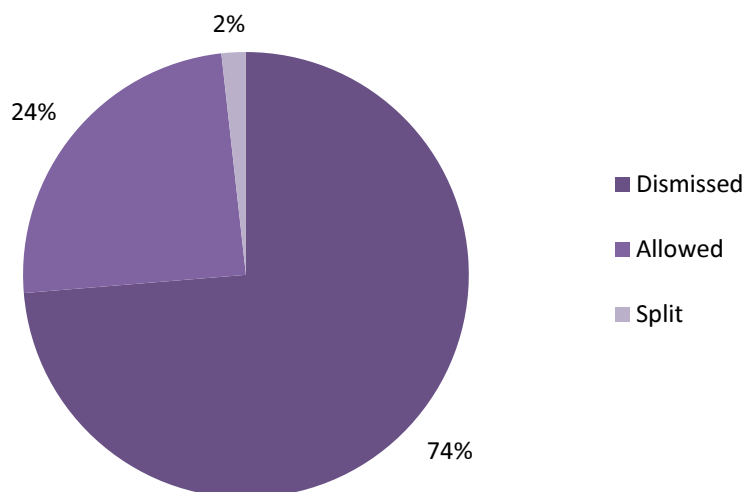


Figure 33: Planning appeal decisions (excluding enforcement) 2013/14

6.11 Appeal decisions are monitored in order to better understand how planning policies in Oxford’s Local Development Plan are interpreted and applied by Inspectors, including whether they are considered to be up-to-date and compatible with the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG). In the majority of cases, Inspectors considered the policies in Oxford’s Local Development Plan to be consistent with the objectives of the NPPF and PPG. A summary of the main policy issues raised by Inspectors is provided below:

Sites and Housing Plan Policy HP4 – Affordable Homes from Small Housing Sites

6.12 The Sites and Housing Plan was adopted towards the end of the previous monitoring year, so we are just beginning to see these policies being applied and tested by Inspectors at appeal. Policy HP4 of this Plan requires a financial contribution towards delivering affordable housing in Oxford from small housing sites with the capacity for 4-9 dwellings. **Efficient, Effective Council** Policy HP4 in three appeals:

- *Application reference: 12/02821/FUL (66 Cricket Road, OX4 3DQ) APPEAL DISMISSED*
This application was for the erection of a detached bungalow within the rear garden of an existing dwelling. Permission had previously been granted in 2012 for a detached building towards the front of the site to provide two flats. The Inspector agreed with the City Council that if planning permission were granted for the bungalow, together with the extant permission for two flats, there would be capacity for three new dwellings on the site. These, together with the existing house, would make four properties in total meaning that a contribution towards affordable housing would be required.

The appellant highlighted a similar case at 110 Oliver Road, where three new dwellings were proposed within the garden of an existing house. In that case a financial contribution was not required because there were no changes or alterations to the existing property. As the existing house at 66 Cricket Road would require alterations to accommodate the building of the two flats, the Inspector considered that it was different to the case at Oliver Road and that a contribution towards the supply of affordable housing would be fairly and reasonably related to the development proposed.

- *Application reference: 13/00036/FUL (Land Rear Of 2-14 Jack Straws Lane, OX3 0DL)*
APPEAL DISMISSED

The Inspector commented that Policy HP4 is clear in its requirements but that they were provided with no evidence to support the City Council's assertion that the site could reasonably accommodate four or more dwellings, leading the Inspector to conclude that a financial contribution towards affordable housing would not be required.

- *Application reference: 13/00906/FUL (184 & 186 Headington Road, OX3 0BS)*
APPEAL DISMISSED

This application sought to convert two adjoining HMOs into four flats (with each HMO being converted into two flats). The Inspector did not consider a financial contribution necessary under Policy HP4 as although the two properties are in the same ownership and are included in the same application, they could be developed individually meaning that they would fall under the three dwelling threshold of Policy HP4.

Saved Local Plan Policy RC4 – District Shopping Frontages

6.13 "In carrying out their retail surveys, the Council exclude any retail element of units with mixed or sui generis uses. This allows a consistent approach in accordance with definitions in the Use Classes Order and the drafting of LP Policy RC4. From what I can see Inspectors who have dealt with similar appeals in Headington have accepted this approach to the survey and I regard it as appropriate. In a previous appeal at 136 London Road the Inspector found that the threshold approach adopted by LP Policy RC4 was well founded and merited continued support and there is no evidence that this situation has changed. Policies CS1 and LP RC4 form a considered approach to the management of the different centres in Oxford, in accord with NPPF." *Application reference: 13/00023/FUL (106 London Road, OX3 9AJ)* *APPEAL DISMISSED*

Heritage Assets

6.14 In two appeals Inspectors commented that the requirements of the NPPF go beyond those set out in Oxford's development plan documents:

- *Application reference: 12/03053/OUT (Garages to the rear of 1, 3, 5, 7 & 9 Cornock Close)*
APPEAL DISMISSED.

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The Inspector highlighted the need to weigh harm to the conservation area against the public benefits of development (paragraphs 132 and 133 of the NPPF).

- *Application reference: 13/00640/FUL (38 St Bernard's Road, OX2 6EH)* *APPEAL DISMISSED*

The Inspector pointed to the NPPF's requirement for heritage assets to be conserved in a manner appropriate to their significance: the more important the heritage asset, the greater the weight should be.

Outdoor Amenity Space

6.15 In two appeals Inspectors commented that Oxford's Local Development Plan does not provide guidance or a formula for assessing the suitable amount of outdoor amenity space for residential dwellings. (Application references allowed and 13/01660/FUL - APPEALS ALLOWED.)

Transport Reasons for Refusal

6.16 Inspectors in three appeals referred to paragraph 32 of the NPPF that states development should only be prevented on transport grounds where the cumulative impacts of development are severe. (Application references 13/00656/VAR (DISMISSED), 13/00127/FUL (DISMISSED) and 12/02935/FUL (ALLOWED)).

Statement of Community Involvement Monitoring

- 6.17 The Statement of Community Involvement (SCI) sets out how the Council will involve the community and other stakeholders in planning decisions. The current SCI was adopted in 2006 (reviewed in 2009) and is now superseded in parts by the 2012 Planning Regulations. A comprehensive review is scheduled to take place in 2014/15.
- 6.18 All of Oxford's Local Plan Documents require a statement of compliance that shows how they have been produced in accordance with the measures set out in the SCI. Figure 34 summarises the consultations undertaken in 2013/14.

Document	Consultation Stage	Consultation Period	Methods Used	Outcomes / Comments
Northern Gateway AAP	Preferred Options	14 February - 28 March 2014	<ul style="list-style-type: none"> ▪ Summary questionnaire hand delivered to approximately 4,000 homes (362 responses). ▪ Direct letters/emails to 34 statutory consultees and 279 local groups. ▪ Online questionnaire (162 responses). ▪ Public workshop held at the Oxford Hotel which included a brief presentation and roundtable discussions led by City and County Council officers (over 80 attendees). ▪ Specific stakeholders (e.g. landowners, Neighbourhood Forum, Highways Agency) invited to participate in a workshop held at the Town Hall (over 30 attendees). ▪ Exhibitions at seven local venues including some drop-in sessions. ▪ Publicity via project webpage, social media, local newsletters and posters. ▪ Emails and letters (40 responses). 	The results of the consultation helped to inform the drafting of the Proposed Submission which will be consulted on during the 2014/15 monitoring period.
	Early consultation (informal)	Autumn/Winter 2013	<ul style="list-style-type: none"> ▪ Meetings with stakeholders (e.g. Environment Agency, Highways Agency), service providers (e.g. Local Education Authority, Emergency Services), and neighbouring authorities (e.g. Cherwell and SouthOxfordshire District Councils) and local groups and organisations (e.g. representatives of Wolvercote Commoners and Engage Oxford). ▪ Close working with the Wolvercote Neighbourhood Plan Group, including officers assisting them in running a public workshop (over 100 attendees). 	The results of the early consultation helped to inform the drafting of the Preferred Options.

<p>Diamond Place SPD</p>	<p>Early consultation (informal)</p>	<p>4 September 2013</p>	<ul style="list-style-type: none"> ▪ A workshop was held at a meeting of the Summertown/St Margaret’s Neighbourhood Forum in the North Oxford Community Centre. A short presentation was given summarising the purpose and scope of the SPD, which was followed by roundtable discussions led by officers looking at the type of development that local people would like to see on the site (over 100 attendees). 	<p>The suggestions put forward at the workshop helped to inform the drafting of the Preferred Options which will be consulted on during the 2014/15 monitoring period.</p> <p>Participants were asked to provide feedback on the workshop. 49 responses were received:</p> <table border="1" data-bbox="1480 443 2060 719"> <thead> <tr> <th></th> <th>Good</th> <th>Ok</th> <th>Poor</th> </tr> </thead> <tbody> <tr> <td>Overall Opinion</td> <td>33</td> <td>13</td> <td>1</td> </tr> <tr> <td>Right Info.</td> <td>31</td> <td>15</td> <td>2</td> </tr> <tr> <td>Atmosphere</td> <td>48</td> <td>1</td> <td>0</td> </tr> <tr> <td>Discussion</td> <td>33</td> <td>13</td> <td>2</td> </tr> <tr> <td>Methods</td> <td>32</td> <td>2</td> <td>1</td> </tr> <tr> <td>Facilities</td> <td>24</td> <td>18</td> <td>7</td> </tr> <tr> <td>Location</td> <td>37</td> <td>11</td> <td>1</td> </tr> </tbody> </table> <p>Many additional, positive comments relating to the structure and facilitation of the event were also received. Addressing overcrowding and difficulties hearing speakers were the main improvements suggested.</p>		Good	Ok	Poor	Overall Opinion	33	13	1	Right Info.	31	15	2	Atmosphere	48	1	0	Discussion	33	13	2	Methods	32	2	1	Facilities	24	18	7	Location	37	11	1
	Good	Ok	Poor																																	
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Facilities	24	18	7																																	
Location	37	11	1																																	
<p>Affordable Housing SPD</p>	<p>Draft Document</p>	<p>12 April - 24 May 2013</p>	<ul style="list-style-type: none"> ▪ The draft SPD, supporting information and comment forms were made available online via the Council’s website, in paper form at the Council’s offices in St Aldate’s Chambers and in paper form at libraries within the city. ▪ An invitation to comment was sent to statutory bodies, known contacts within the development industry and registered providers of social housing. ▪ Press release. 	<p>The City Council reviewed the issues raised through the consultation and, where necessary, made changes to the SPD.</p>																																
<p>Jericho SPD</p>	<p>Draft Document</p>	<p>13 September - 25 October 2013</p>	<ul style="list-style-type: none"> ▪ Flyers hand delivered to approximately 1,000 addresses in Jericho and Rewley Park distributed by the Jericho Community 	<p>The City Council reviewed the issues raised through the consultation and, where necessary, made changes to the SPD.</p>																																

			<p>Association.</p> <ul style="list-style-type: none"> ▪ Direct invitations to comment sent by letter/email to statutory consultees, landowners, local interest groups, canal related organisations, heritage groups, neighbourhood organisations, people registered on the Council's online consultation portal and people who responded to the earlier consultation and requested further contact. 	
	Pre-production consultation	July 2013	<ul style="list-style-type: none"> ▪ Drop in event for people of Jericho held at the Jericho Community Centre on 10th July 2013 from 3:30-7:30pm. The event was mainly advertised through a flyer produced by the City Council and delivered by the Jericho Community Association to about 1,200 addresses. The event was also advertised on the Jericho Community Association's website (over 50 attendees). ▪ Meeting/telephone conversations with specific local interest groups and organisations. 	The approach to consultation on this SPD was to involve local people at the earliest stage to enable the City Council to gain a sample of views from the local community on their layout and design aspirations prior to drafting the SPD.
Oxpens SPD	Draft Document	17 June – 29 July 2013	A total of 143 responses from organisations and individuals were received including 38 letters/emails and 105 responses to the questionnaire.	The issues raised through the consultation were reviewed and, where necessary, changes were made to the SPD.

Figure 34: Summary of planning policy consultations undertaken in 2013/14

Community Infrastructure Levy Monitoring

- 6.19 The Community Infrastructure Levy (CIL) is a tariff in the form of a standard charge on new development to help the funding of infrastructure. The City Council is responsible for the collection of CIL payments, co-ordinating how the funds are spent and reporting this to the community.
- 6.20 The Oxford CIL Charging Schedule was approved by Council on 30 September 2013. It came into effect on the 21 October 2013 and applies to planning permissions issued from that date onwards. The amount paid in CIL charges is based upon the type and size of development, and certain exemptions may apply.
- 6.21 A list of infrastructure that will, or may, be wholly or partly funded by CIL is contained in the 'Regulation 123 List', which is available on the CIL page of the City Council's website. Although CIL will now be the principal mechanism by which developments contribute to the provision of infrastructure, affordable housing and some other (primarily on-site) infrastructure will continue to be delivered through planning obligations.
- 6.22 Regulation 62 of the CIL Regulations (as amended) states that:
- "A charging authority must prepare a report for any financial year ("the reported year") in which-*
- (a) it collects CIL, or CIL is collected on its behalf; or*
- (b) an amount of CIL collected by it or by another person on its behalf (whether in the reported year or any other) has been spent."*
- 6.23 The financial year to which this report relates is 2013/14 and the information within it relates to the period from 21 October 2013 (when the Charging Schedule came into effect) to 31 March 2014. During the monitoring year only £7,064 was received in CIL charges. This is because the Charging Schedule only came into effect part way through the monitoring year, and because CIL is only payable upon commencement of development. It is expected that the amount collected will rise significantly in future monitoring years as works commence on more qualifying developments.
- 6.23 Figure 35 sets out the CIL monitoring information required by Regulation 62 (as amended).

Regulation 62 Reference	Description	Amount Collected/Project Title
(3)	Land payments made in respect of CIL charged by the City Council, and CIL collected by way of a land payment which has not been spent if at the end of the reported year:- (a) development consistent with a relevant purpose has not commenced on the acquired land; or (b) the acquired land (in whole or in part) has been used or disposed of for a purpose other than a relevant purpose; and the amount deemed to be CIL by virtue of regulation 73(9) has not been spent.	£0.00
(3A)	Infrastructure payments made in respect of CIL charged by the City Council, and CIL collected by way of an infrastructure payment which has not been spent if at the end of the reported year the infrastructure to be provided has not been provided	£0.00
4(a)	Total CIL receipts for 2013/14	£7,064
4(b)	Total CIL expenditure for 2013/14	£0.00
4 (c) (i)	The items of infrastructure to which CIL (including land payments) has been applied	N/A
4 (c) (ii)	Amount of CIL expenditure on each item	£0.00
4 (c) (iii)	Amount of CIL applied to repay money borrowed, including any interest with details of the infrastructure items which that money was used to provide (wholly or in part)	£0.00
4 (c) (iv)	Amount of CIL applied to administrative expenses pursuant to regulation 61, and that amount expressed as a percentage of CIL collected in that year in accordance with that regulation	£353.20 (5%)
4 (ca)	Amount of CIL passed to any local council (i.e. a parish council) under regulation 59A or 59B; and Any person under regulation 59(4) (i.e. to another person for that person to apply to funding the provision, improvement, replacement, operation or maintenance of infrastructure)	£0.00
4 (cb) (i)	Total CIL receipts that regulations 59E and 59F applied to (i.e. CIL recovered from parish councils because it hasn't been spent, or the neighbourhood element of CIL in areas that do not have parish councils)	£1,059.60
4 (cb) (ii)	The items to which the CIL receipts to which regulations 59E and 59F applied have been applied	N/A
4 (cb) (iii)	Amount of expenditure on each item	£0.00
4 (cc) (i)	Total value of CIL receipts requested from each local council under a notice served in accordance with regulation 59E	£0.00
4 (cc) (ii)	Any funds not yet recovered from each local council at the end of 2013/14 following a notice served in accordance with regulation 59E	£0.00
4 (d) (i)	Total amount of CIL receipts retained at the end of 2013/14, other than those to which regulation 59E or 59F applied (i.e. CIL recovered from parish councils, or the neighbourhood element of CIL in areas that do not have parish councils)	£6004.40
4 (d) (ii)	CIL receipts from previous years retained at the end of 2013/14 other than those to which regulation 59E or 59F applied	£0.00
4 (d) (iii)	CIL receipts for 2013/14 to which regulation 59E or 59F applied retained at the end of 2013/14	£1,059.60
4 (d) (iv)	CIL receipts from previous years to which regulation 59E or 59F applied retained at the end of 2013/14	£0.00
4 (e) (i)	In relation to any infrastructure payments accepted, the items of infrastructure to which the infrastructure payments relate	N/A
4 (e) (ii)	In relation to any infrastructure payments accepted, the amount of CIL to which each item of infrastructure relates	N/A

Figure 35: CIL monitoring information required by CIL regulation 62 (as amended)

Financial Contributions towards Affordable Housing

6.24 Oxford's affordable housing policies are:

- Core Strategy Policy CS24 (affordable homes from residential and commercial development);
- Sites and Housing Policy HP3 (affordable homes from large housing sites);
- Sites and Housing Policy HP4 (affordable homes from small housing sites); and
- Sites and Housing Policy HP6 (affordable housing from student accommodation).

The implementation of these policies is supported by the Affordable Housing and Planning Obligations SPD.

6.25 Sites and Housing Plan Policies HP3, HP4 and HP6 include financial contributions toward affordable housing as a mechanism for providing affordable housing in the city. This is in addition to the CIL, which does not cover contributions towards affordable housing. Financial contributions will be used to support the delivery of affordable housing elsewhere in the city, in line with Oxford's Housing Strategy. Possible uses of financial contributions are:

- Increase the number of affordable homes that are being delivered using the City Council's own land;
- Provide additional resources for affordable housing schemes proposed by Registered Providers to provide more affordable units, or a greater proportion of social rented units;
- Extend or remodel existing affordable homes where this will help reduce priority housing needs in a cost-effective way (e.g. create family homes from small dwellings).

6.26 In 2013/14, £460,154.10 was received through legal agreements as financial contributions towards affordable housing.

Summary: Efficient, Effective Council

- 6.27 The City Council has been actively involved in a number of cross boundary and joint partnership relationships which have informed the preparation of the various elements of the Oxford Local Plan. During 2013/14, a particularly relevant exercise in relation to the Duty to Cooperate was the preparation of a new Strategic Housing Market Assessment (SHMA) for the county. The SHMA was jointly commissioned by all of the Oxfordshire authorities and an officer working group, including an officer from the City Council, managed the consultants during the project. The City Council has sought to involve other Duty to Cooperate bodies during the production of the Northern Gateway Area Action Plan, and full details will be set out in a statement that will be published alongside the submission version of the Plan in October 2014.
- 6.28 Progress has been made towards delivering some key planning policy documents during the monitoring year, specifically the CIL Charging Schedule, Affordable Housing and Planning Obligations SPD and Northern Gateway AAP. Work has also progressed on a number of other SPDs in addition to those identified in the LDS. The current LDS is now reaching the end of its life and a new LDS is due to be adopted before the next monitoring report.
- 6.29 This is the first time that appeal decision monitoring has been included in the Annual Monitoring Report. It provides useful insight into how Oxford's Local Development Plan Policies are interpreted and applied by Inspectors. Monitoring has shown that, in the majority of cases, Inspectors consider Oxford's policies to be up-to-date and consistent with the objectives of the NPPF and PPG. We have begun to see policies from the Sites and Housing Plan being tested at appeal, as well as identifying a small number of areas where policies may require updating in the future to more fully reflect the approach set out in national policy.
- 6.30 A number of consultations were undertaken on a range of documents in accordance with the approach set out in the SCI. The current SCI is due to be reviewed during the 2014/15 monitoring period and this may change the way that members of the public and other stakeholders are involved in the preparation of planning policy documents in the future.
- 6.31 The CIL Charging Schedule came into effect in Oxford in October 2013. During the monitoring year £7,064 was received in CIL charges. As the charging schedule only came into effect part way through the monitoring year, it is expected that the amount collected will rise significantly in subsequent years as works commence on more qualifying developments.
- 6.32 In 2013/14 £460,154.10 was received through legal agreements as financial contributions towards affordable housing.

Glossary

Affordable housing	Homes that are available at a rent or price that can be afforded by people who are in housing need. It includes social rented housing, intermediate affordable housing and shared ownership housing.
Biodiversity	The diversity of plant and animal life, usually measured by the number of species present.
Building for Life	Building for Life is the national standard for well-designed homes and neighbourhoods. Assessments are scored against 12 Building for Life questions, covering: 'Integrating into the Neighbourhood'; 'Creating a Place'; 'Street and Home'.
Core Strategy	A Development Plan Document that sets out the long-term spatial vision for the local planning authority's area, with objectives and policies to deliver that vision.
Development Plan	An authority's development plan consists of the development plan documents contained within its Local Development Framework and any Neighbourhood Plans that are adopted.
Development Plan Document (DPD)	Planning policy documents that form part of the Local Development Framework. They are subject to independent examination and, together with any Neighbourhood Plans and saved Local Plan policies, form the Development Plan for the local authority area.
Environment Agency	Government body responsible for a wide range of environmental regulations and advice, including flood risk and natural waterways.
Flood Zone	Flood Zones 1, 2, 3a and 3b are defined in the companion guide to the NPPF. These categories define the likelihood of flooding occurring in that zone (with Flood Zone 1 having the lowest risk and Flood Zone 3 the highest risk).
Green Belt	An area of undeveloped land, where the planning policy is to keep it open to (amongst other purposes) prevent urban sprawl and preserve the setting and special character of Oxford and its landscape setting.
Green Flag Status	A national award given by Keep Britain Tidy to recognise and reward the best green spaces in the country.
Heritage asset	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment. They include designated heritage assets and assets identified by Oxford City Council during the process of decision-making or through the plan making process (including local listing).
Heritage Plan	A Plan being prepared by City Development that will eventually be used as a basis for decision-making and initiatives that will help development in Oxford to sustain and enhance the archaeological, architectural and landscape resource in a manner compatible with the city's historic status.
Housing trajectory	A tool that is used to estimate the number of homes likely to be built in the future, usually shown as a graph.

Indicators	A measure of variables over time which can be used to measure achievement of objectives.
Local Development Document (LDD)	The documents which (taken as a whole) set out the City Council's policies relating to the development and use of land in Oxford.
Local Development Scheme (LDS)	A project plan that outlines every Local Development Document that the City Council intends to produce over the next three years along with timetables for their preparation.
Local Plan	A Local Plan is the term now used by the Government to describe a range of Local Development Documents that set out) setting out objectives and policies relevant to the development and use of land.
Major applications	Major applications are defined in the General Development Procedure Order 1995 as: <ul style="list-style-type: none"> • a residential development of 10 or more dwellings; • residential development on a site of 0.5ha or more; • development involving a building(s) with a floorspace of 1,000 sq metres or more; • any other development on a site of 1 hectare or more.
Market indicators	A range of factors which provide a measure of the performance of a centre.
Previously Developed Land (PDL)	Land that is or was occupied by a permanent structure (excluding agriculture or forestry buildings). The definition covers the curtilage of the development.
Primary Shopping Frontage	This relates solely to the city centre. It aims to ensure the percentage of Class A1 (retail) units remains above 75%.
Registered Providers (RP's)	An organisation, usually a Housing Association, registered by the Homes and Communities Agency to provide affordable housing.
Secondary Shopping Frontage	These relate to the city centre and parts of the Cowley Road and St. Clements. Secondary Shopping Frontages ensure a predominance of Class A1 (retail) uses, but allows for other Class A uses. A small proportion of other uses are possible on their merits. Residential use is not an acceptable use at ground-floor level in the Secondary Shopping Frontages.
Sites of Local Importance for Nature Conservation (SLINC)	A site containing important habitats, plants and animals in the context of Oxford.
Sites of Special Scientific Interest (SSSI)	Areas identified by English Nature as being of special interest for their ecological or geological features.
Special Areas of Conservation (SACs)	These consist of areas that are vitally important for nature conservation and have been identified as containing the best examples of habitats and species under the European Habitats Directive 1992.
Supplementary Planning Documents (SPDs)	A type of Local Development Document that supplements and elaborates on policies and proposals in Development Plan Documents. It does not form part of the Development Plan and is not subject to independent examination
Tree Preservation Order	A legal order, that is made by the local planning authority, that prohibits the cutting down, uprooting, topping, lopping, willful damage or willful destruction of a tree or group of trees without the express permission of that authority.
Vitality indicator	One of the market indicators. It includes the proportion of vacant units.

Appendix 1: Core Strategy Sustainability Appraisal Monitoring

Topic (by SA objective)	Indicator	Who monitors, how frequently	Target	Threshold for remedial action	Reason for monitoring	Monitoring 2013/14
Population	Total no. residents	Oxfordshire County Council, Office of National Statistics	n/a	n/a	Context data on which SA predictions are based	See Snapshot of Oxford
	No. students	Univ. of Oxford, Oxford Brookes Univ.				See AMR Indicator 16
1. Flooding	Permissions contrary to Environment Agency advice on flooding grounds (CS11)	Oxford City Council, annual	0% approved contrary to formal objection		Significant areas of Oxford are in flood zone 3 – the Strategic Flood Risk Assessment for Oxford noted that about 5000 properties are at risk of flooding in Oxford	See AMR Indicator 23
	% developments accompanied by a Flood Risk Assessment (CS11)		100% of developments of 1ha in flood zone 1; 100% of developments in flood zone 2 or above			A random sample of 10 applications within Flood Zones 2 and 3 were reviewed. 90% of applications assessed included a flood risk assessment.
3. Housing	Total no. of net additional dwellings in Oxford (CS22)	Oxford City Council, annual	Relative to 2006/07: 5692 by 31 March 2016 8000 by 31 March 2026		The Core Strategy's housing allocation for Oxford is 8,000 to 2026.	See AMR Indicator 10
	No. students living outside university accommodation (CS25)		All increase in student numbers to be met by increase in purpose-built student accommodation	If >3000 students live outside university-provided accommodation, no additional planning permission given for additional teaching or administrative accommodation	The Core Strategy aims to avoid worsening the existing situation where students compete with other groups for accommodation; remedial action is stated in CS25	See AMR Indicator 16

Topic (by SA objective)	Indicator	Who monitors, how frequently	Target	Threshold for remedial action	Reason for monitoring	Monitoring 2013/14
	Mix of housing completed by house size (CS23)	Oxford City Council, annual	95% of schemes to comply with Balance of Dwellings SPD			See AMR Indicator 12
	Improve standard of housing (CS3)	Oxford City Council	100% of homes in regeneration areas exceed Decent Homes Standard by 2010			n/a
	% of new-build housing on qualifying sites achieving Building for Life criteria (CS18)	Oxford City Council, annual	95% to achieve level 14 or above			n/a
2. / 4. / 6.– 10. Urban Renaissance, health, education, crime, vibrant communities, services and facilities, culture, leisure, recreation	Publicly accessible open space, outdoor sports and recreation facilities (CS21)	Oxford City Council	5.75 hectares / 1000 population		The SA noted that all of these topics would be positively affected by the Core Strategy. Most of them are interrelated (e.g. health is related to provision of health facilities; education to schools) so they are considered jointly. Provision of many of these services are outside the remit of Oxford City Council.	The Council's Green Spaces Strategy was updated in 2012 and it was found that a standard linked to population was no longer appropriate. The Green Space Strategy 2013-2027 instead focuses on protecting and enhancing existing green space and ensuring that new developments contribute to the provision of high-quality, multi-functional green space where it is required most.
	Quality of existing green spaces (CS21)	Oxford City Council	Renew and increase Green Flag status for parks in Oxford		Oxford's most deprived ward in health deprivation terms was Carfax; it rated in the worst 1% in the country.	See Indicator 33
	Access to community facilities (CS20)	Oxford City Council,	100% of developments that result in the loss of			There were no applications that resulted in the loss of a

Topic (by SA objective)	Indicator	Who monitors, how frequently	Target	Threshold for remedial action	Reason for monitoring	Monitoring 2013/14
250			a community facility to make equivalent alternative provision or improvements to existing provision (unless the existing use is and will continue to be redundant)			community facility without providing equivalent alternative provision in 2013/14.
	Index of health deprivation for Oxford's 'super output areas'	CLG, periodic	Improve ranking, particularly of Carfax			See Oxford Snapshot
	Density of residential development (CS1)	Oxford City Council	City and district centres to deliver higher density residential development than within the wider district area			See AMR Indicator 13
	Provision and improvement of local primary healthcare facilities (CS15)	Oxford City Council, annual	As per CS15 monitoring			<u>Jericho</u> - health centre delivered. <u>West End</u> - no progress to date. <u>Barton</u> - may be included in the new Barton Community Hub as per the Barton AAP.
	Provision and improvement of local educational facilities (CS16)		As per CS16 monitoring			<u>Bayards Hill</u> – work underway. <u>Wood Farm</u> - completed. <u>Oxford Academy</u> – Completed. <u>Barton</u> – to be included in new

Topic (by SA objective)	Indicator	Who monitors, how frequently	Target	Threshold for remedial action	Reason for monitoring	Monitoring 2013/14
						development. Outline permission granted. <u>Rose Hill</u> – extended.
	Provision of other social infrastructure (CS17)		Multi-agency delivery means there is no one target.			n/a
	% of new developments that comply with 'Secured by Design' (CS19)		100%n (i.e. 0% of planning permissions approved contrary to Thames Valley Police Objection)			See AMR Indicator 18
5. Poverty, regeneration areas	% affordable housing completions (CS23)	Oxford City Council, annual	50% on qualifying sites 150/yr in 2008-10 200/yr in 2010-12		Lack of affordable housing is a significant problem in Oxford	See AMR Indicator 14
	Extent of deprivation in Oxford relative to all areas nationally (CS3)	CLG, periodic	Reduce number of super output areas in Oxford in the 20% most deprived in England		Regeneration of Oxford's deprived areas – particularly at Barton, Blackbird Leys, Northway, Rose Hill and Wood Farm – is a priority of the Core Strategy.	See Oxford Snapshot
	No. households living in temporary accommodation (CS24)	Oxford City Council	698 in 2008/09 577 in 2009/10 536 in 2010/11		Oxford compares poorly with other areas of the South east in terms of overcrowded households. Almost one-third of Asian or Asian British people in Oxford live in overcrowded households.	113 households in temporary accommodation at the end of March 2014. (A reduction of 6% from March 2013).
	Timely progress of a regeneration plan for each of the regeneration areas in conjunction with other departments (CS3)	Oxford City Council	Timetable to be agreed corporately			See AMR Indicator 17

Topic (by SA objective)	Indicator	Who monitors, how frequently	Target	Threshold for remedial action	Reason for monitoring	Monitoring 2013/14
11. / 12. / 15. / 19. Air pollution, climate change, road congestion and pollution, energy efficiency, renewable energy	NOx levels in Oxford, particularly at Binsey and at Oxford Meadows SAC near the A34	Oxford City Council, periodic; also through Northern Gateway AAP	Progressive decrease in NOx, NO and ozone levels	30µg/m ³ NOx (threshold level for vegetation) triggers action	Air quality at Oxford Meadows adjacent to the A34 was identified as a possible problem in the HRA	See Northern Gateway Preliminary Air Quality Assessment.
	Inner and outer cordon traffic counts (CS14)	Oxfordshire County Council	Inner cordon: no growth Outer cordon: no more than 0.2% average annual growth		Air Quality Management Area covers the whole city Increased congestion and air pollution was identified as a key likely impact of increasing people living and working in Oxford	See AMR Indicator 34
	% people travelling to work by private motor vehicle	Census, every 10 years	No increase in current level of 43.3%			See Oxford Snapshot
13. Biodiversity 552	Condition of Port Meadow SSSI; integrity of Oxford Meadows SAC	Natural England		significant 'in combination' impact	Core Strategy should not, 'in combination', significantly affect the integrity of Oxford Meadow SAC	Natural England Assessment last made 6July 2010. 3 units in favourable condition. 1 unit unfavourable but recovering. ¹
	Change in populations of biodiversity importance (CS12)	Thames Valley Environmental Records Office	No net reduction in BAP priority habitats and species, i.e. 96 priority species, 326.7 hectares priority habitat			See AMR Indicator 22
	Change in areas of biodiversity importance (CS12)		No net reduction in SAC (177.1ha), SSSI (278.2ha), CONS (63.5ha), SLINC (202.5ha), LNR (11.5ha, 3 sites), RIGS (2)			See AMR Indicator 22

Topic (by SA objective)	Indicator	Who monitors, how frequently	Target	Threshold for remedial action	Reason for monitoring	Monitoring 2013/14
253	14. Countryside and historic environment	Oxford City Council, annual	No net increase from 0 Registered Parks and Gardens, 0 Conservation Areas, 1 Listed Building, 2 Sched. Monuments		Oxford's heritage contributes to the quality of life of its residents, and helps to support its economy, including tourism. The proposed monitoring aims to respond to points made at the Core Strategy Examination.	See AMR Indicator 27
	No. developments involving demolition or substantial demolition of a listed building, or of a building or structure that contributes to the character / appearance of a Conservation Area (when contrary to officer's/English Heritage recommendation)(CS 18)		0			See AMR Indicator 29
	Development of a Heritage Plan for Oxford City (CS18)		Completion by 2015			Work on the Heritage Plan is currently in progress.
	Length of footpaths, bridleways and permissive rights of way per person	Oxfordshire County Council	No decrease		Footpaths and bridlepaths allow access to the countryside and to services, and support good health	Public rights of way in Oxfordshire 2006: 2,602 miles ² 2014: 2,600 miles ³
	Inappropriate development in the Green Belt (CS4)	Oxford City Council, annual	None unless specifically allocated by the LDF		By allocating sites in the LDF to meet identified needs, pressures for	See AMR Indicator 25

Topic (by SA objective)	Indicator	Who monitors, how frequently	Target	Threshold for remedial action	Reason for monitoring	Monitoring 2013/14
	% of new dwelling completions on previously developed land (CS2)		2009/14: 90+% 2014/26: 75+%		speculative development on Green Belt or other greenfield land should be reduced.	See AMR Indicator 11
	Employment developments on previously developed land (CS2)		No development on greenfield unless specifically allocated		By allocating sites in the LDF to meet identified needs, pressures for speculative development on Green Belt or other greenfield land should be reduced.	See AMR Indicator 3
16. / 17. / 19. Natural resources, waste generation and disposal, energy efficiency and renewable energy	Water use per person per day	Thames Water	130 litres, from 164 litres in 2004		South East Plan SA has identified water use as being a key problem in the South East.	Data unavailable at the time of publication
	Developments complying with NRIA requirements (CS9)	Oxford City Council, annual	100% compliance	NRIA minimum standard is 1 pt		See AMR Indicator 24
	Average % energy produced by on-site renewables in new developments (CS9)		20% on-site renewable energy from qualifying sites throughout the plan period		See AMR Indicator 24	
	Residential waste per household (CS10)	Oxfordshire Joint Municipal Waste Partnership	2008/09 – 725kg 2009/10 – 723 kg 2010/11 – 715 kg		Although the Core Strategy has no direct impact on waste generation and recycling, it has indirect impacts in terms of site layout, recycling of	See AMR Indicator 26
	Rate of total household waste recycling and composting in		40%+ by 31 March 2010 45%+ by 31 March 2015 55%+ by 31 March 2020			See AMR Indicator 26

Topic (by SA objective)	Indicator	Who monitors, how frequently	Target	Threshold for remedial action	Reason for monitoring	Monitoring 2013/14
	Oxfordshire (CS10)				construction materials etc.	
18. Water and soil quality	Quality of Oxford's rivers	Environment Agency, every 6 years as part of RBMP	Achievement of 'good' status by 2027 at the latest		The Water Framework Directive requires all inland waters to achieve at least 'good status' by 2015, or if this is not possible, then 2021 or 2027. SUDS are a key way of achieving this in an urban environment.	RBMP review due to be undertaken in 2015. ⁴
	Incorporation of Sustainable Urban Drainage System in all relevant new developments	Oxford City Council				There have not been enough major developments completed during the monitoring year to assess this. This indicator will be monitored in future years.
25 26 Skilled workforce, high employment economic growth, economic innovation	Total no. new Use Class B jobs created in Oxford (CS27)	Oxford City Council, annual	7500+ by 2026		Oxford has an important role to play in the future prosperity of the area and further economic growth is envisaged to reflect its position	The Core Strategy baseline for total jobs in Oxford in 2010/11 was 101,900. Total jobs in Oxford has now risen to 109,000 ⁵ . It is not possible to say how many of these jobs were generated by new Class B developments as the categories used by the Office for National Statistics are not the same as the Use Classes Order.
	% economically active	NOMIS, quarterly	Increasing			78.1% of people aged 16-64 in Oxford are classed as 'economically active'. This shows a slight increase when compared to the 2010/11

Topic (by SA objective)	Indicator	Who monitors, how frequently	Target	Threshold for remedial action	Reason for monitoring	Monitoring 2013/14
256						baseline of 77.6% and is slightly above the national average of 77.4%. It is important to note that 60% of people in Oxford aged 16-64 who are classed as 'economically inactive' are students. This is significantly higher than the national average (26.1% of economically inactive people). ⁶
	New retail, office and leisure development in the city centre and district centres	Oxford City Council, annual	As per targets set in the Core Strategy monitoring framework			See AMR Indicators 5 and 7
	Average length of stay	Oxford City Council, sporadic	Increasing		Most sustainable tourists are those that stay longer and spend more	Data unavailable at the time of publication.
	Average spend		Increasing			Data unavailable at the time of publication.
	Supply of short-stay accommodation (CS32)		Net increase			See AMR Indicator 9

¹Natural England Website[http://www.sssi.naturalengland.org.uk/special/sssi/unitlist.cfm?sssi_id=1000153] Accessed 7.08.2014

² Oxfordshire County Council (2006) 'Oxfordshire Rights of Way Improvement Plan 2006-2014'

³ Oxfordshire County Council (20014) 'Consultation Draft Oxfordshire Rights of Way Management Plan 2014-24'

⁴ DEFRA & Environment Agency (2009) 'Water for life and Livelihoods: River Basin Management Plan Thames River Basin District'

⁵ Office for National Statistic (2011) Business Register and Employment Survey

⁶ Office for National Statistics: NOMIS Official Labour Market Statistics April 2013 - March 201

Appendix 2: Sites and Housing Plan Monitoring

Policy Number	Policy Title	Monitoring Target	Monitoring 2013/14
HP1	Changes of use to existing homes	100% of planning permissions granted in Oxford to result in no net loss of a whole self-contained residential unit to any other use. (AMR to report only on number of known cases not complying with the policy.)	5 planning permissions were granted in 2013/14 that would result in the net loss of a whole self-contained residential unit. 4 of these applications were for changes of use from C3 residential to C4 HMO. This is not considered to be a permanent loss of a dwelling as the unit is still in residential use and can convert back to a single residential unit at any time without requiring planning permission. 1 application (13/01146/FUL) was for the conversion of two adjoining dwellings into one residential unit. The Council report states: "The proposals will result in the loss of a dwelling house, however no change of use is proposed and the houses could be converted to one dwelling without the need for planning permission."
HP2	Accessible and adaptable homes	100% of approved planning applications for new home(s) to be endorsed by Oxford City Council Access Officer. (Only developments of 4 or more homes (gross) to be monitored.)	This monitoring target is no longer relevant as Oxford City Council does not have an Access Officer.
HP3	Affordable homes from general housing	50% provision of affordable housing on sites of 10 or more homes (gross). (Core Strategy Policy CS24 indicator.)	See AMR Indicator 15
HP4	Affordable homes from small housing sites	No set target for sites of 4 to 9 homes – AMR will include a report on the financial contributions collected for affordable housing.	See AMR section on financial contributions towards affordable housing (p.57).
HP5	Location of student accommodation	95% of sites approved for uses including new student accommodation to be in one of the following locations: <ul style="list-style-type: none"> • on or adjacent to an existing university or college academic site, or hospital and research site • in the City or a district centre 	100% of planning permissions for new student accommodation granted in 2013/14 met the locational requirements set by Policy HP5.

		<ul style="list-style-type: none"> located adjacent to a main thoroughfare. 																																					
HP6	Affordable homes from student accommodation	No set target – AMR will include a report on the financial contributions collected for affordable housing from development sites of 20 or more student bedrooms.	See AMR section on financial contributions towards affordable housing (p.57).																																				
HP7	Houses in multiple occupation	No set target – AMR will include a report on the number of applications determined for the creation of new HMOs within each ward, and of these the number approved.	<p>A summary of the applications for new HMOs determined during 2013/14 is given below:</p> <table border="1"> <thead> <tr> <th>Ward</th> <th>HMO applications determined</th> <th>HMO applications approved</th> </tr> </thead> <tbody> <tr> <td>Churchill</td> <td>3</td> <td>3</td> </tr> <tr> <td>Cowley</td> <td>3</td> <td>2</td> </tr> <tr> <td>Cowley Marsh</td> <td>1</td> <td>1</td> </tr> <tr> <td>Headington</td> <td>2</td> <td>2</td> </tr> <tr> <td>Iffley Fields</td> <td>3</td> <td>2</td> </tr> <tr> <td>Jericho & Osney</td> <td>1</td> <td>1</td> </tr> <tr> <td>Lye Valley</td> <td>1</td> <td>1</td> </tr> <tr> <td>Marston</td> <td>1</td> <td>1</td> </tr> <tr> <td>North</td> <td>1</td> <td>1</td> </tr> <tr> <td>Quarry & Risinghurst</td> <td>1</td> <td>1</td> </tr> <tr> <td>St Clements</td> <td>3</td> <td>2</td> </tr> </tbody> </table>	Ward	HMO applications determined	HMO applications approved	Churchill	3	3	Cowley	3	2	Cowley Marsh	1	1	Headington	2	2	Iffley Fields	3	2	Jericho & Osney	1	1	Lye Valley	1	1	Marston	1	1	North	1	1	Quarry & Risinghurst	1	1	St Clements	3	2
Ward	HMO applications determined	HMO applications approved																																					
Churchill	3	3																																					
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Jericho & Osney	1	1																																					
Lye Valley	1	1																																					
Marston	1	1																																					
North	1	1																																					
Quarry & Risinghurst	1	1																																					
St Clements	3	2																																					
HP8	Residential moorings	Nil applications approved that are subject to an unresolved objection by the body responsible for management of the relevant river channel or waterway.	No applications for residential moorings received during the monitoring year.																																				
HP9	Design Character and context	95% of new-build completions on sites of 10 or more homes should achieve 'green' for every aspect of Building for Life that applies to the development.	There were no completions of residential developments of 10 or more homes in 2013/14.																																				
HP10	Developing on residential gardens	No target proposed for this policy. Implementation depends heavily on the site context, therefore a target would not be appropriate.	Monitoring is not required.																																				
HP11	Low carbon homes	95% of approved planning applications for 10 or more dwellings to demonstrate that 20% of their on-going energy requirements will be from renewable or low-carbon sources. (Core Strategy Policy	See AMR Indicator 24																																				

		CS9 indicator.)	
HP12	Indoor space	Nil applications approved that involve the creation of a self-contained dwelling that has less than 39m ² of accommodation measured internally (i.e. gross internal floorspace) (AMR to assess a sample of new homes completed during the monitoring year.)	Four C3 residential developments (excluding certificates of lawfulness) were completed in 2013/14 where planning permission was granted after the adoption of the Sites and Housing Plan in February 2013. None of these involved the creation of a self-contained dwelling with a gross internal floorspace of less than 39m ² .
HP13	Outdoor space	No target proposed for this policy. Implementation depends heavily on the site context, therefore a target would not be appropriate.	Monitoring is not required.
HP14	Privacy and daylight	No target proposed for this policy. Implementation depends heavily on the site context, therefore a target would not be appropriate.	Monitoring is not required.
HP15	Residential cycle parking	100% of approved planning applications for any of the residential developments included in the policy to comply with minimum cycle parking standards. (AMR to assess a sample of new homes completed during the financial year.)	Four C3 residential developments (excluding certificates of lawfulness) were completed in 2013/14 where planning permission was granted after the adoption of the Sites and Housing Plan in February 2013. 100% of these complied with minimum cycle parking standards, either as detailed in the application or as enforced by condition.
HP16	Residential car parking	Nil approved planning applications for any of the residential developments included in the policy to exceed the maximum number of parking spaces permissible. (AMR to assess a sample of new homes completed during the financial year. For the purposes of monitoring, the maximum number of parking spaces permissible will be highest number permitted in the matrix in Appendix 8, irrespective of the allocated/unallocated split, but taking account of the mix of unit sizes.)	Four C3 residential developments (excluding certificates of lawfulness) were completed in 2013/14 where planning permission was granted after the adoption of the Sites and Housing Plan in February 2013. None of these developments exceeded the maximum number of parking spaces permissible.

Appendix 2 – Risk Assessment

Risk ID	Risk						Corporate Objective	Gross Risk		Residual Risk		Current Risk		Owner	Date Risk Reviewed	Proximity of Risk (Projects/Contracts)
	Category-000-Service Area Code	Risk Title	Opportunity/Threat	Risk Description	Risk Cause	Consequence		Date raised	1 to 6	I	P	I	P			
CEB-001-CD	Reputational risk	T	Failure to achieve planning policy targets	There could be a range of causes, some of which may be external (e.g. the state of the economy) and some internal (failure to properly implement policies)	Reputation of the City Council could be adversely affected in the eyes of the community and stakeholders	15 Oct 2014	1, 2, 3, 4, 5	2	1	2	1	2	1	Michael Crofton-Briggs		

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To: City Executive Board

Date: 15 October 2014

Report of: Head of Environmental Development

Title of Report: Land Quality Strategy

Summary and Recommendations

Purpose of report: To agree the adoption of the Land Quality Strategy

Key decision? Yes

Executive lead member: Cllr John Tanner, Board Member for Cleaner, Greener Oxford, Climate Change and Transport

Policy Framework: Cleaner Greener Oxford

Recommendations: That the City Executive Board:

1. Approve the Land Quality Strategy for adoption.
2. Endorse proposed procedure for dealing with contaminated land by:
 - Using the development control regime wherever possible in order to assess and remediate land affected by contamination.
 - Where this is not possible we will utilise powers under Part 2a in order to ensure contaminated land is fully remediated.
3. Note that if works are required under Part 2A of the Environmental Protection Act 1990 then this will be funded from contingencies and reserves.

Appendices

Appendix 1: Draft Land Quality Strategy

Appendix 2: Risk Register

Appendix 3: Equalities Impacts Assessment

Introduction

1. Having this type of strategy is a statutory requirement placed on the Council by national contaminated land legislation. Part 2A of the Environmental Protection Act 1990 was introduced in April 2000 to provide a system for the identification and remediation of land with the potential to cause a risk to human health or the environment from contamination. The legislation places a duty on local authorities to produce a strategy outlining

how it will identify and address potentially contaminated land in its district area.

2. It seeks to provide a clear framework for addressing land contamination at a local level within the national policy framework. It has been developed following extensive consultation with internal stakeholders and presentations at Corporate Asset Management Group, Cleaner Greener Board and Carbon, Natural Resources Members Board and Contaminated Land Officers Group.

Background

3. Oxford City Council published a Contaminated Land Inspection Strategy in 2001 and the proposed Draft Land Quality Strategy presents an update to this which is required following changes to legislation.
4. Since 2001 the City Council has prioritised over 800 potentially contaminated sites according to risk and nine proactive investigations have been undertaken by the Council. No sites in Oxford have to date been determined as “contaminated land” as defined in the Act.
5. The legal definition of “contaminated land” set out in the Act is as follows:

“Any land which appears to the local authority in whose area it is situated to be in such a condition, by reason of substances in, on or under the land that (a) significant harm is being caused or there is a significant possibility of such harm being caused; or (b) significant pollution of controlled waters is being caused, or there is a significant possibility of such pollution being caused”

6. It is important to note that a site will not meet the definition of “contaminated land” just because contamination is found to be present. For a site to be determined as “ContaminatedLand” it must be proven that there is a clear contaminant – pathway – receptor linkage and that significant harm (or significant possibility of significant harm) is being caused as a result.
7. In December 2011 CEB approved a Sustainability Strategy for Oxford. The Sustainability Strategy focuses on a number of core themes including climate change, flooding, land quality and managing our waste. This report presents and recommends adoption of a Land Quality Strategy for Oxford. The Sustainability Strategy was approved following public consultation. As the Draft Land Quality Strategy is subordinate and represents an update to an existing strategy it is not proposed to hold a public consultation on this strategy.

Strategy Aim

8. To deliver an efficient and effective framework for managing land affected by contamination.

Doing this by:

- Using the development control regime wherever possible in order to assess and remediate land affected by contamination.
- Where this is not possible we will utilise powers under Part 2a in order to ensure contaminated land is fully remediated

Strategy Objectives

9. The strategy contains the objectives below as the means to comply with our statutory duties both as enforcement authority and land owner.

- Objective 1 – To deal with land contamination through the development control and building control processes wherever possible.
- Objective 2 – To implement the Part 2A detailed inspection process where strong evidence becomes available that significant harm is occurring or will occur unless the council intervene, and remediation through planning, building control or voluntary action is not possible.
- Objective 3 – To develop a comprehensive land quality database for Oxford.
- Objective 4 – To promote the use of sustainable remediation where possible.
- Objective 5 – To act as a responsible landowner to ensure the Council achieves full legal compliance. To include:
 - Reassessment of all City Council owned land to ensure any potential contaminants continue to be appropriately managed.
 - Reassessment of all City Council owned discontinued landfill sites by 2020.

10. The approach of the draft Strategy is to maximise the use of redevelopment through the planning process to address contamination issues and to use Part 2A powers only where appropriate resort. Efficient information management is fundamental to applying the appropriate controls through the planning process to ensure affected land is made suitable for use.

Review

11. It is proposed to review the strategy every five years.

Risk

12. The draft land quality strategy sets out our statutory responsibilities and how we intend to meet them. The adoption of the strategy itself should reduce reputational risk to the council by communicating our roles and

responsibilities clearly. The Strategy also clearly explains the definition of contaminated land in a legal sense, which should help to clarify possible misconceptions surrounding contaminated land responsibilities and management. However, there are potentially significant reputational and financial risks to Oxford City Council if contaminated land is not managed appropriately.

13. There are potentially significant financial implications of undertaking Part 2A work. Our responsibilities under Part 2A are not new but recent changes to the statutory guidance and financial support for the regime have changed and have introduced new financial risks for local authorities. The section on Financial Implications below provides more information on this. The adoption of the strategy should enable Oxford City Council to be better prepared in the event that a significant issue relating to land contamination occurs.
14. The emphasis on using the development control process to remediate land should minimise this risk and ensure that land owners and developers bear this cost rather than local tax payers.
15. A risk register has been completed and is available to view in Appendix 2.

Financial Implications

16. If land is determined as “contaminated land”, the Local Authority has a duty to secure remediation and to ensure the “appropriate person” (principally, the polluter) pays wherever possible. Where the polluter cannot be identified, the owner or occupier of the land may be liable. Detailed inspection and remediation can be very costly and a significant part of the legislation is focused on identifying and recovering the costs of remediation from the appropriate person.
17. The Contaminated Land Statutory Guidance 2012 sets out that in general the enforcing authority should seek to recover all of its reasonable costs. However, it further states that the authority should “waive or reduce” the recovery of costs to avoid any undue hardship which the recovery may cause. Hardship should be taken into account for individuals, trusts, charities etc. The guidance states that “in making such decisions, the authority should bear in mind that recovery is not necessarily an “all or nothing” matter (i.e. where reasonable, appropriate persons can be made to pay part of the authority’s costs even if they cannot reasonably be made to pay all of the costs).”
18. It should be noted that Oxford City Council could be identified as the appropriate person as a landowner and/or as “the polluter” (eg pollution from former landfill sites, council depots with fuel tanks etc).
19. To help cover the costs of investigation and remediation, local authorities have previously been able to apply for funds from Defra. However, in December 2013 the Government announced that this funding mechanism is to be removed. Should a high risk site be identified as needing further

investigation and/or remediation there are now limited funding options for local authorities to manage the risks efficiently. Furthermore, in cost recovery, if hardship is to be taken into account, the Council may need to be able to finance all or part of the work.

20. The draft strategy proposes to encourage investigation and remediation through the planning process and through voluntary action and to only use Part 2A powers as a last resort. We do not currently have any sites which have been identified as having a significant possibility of significant harm occurring. However, this may change as new information becomes available.
21. The bulk of the workload of data management, planning control and review can be delivered within present funding levels
22. Funding is not available to cover action under Part 2A following the Governments withdrawal of grant money and it would therefore be prudent that the City Council ensure that contingency funding is made available in the event that action under Part 2A is required. Based upon previous experience it is estimated that the Council should be aware that around £150k may be required for this purpose. In the event that this is required then the Head of Finance will arrange for this to be funded from reserves and contingencies.

Climate Change / Environmental Impact

23. The effective management of land affected by contamination positively contributes to reducing environmental impacts. Improving the quality of our soil and water resources leads to healthier ecosystems which increases our resilience to climate change.
24. Re-using land and the redevelopment of brown-field sites, is by its nature a sustainable approach, and underlies the government's commitment and overall objective to bring damaged land back into beneficial use.
25. A commitment to encourage sustainable remediation methods as set out in the Strategy should contribute to reducing the amount of waste soils sent to landfill. By reducing the amount of waste that we send to landfill we are helping to reduce the carbon footprint of our activities.
26. The Land Quality Strategy links closely to the City Councils Sustainability Strategy adopted at CEB in December 2011

Equalities Impact

27. There are no likely significant equality impacts and an equalities impact assessment is attached as Appendix 3.

Legal Implications

28. Under Part 2A of the Environmental Protection Act 1990, local authorities have a statutory duty to inspect their area with a view to identifying contaminated land and to do this in accordance with the Contaminated Land Statutory Guidance. The relevant sections of the Act include:

(a) Section 78B(1): Every local authority shall cause its area to be inspected from time to time for the purpose – (a) of identifying contaminated land; and (b) of enabling the authority to decide whether any such land is land which is required to be designated as a special site¹.

(b) Section 78B(2): In performing [these] functions... a local authority shall act in accordance with any guidance issued for the purpose by the Secretary of State.

Name and contact details of author:-

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Service Area / Department: Environmental Development

Tel: 01865 252552 e-mail: egreenx@oxford.gov.uk

¹*Special sites* are cases of land contamination where the Environment Agency is the enforcing authority for the purposes of the Part 2A regime.

Land Quality Strategy -DRAFT

October 2014



A Land Quality Strategy for Oxford

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Introduction

What is Land Quality?

In the UK the legacy of our industrial past can have a significant impact on land quality. Land quality refers to the extent to which land is free from contamination, which is most commonly associated with former industrial land uses. It is important to manage these effects to improve the quality of our natural and built environment, both at a local and national level.

There are significant environmental, social and economic benefits to improving land quality and managing contaminated land efficiently. Socially these include opening up the potential for urban regeneration and improved quality of life. Environmentally, the pressure for greenfield development can be reduced, soil can be recycled and the quality of the natural environment (especially water resources) can be dramatically improved. Economically, there are local and national benefits including the development of innovative new remediation technologies and increasing the potential for brownfield redevelopment.

This strategy is a requirement of national contaminated land policy and seeks to provide a clear approach for addressing land contamination at a local level within the national policy framework.

This strategy seeks to ensure that Oxford's residents and natural environment are not exposed to unacceptable risks from land contamination and to improve our environment for a sustainable future. This will be achieved by working together with developers, landowners and other key stakeholders to manage the risks from land affected by contamination efficiently and effectively.

The Policy Framework

The Contaminated Land regime in the UK seeks to address the legacy of historic pollution using a risk based approach. The risk based approach is applied in the planning system through new development, and through provisions in the Environmental Protection Act 1990. In 2012 Defra published revised statutory guidance which clarifies local authority's responsibilities for managing land contamination.

For a risk to exist from contamination there must be a complete contaminant linkage involving; a contaminant, a pathway and a receptor¹.

¹ A contaminant is a substance that is in, on or under the land that has the potential to cause harm or pollution. A receptor is something that could be adversely affected by a contaminant, such as people, ecological systems, property or a water body. A pathway is a route or means by which a receptor can be exposed to, or be affected by, a contaminant.



The risk assessment process seeks to identify viable contaminant linkages and then assesses whether they pose an unacceptable risk to an identified receptor. Remediation and mitigation measures are used to break contaminant linkages for example, by removing at least one of the linkages i.e. the contaminant, the pathway or the receptor.

Part 2A of the Environmental Protection Act

All local authorities have a duty to identify contaminated land in its district area under Part 2A of the [Environmental Protection Act 1990](#).

The objectives of the Part 2A regime are:

- a) To identify and remove unacceptable risks to human health and the environment.
- b) To seek to ensure that contaminated land is made suitable for its current use.
- c) To ensure that the burdens faced by individuals, companies and society as a whole are proportionate, manageable and compatible with the principles of sustainable development.

Local authorities are required to undertake strategic and detailed inspections to identify contaminated land. Sites should be prioritised according to those that are most likely to pose the greatest risk to human health or the environment. If contaminated land is identified, the Local Authority has a duty to secure remediation, and to ensure the “polluter” pays wherever possible. The definition of contaminated land is defined in the Act as:

“Any land which appears to the local authority in whose area it is situated to be in such a condition, by reason of substances in, on or under the land that (a) significant harm is being caused or there is a significant possibility of such harm being caused; or (b) significant pollution of controlled waters is being caused, or there is a significant possibility of such pollution being caused”

For a site to be determined as “Contaminated Land” it must be proven that there is a clear contaminant – pathway – receptor linkage and that significant harm (or significant possibility of harm) is being caused as a result.

If land is legally determined as “Contaminated Land” a remediation strategy must be agreed and the details must be entered onto the local authority’s [Public Register of Contaminated Land](#), in accordance with the requirements of the Contaminated Land Regulations (Section 78R of the Environmental Protection Act 1990).

Part 2A is primarily used where no other options to remediate the land are available, such as voluntary action or as a requirement of redevelopment through the planning system.

The Planning System

Land contamination is a material planning consideration. This means that the impact of contamination must be taken into account in the determination of all planning applications. The [National Planning Policy Framework](#) (NPPF) sets out that the planning system is central to bringing land affected by contamination back into use and puts the responsibility for ensuring safe developments onto the developer and/or landowner.

Paragraph 109 of the National Planning Policy Framework (NPPF) states that:

“The planning system should contribute to and enhance the natural and local environment by:

Preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability; and

Remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.”

Importantly, the NPPF (paragraph 121) makes clear that, as a minimum, land remediated through the planning process should not be capable of being determined as contaminated land under Part 2A of the Environmental Protection Act 1990. Furthermore, the guidance states that local policies and decisions should ensure that the site is suitable for its new use and that adequate site investigation information is presented.

Oxford City Council works with developers to ensure that land is properly assessed and remediated in line with legal requirements and up to date guidance.

Table 1.1 summarises the interactions between the two policy mechanisms for the management of contaminated land in the UK.

Table 1.1

Part IIA	Planning
<ul style="list-style-type: none"> • Takes a proactive approach 	<ul style="list-style-type: none"> • Takes a reactive approach
<ul style="list-style-type: none"> • Considers all sites (particularly sites without potential for redevelopment) 	<ul style="list-style-type: none"> • Only considers sites that are being redeveloped
<ul style="list-style-type: none"> • Identifies “Contaminated Land” using the legal definition 	<ul style="list-style-type: none"> • Seeks to ensure land cannot be determined as “Contaminated Land” in the future
<ul style="list-style-type: none"> • Only considers the current use of the site 	<ul style="list-style-type: none"> • Considers the proposed use of the site
<ul style="list-style-type: none"> • Responsibility lies with the council to demonstrate that significant possibility of significant harm exists. The starting point is that the land is not contaminated and it must be proved that it is. 	<ul style="list-style-type: none"> • Responsibility lies with the developer to demonstrate that significant harm is unlikely and the site is suitable for use. The starting point is that the land may be contaminated and it must be proved that it isn't.

Source: LQM

A Sustainability Strategy for Oxford

The Sustainability Strategy for Oxford brings together all the Council’s existing policies relating to sustainability within one overarching document and sets out a longer term framework to address key sustainability issues affecting Oxford such as waste, flooding, and land and air quality. The strategy sets out that positive steps are taken by the City Council to address pollution affecting land and an emphasis is put on dealing with land affected by contamination through the planning development control process.

This Land Quality Strategy follows in recognising the importance of sustainability in the management and remediation of contaminated land. Re-using land and the redevelopment of brown-field sites, is by its nature a sustainable approach, and underlies the government’s commitment and overall objective to bring damaged land back into beneficial use.

The City of Oxford

The impacts of contamination are affected by site specific circumstances and the interactions between the natural and built environment. To fully assess the impacts, former and current land use combined with geological, hydrogeological and ecological factors need to be understood.

Oxford, as with the rest of the UK, has seen significant land use changes, particularly with regard to industry. The Thames was linked by canal with the Coventry Canal in 1789 and this provided efficient access to fossil fuel and led to the growth of industry along Oxford's watercourses. Oxford has also been a centre for car and car parts manufacture as well as printing and publishing. However, more recently, manufacturing industry has relatively declined, and there has been a shift into the service industries.

Oxford covers an area of 17.6 square miles and has very high levels of housing density, yet 52% of land in the city is made up of open space. 27% of Oxford is in the Green Belt with much of this land located in the flood plain. Furthermore, extensive areas of the City are of importance for nature conservation and could potentially be affected by contamination. The Oxford Meadows Special Area of Conservation (SAC), part of which is within Oxford's boundary, is designated by the European Commission as being of European importance for its biodiversity interest. There are 12 sites designated as Sites of Special Scientific Interest (SSSIs) and many wetland habitats of importance including the City's watercourses, ponds and nationally rare fen habitat.

As part of the development of the Oxford Core Strategy 2026 an Oxfordshire Housing Market Assessment was undertaken to identify the housing needs in the City. The evidence shows that over the period 2006-16, Oxford will need 64,189 new dwellings to meet projected demand. This equates to an annual average demand of 6,418 dwellings. There is, therefore, significant pressure to develop and redevelop the City. The constraints to development in Oxford mean that a significant number of housing proposals are likely to come forward on brownfield sites which may be affected by contamination.

Strategy Vision

To ensure that Oxford's residents and its natural environment are not exposed to unacceptable risks from historic contamination and to improve the quality of our environment for a sustainable future.

Strategy Aim

To deliver an efficient and effective framework for managing land affected by contamination.

Doing this by:

- **Using the development control regime wherever possible in order to assess and remediate land affected by contamination.**
- **Where this is not possible and there is a pressing need we will utilise powers under Part 2a in order to ensure contaminated land is fully remediated**

In order to realise this aim and to undertake our duties as set out in the [Contaminated Land Statutory Guidance 2012](#), the following strategic objectives have been identified:

Strategy Objectives

- Objective 1 – To primarily deal with land contamination through the development control and building control processes wherever possible.
- Objective 2 – To implement the Part 2A detailed inspection process where strong evidence becomes available that significant harm is occurring or will occur unless the council intervene, and remediation through planning, building control or voluntary action is not possible.
- Objective 3 – To maintain a comprehensive land quality database for Oxford.
- Objective 4 – To promote the use of sustainable remediation where possible.
- Objective 5 – To act as a responsible landowner to ensure the Council achieves full legal compliance.

Objective 1

To deal with land contamination through the development control and building control processes wherever possible.

What have we achieved to date?

Oxford has seen significant industrial change to the present day. Oxford's industrial history has resulted in a substantial amount of land affected by contamination. Almost all of the major former industrial sites have been remediated and redeveloped, such as Lucy's in Jericho and the former car factory site in Cowley. However, there remain a significant number of smaller sites that may still have the potential to be affected by contamination.

In partnership with the other districts in Oxfordshire, the guidance document [Dealing with Land Contamination During Development: A Guide for Developers](#) has been produced for developers which sets out local requirements for contaminated land management.

Processes have been implemented within the planning department to ensure that land quality is considered at the planning application stage and to make it easier for developers to submit the appropriate information.

How will this objective be achieved?

It is expected that the development of brown field sites for housing and other uses will continue to be the main way that the remediation of sites containing contaminants is accomplished. In order to ensure we maximise the potential of the planning system, Oxford City Council will:

- Continue to provide comprehensive information to developers to ensure that they are able to meet local and national requirements.
- Engage in pre-application discussions with developers to ensure that contamination is taken into account in the early stages of development.
- Continue to secure appropriate site investigation information in the early stages of development.
- Continue to secure appropriate investigation and remediation through planning conditions.
- Ensure that land contamination is taken into account when developing planning policy documents.

Objective 2

To implement the Part 2A detailed inspection process where strong evidence becomes available that significant harm is occurring or will occur unless the council intervene, and remediation through planning, building control or voluntary action is not possible. This will be aided by employing a prioritisation process to identify sites which require further assessment.

What have we achieved to date?

In 2001, Oxford City Council adopted a Contaminated Land Inspection Strategy as required by Part 2a of the Environmental Protection Act 1990. The legislation places a duty on local authorities to inspect their area “from time to time” for contaminated land. The statutory guidance sets out that local authorities should undertake strategic inspections of their area and detailed inspections on sites where an unacceptable risk may exist.

Strategic Inspection

In 2001 Oxford City Council undertook a strategic inspection of its district area to identify land that has the potential to be affected by historic contamination. This involved a systematic review of historic land use maps to identify sites such as landfill sites and those with a former industrial use. The process has now resulted in the derivation of a comprehensive list of potentially contaminated land but no formal determinations have been required to date. These sites are managed by the use of Geographic Information System (GIS) and are prioritised according to risk. Sites with a high priority status are earmarked as needing detailed inspection.

Detailed Inspection

The statutory guidance sets out that detailed inspection should involve carrying out investigations of identified land to obtain information on ground conditions. Risk assessment shall then be undertaken to support decisions under the Part 2A regime.

Prior to 2001 a number of sites have been remediated outside of the planning process through voluntary action. Between 2001 and 2007, nine proactive detailed inspections have been undertaken by the City Council with only two requiring some level of remediation.

How will this objective be achieved?

The 2001 Contaminated Land Inspection Strategy has been updated to reflect changes in the contaminated land regime, principally the publication of revised

statutory guidance in April 2012. The updated strategy sets out the procedural requirements involved in identifying priority sites and undertaking detailed inspections.

Significant resources are required to undertake detailed inspections. At present we are not aware of any unacceptable risks presenting themselves from any of our prioritised sites. The process for prioritising sites for detailed inspection is included in Appendix 1.

In line with our statutory duties Oxford City Council is committed to the following:

- Undertake regular reviews of the current prioritisation list and update preliminary risk assessments as required.
- Seek funding opportunities to undertake any necessary further investigations by specialist consultants.
- Implement the detailed inspection process should any significant harm or significant possibility of significant harm become apparent.
- Maintain the Public Register of Contaminated Land, in accordance with the requirements of the Contaminated Land Regulations (Section 78R of the Environmental Protection Act 1990).
- Ensuring that the precautionary approach is taken to land contamination whilst seeking to ensure that disproportionate burdens are not placed on local communities and local businesses.

Objective 3

To maintain a comprehensive land quality database for Oxford.

What have we achieved to date?

Oxford City Council has developed Geographical Information System (GIS) layers for the management of site investigation data held on sites with known or suspected contamination. This land quality GIS is linked to a database where all site records are stored.

The land quality database and GIS system enables Oxford City Council to undertake the following:

- Prioritisation of sites for detailed investigation under Part 2A.
- Identify potentially contaminated sites to be investigated or remediated through the planning process.
- To facilitate the provision of an environmental search service for prospective house buyers.

Historic land use information on over 800 sites has been added to the Land Quality GIS together with the first 4 editions of the Ordnance survey maps. These have been incorporated into the GIS layers along with data sets from the Environment Agency and the British Geological Survey (BGS).

How will this objective be achieved?

- Continue to store all new site investigation information in the electronic database and manage this data efficiently.
- Continue to update contaminated land GIS layers as sites are assessed and remediated or new information becomes available, through liaison with planning, the Environment Agency and landowners.
- Identify potential opportunities to continually improve the system.

Objective 4

To promote the use of sustainable remediation where possible.

What have we achieved to date?

The most widely used method of remediation in Oxford and nationally to date has been the removal and offsite disposal of contaminated soil. Whilst this is often the most cost effective solution on smaller sites, this method contributes to sending waste to landfill. Other more sustainable methods exist for particular types of contamination, such as soil washing and bio-remediation.

Other methods widely used include applying cover systems to affected areas such as clean soil layers or membranes. Whilst these methods can be effective in breaking contaminant linkages and often render sites suitable for use in accordance with current guidance, there is research to suggest that future redevelopment of these sites may again expose contamination.

In order to contribute to the sustainable development of Oxford, it is important that we encourage developers to use sustainable remediation techniques wherever possible.

How will this objective be achieved?

- Encourage developers to use best-practice techniques for remediation.
- Signpost to best practice on our website, for example the Olympic Park.
- Work towards requiring a remediation options sustainability appraisal from developers for sites where remediation is necessary.
- Work with planning policy to require high quality sustainable remediation from developers.

Objective 5

To act as a responsible landowner to ensure the Council achieves full legal compliance.

What have we achieved to date?

In 1989 Oxford City Council commissioned a review of former landfill sites in the city. It was a comprehensive piece of work that has allowed the city council to manage risks associated with those sites. A review of council owned allotments sites was also undertaken in the 1990s following some concerns about the quality of the land as a growing medium. Since then council owned land, such as former depots, have been redeveloped to housing and the necessary site investigations and remediation secured through the planning process.

How will this objective be achieved?

- Undertake a reassessment of all City Council owned land to ensure any potential contaminants continue to be appropriately managed.
- Undertake a reassessment of all City Council owned discontinued landfill sites by 2020.
- Ensure that all development undertaken by the city council or on city council land seeks to maximise the use of in-situ sustainable remediation techniques to reduce the amount of waste sent to landfill.
- Ensure that the council undertakes voluntary remediation on its own land where necessary and encourages other landowners to do the same.
- Identify opportunities for bioremediation projects to improve land quality and enhance biodiversity.²
- Explore new and innovative best practice on remediation methods.

² Bioremediation is the treatment of land through the use of organisms.

Risks and Implications

Communication

Communication around contamination must be done carefully to avoid unwarranted alarm and property blight issues. Land should only be described as “Contaminated Land” where it meets the legal definition and has been officially determined as such. In all other cases, where an unacceptable risk has not been identified, land should be described as having the potential to be affected by contamination.

Funding

Detailed Inspection and remediation can be very costly and local authorities have previously been able to apply for funds from Defra to cover the cost through the Land Capital Grants Scheme. This funding was available to local authorities for detailed investigation and remediation under Part 2A. However, in December 2013 Defra wrote to all local authorities in England to advise them that Defra will no longer be supporting this grant scheme. Defra states that from 1 April 2014 to 1 April 2017 some funding may be available for emergency cases and to meet remediation requirements for on-going projects. Defra’s justification for the removal of funding is based on the publication of the 2012 revised statutory guidance which enables local authorities to dismiss lower risk sites more easily. However, should a high risk site be identified as needing further investigation and/or remediation there are now limited funding options for local authorities to manage the risks efficiently. Alternative sources of funding will need to be sought for any Part 2A investigations and voluntary action encouraged.

References and Resources

[Contaminated Land Statutory Guidance 2012](#)

This document replaced Defra Circular 01/2006 and now addresses contaminated land excluding radioactively contaminated land.

[Environment Agency](#)

The land contamination pages on the Environment Agency website provide a useful source of information on land contamination assessment.

[National Planning Policy Framework](#)

Sets out the government's planning policies (including those for contaminated land) and how these are expected to be applied.

[Environmental Protection Act 1990](#)

The contaminated land regime is set out in Part 2A of the Environmental Protection Act 1990.

General Guidance

<https://www.gov.uk/contaminated-land>

Appendix 1 - Process for Identifying sites for Detailed Inspection

The inspection and remediation of contaminated land is a progressive activity. The council identifies areas and/or sites through the strategic inspection process where a more detailed study may be required. The process for identifying and prioritising sites has been developed using a GIS based site prioritisation tool.

In summary, for contaminated land to be identified the following are pre-requisites:

- One or more contaminant substances present, and;
- One or more specified receptors present, and;
- At least one plausible pathway between contaminant and receptor, (suggesting a contaminant linkage exists) and;
- A likelihood that the contaminant linkage will result in significant harm to one of the specified receptors or, the significant pollution of controlled waters.

Strategic Inspection

It is a requirement of the strategy that potentially contaminated land shall, prior to detailed investigation, be listed and categorised according to a preliminary assessment of risk. The method used is based on that described in DETR Contaminated Land Research Report 6, 'Prioritisation & Categorisation Procedure for sites which may be Contaminated' (CLR 6). This is to ensure all further investigative work relates directly to seriousness of the potential risk and therefore the most pressing problems are identified and quantified first. CLR 6 has four Priority Categories which assist in the prioritisation process. These are outlined in the table below.

The Environment Agency will be consulted in respect to the priorities concerning controlled waters. Likewise Natural England and others who have specific interest will be consulted on ecologically significant issues.

Priority Category 1	Site likely not to be suitable for present use and environmental setting. Contaminants probably or certainly present and very likely to have an unacceptable impact on key targets. Urgent assessment action needed in the short term.
Priority Category 2	Site may not be suitable for present use and environmental setting. Contaminants probably or certainly present and likely to have an unacceptable impact on key targets. Assessment action needed in the medium term.
Priority Category 3	Site considered suitable for present use and environmental setting. Contaminants may be present but unlikely to have an unacceptable impact on key targets. Assessment action unlikely to be needed whilst the site remains in present use or otherwise remains undisturbed.
Priority Category 4	Site considered suitable for present use and environmental setting. Contaminants may be present but very unlikely to have an unacceptable impact on key targets. No assessment action needed while site remains in present use or undisturbed.

This preliminary risk assessment process seeks to identify contaminant-pathway-receptor linkages. Initial research may identify sites where either particular contaminants are likely or known to exist, or sensitive receptors are known to exist. No on-site assessment will be undertaken unless both are suspected or confirmed. Where evidence is inconclusive the situation will be kept under review.

As Priority Category 1 sites are likely not to be suitable for their present use, these will be investigated as soon as possible after they are identified.

It must be understood that the assessments at this preliminary stage are made on a limited amount of incomplete basic data and information, such as old surveys, maps, geological information and previous site investigation information where available etc. As more knowledge of the site is obtained, these assessments are revised and their Priority Category may change. The assessment of a site as Priority Category 1 does not necessarily infer the existence of a significant risk to one of the specified receptors.

Detailed Inspection

Where evaluation of all available data suggests a significant contaminant linkage may exist, a requirement to consider determination of a site or part of a site as contaminated land under Part2A may exist. The statutory guidance is the principle point of reference in this regard.

Following the strategic inspection process, sites can become candidates for detailed inspection. In every case a detailed inspection is carried out by a, "suitable person", adequately qualified to undertake the work. Discretion is used at all times to minimise the effect on occupiers of the land.

To ensure the most appropriate technical procedures are employed the Council will have regard to the most up to date guidance available. Reference will be made to the CIRIA series and the CLR documents and the BS Code of Practice for Site investigation. In particular if contractors or consultants are appointed they should be quality assured and have appropriate Professional Indemnity Insurance.

Determining if land is contaminated

There are four possible grounds for determining if land is contaminated:

1. Significant harm is being caused,
2. There is a significant possibility of significant harm being caused,
3. Significant Pollution of controlled waters is being caused,
4. Significant Pollution of controlled waters is likely to be caused.

In making any determination the Council will take all relevant information into account, carry out appropriate scientific assessments, and act in accordance with the statutory guidance and its categorising principles. The determination will identify all three elements of a contaminant linkage and explain their significance.

Once an area of land has been determined as likely to be contaminated land by statutory definition, the Council will prepare a Risk Summary as required by the statutory guidance.

The Council will then formally notify in writing all relevant parties that the land has been declared contaminated, these include:

- the owner(s),
- the occupier(s),
- those liable for remediation ('appropriate persons' in the statutory guidance),
- the Environment Agency who maintain a National database.

Maintaining the public register

Should land be determined as "Contaminated Land" a remediation strategy should be agreed and the details must be entered onto Oxford City Council's [Contaminated Land Register](#).

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Appendix 2: Land Quality Strategy Risk Register

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Comments	Controls					
							I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner	
Financial	New information indicating significant possibility of significant harm received. OCC responsible for investigating the land to determine if it is "Contaminated Land"	T	Responsibilities of Local Authority under Part 2A of the EPA 1990.	Oxford City Council may need to fund all or part fund investigation and remediation and communicate carefully if the appropriate person cannot be identified.	11.04.14	EG	3	2	3	2	3	2		Accept the Risk					
Financial, Reputational and Physical	Oxford City Council identified as the "appropriate person" (as defined in Defra's Contaminated Land Statutory Guidance 2012), i.e. City Council liable for remediation costs etc.	T	New information received indicating that historic contamination is causing significant possibility of significant harm, land is investigated and determined as "Contaminated Land" under the Environmental Protection Act 1990.	Oxford City Council would need to fund investigation and remediation and communicate carefully.	11.04.14	EG	4	2	4	2	4	2		Accept the Risk					
Financial	Oxford City Council is not the "appropriate person" but still incurs costs due to hardship assessment.	T	New information received indicating that historic contamination is causing significant possibility of significant harm, land is investigated and determined as "Contaminated Land" under the Environmental Protection Act 1990.	Oxford City Council would need to fund or part fund investigation and remediation and communicate carefully.	11.04.14	EG	3	2	3	2	3	2		Accept the Risk					
Reputational	Council fails to "lead by example"	T	Poor planning/ poor management/ lack of communication between departments.	Damage to Council standing.	11.04.14	EG	3	3	3	3	3	2		Reduce the Risk					
Reputational/ Physical	Investigation and remediation through the planning process is not properly monitored or enforced through the planning process.	T	Lack of resource in planning department to monitor and enforce planning conditions etc.	Damage to Council standing. Potential risk to public health/environment.	11.04.14	EG	4	3	4	3	4	2		Reduce the Risk					
Reputational/ Physical	Investigation causes property blight	T	Investigation not managed properly by the Council. Poor communication.	Damage to Council standing. Damage to local economy and local communities.	11.04.04	EG	4	2	4	2	4	1		Reduce the Risk					
Reputational/ Physical	Land quality data not managed efficiently	T	Resources for internal contaminated land work reduced and/or processes not followed.	Inability for the Council to control management of contaminated land through planning and meet Land Quality Strategy objectives.	11.04.14	EG	4	2	4	2	4	1		Reduce the Risk					

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Appendix 3 Equalities Impact Assessment

Service Area: Environmental Development	Section: n/a	Key person responsible for the assessment: Mai Jarvis (nee Nielsen)	Date of Assessment: September 2013	
Is this assessment in the Corporate Equality Impact assessment Timetable for 2014?				No
Name of the Service/Policy to be assessed: CEB: Land Quality Strategy		Is this a new or existing policy		Existing (updated strategy)
1. Briefly describe the aims, objectives and purpose of the policy	<p>The overall vision of the draft strategy is to ensure that Oxford's residents and its natural environment are not exposed to unacceptable risks from historic contamination and to improve the quality of our environment for a sustainable future.</p> <p>The draft strategy aims to deliver an efficient and effective service for managing land affected by contamination</p>			

<p>2. Are there any associated objectives of the policy, please explain</p>	<ul style="list-style-type: none"> • Objective 1 – To primarily deal with land contamination through the development control and building control processes wherever possible. • Objective 2 – To implement the Part 2A detailed inspection process where strong evidence becomes available that significant harm is occurring or will occur unless the council intervene, and remediation through planning, building control or voluntary action is not possible. • Objective 3 – To maintain a comprehensive land quality database for Oxford. • Objective 4 – To promote the use of sustainable remediation where possible. • Objective 5 – To act as a responsible landowner to ensure the Council achieves full legal compliance.
<p>3. Who is intended to benefit from the policy and in what way</p>	<p>The Council, its staff and Members, in terms of running as a more effective and efficient organisation. The citizens of Oxford and other stakeholders in terms of improving environmental quality and making a contribution to building a world class city for everyone.</p>
<p>4. What outcomes are wanted from this policy?</p> <p>To carry out our statutory duties effectively and efficiently.</p>	
<p>5. What factors/forces could contribute/detract from the outcomes?</p>	<p>Loss of staff/budget to implement the strategy. Changes to statutory guidance etc.</p>

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6. Who are the key people in relation to the policy?	Residents and business in Oxford.	7. Who implements the policy and who is responsible for the policy?	Jo Colwell – implementing officer John Copley – responsible officer
8. Could the policy have a differential impact on racial groups?		No	
What existing evidence (either presumed or otherwise) do you have for this?			
9. Could the policy have a differential impact on people due to their gender?		No	
What existing evidence (either presumed or otherwise) do you have for this?			
10. Could the policy have a differential impact on people due to their disability?		No	
What existing evidence (either presumed or otherwise) do you have for this?			
11. Could the policy have a differential impact on people due to their sexual orientation?		No	
What existing evidence (either presumed or otherwise) do you have for this?			

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12. Could the policy have a differential impact on people due to their age?		No			
What existing evidence (either presumed or otherwise) do you have for this?					
13. Could the policy have a differential impact on people due to their religious belief?		No			
What existing evidence (either presumed or otherwise) do you have for this?					
294 14. Could the negative impact identified in 8-13 create the potential for the policy to discriminate against certain groups?		n/a	Please explain No negative impact.		
15. Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group? Or any other reason		n/a	Please explain for each equality heading (question 8-13) on a separate piece of paper No, no adverse impact identified.		
16. Should the policy proceed to a partial impact assessment		No	If Yes, is there enough evidence to proceed to a full EIA		N
			Date on which Partial or Full impact assessment to be completed by	n/a	

17. Are there implications for the Service Plans?		No	18. Date the Service Plan will be updated		19. Date copy sent to Equalities Officer in Policy, Performance and Communication	April 2014
20. Date reported to Equalities Board:	N/A		Date to Scrutiny and CEB	October 2014	21. Date published	

Signed (completing officer): Emily Green Signed (Lead Officer) Mai Jarvis

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Please list the team members and service areas that were involved in this process:

Emily Green, Environmental Sustainability Officer
 Mai Jarvis, Environmental Policy Team Leader
 Jo Colwell, Environmental Sustainability Manager

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To: City Executive Board

Date: 15 October 2014

Report of: Head of Environmental Development

Title of Report: Public Spaces Protection Orders

Summary and Recommendations

Purpose of report: To advise on the introduction of Public Spaces Protection Orders and their future implementation.

Report Approved by: Councillor Dee Sinclair, Executive Member for Crime and Community Response

Key Decision - Yes

Policy Framework: Corporate Plan priorities - Strong, Active Communities; Cleaner, Greener Oxford;

Recommendations: That the City Executive Board:

1. Resolve that the making of Public Spaces Protection Orders that affect multiple neighbourhood action area or the city centre and have a significant impact on anti-social behaviour across the city be reserved to the Board and that the Executive scheme of delegation be amended accordingly.
2. Delegate to the Executive Director Community Services authority, following appropriate consultation to include the relevant CEB member and ward councillors, to adopt and publish Public Spaces Protection Orders where the area covered by the proposed Order is wholly within a neighbourhood action group (NAG) area or is confined to the vicinity of the banks of waterways within the city and subject to the statutory requirements for the making of an Order being satisfied.

Appendix One: Excerpt from the Home Office "Statutory guidelines for frontline professionals"

Introduction

1. The Anti-Social Behaviour, Crime and Policing Act 2014 gained Royal Assent in April 2014. The commencement date for many of the anti-social behaviour (ASB) provisions within the Act is the 20th October.

Public Spaces Protection Order

2. The Public Spaces Protection Order is designed to prevent individuals or groups committing anti-social behaviour in a public space where the behaviour is having, or be likely to have, a detrimental effect on the quality of

life of those in the locality; be persistent or continuing nature; and be unreasonable.

3. The power to make an Order rests with local authorities, in consultation with the police, Police and Crime Commissioner and other relevant bodies who may be impacted.
4. The council can make a PSPO on any public space within its own area. The definition of public space is wide and includes any place to which the public or any section of the public has access, on payment or otherwise, as of right or by virtue of express or implied permission, for example a shopping centre. There are particular considerations for registered common land, town or village greens and open access land.
5. The maximum length of a PSPO is three years.
6. When making a PSPO the Council must have particular regard to the rights of freedom of expression and freedom of assembly set out in the European Convention on Human Rights.
7. Consideration of a Public Spaces Protection Order will take place where there is material evidence of anti-social behaviour. Assessments will commonly include reports to the police, various council teams within Environmental Development, Housing and Property, Leisure, Parks and Communities, and partner agencies.

Restrictions

8. Restrictions and requirements are set by the local authority and can be blanket restrictions or requirements or can be targeted against certain behaviours by certain groups at certain times.
9. They can restrict access to public spaces (including certain types of highway) where that route is being used to commit anti-social behaviour.
10. Orders can be enforced by a police officer, police community support officer and council officers.
11. A breach of the Order is a criminal offence and can be dealt with through the issuing of a Fixed Penalty Notice of up to £100, or a level 3 fine, £1000, on prosecution.

Appeals

12. Anyone who lives in, or regularly works in or visits the area can appeal a PSPO in the High Court within six weeks of issue. Further appeal is available each time the PSPO is varied by the council.

Dog Control Orders, Gating Orders and alcohol Designated Public Places Orders

13. The Act repeals Dog Control Orders, Gating Orders and alcohol Designated Public Places Orders. However, there is a three year time limit for local authorities to replace these existing Orders with one or more PSPOs.

Delegation of authority

14. The Act is designed to provide timely, ease to obtain and simplified powers to tackle anti-social behaviour. For local neighbourhood level anti-social

behaviour problems that require a quick response it is proposed that the implementation of Public Spaces Protection Orders be delegated to senior officers, subject to appropriate consultation. Consultation will involve local Members, the Board Member for Crime and Community Response and other relevant parties.

15. Delegated PSPOs will include areas that affect a single NAG or waterways and are needed for a speedy resolution to a community problem, such as problems in a local shopping arcade or communal area.
16. Further CEB reports will be presented for proposed PSPOs that have a wider community impact. These will be Orders which affect more than one NAG or the city centre and have a significant impact on anti-social behaviour. For example, the replacement of the city-wide alcohol Designated Public Places Order, Dog Control Orders, a PSPO for the city centre and other high footfall locations.

Legal Implications

17. As detailed above.

Financial Implications

18. The cost of implementing PSPOs will be funded through existing budgets.

Environmental Implications

19. The PSPO can be used to help address environmental crimes through the use of restrictions. The implementation of this policy does not have any negative impact upon the environment

Name and contact details of report author:

Richard Adams
Environmental Protection Service Manager

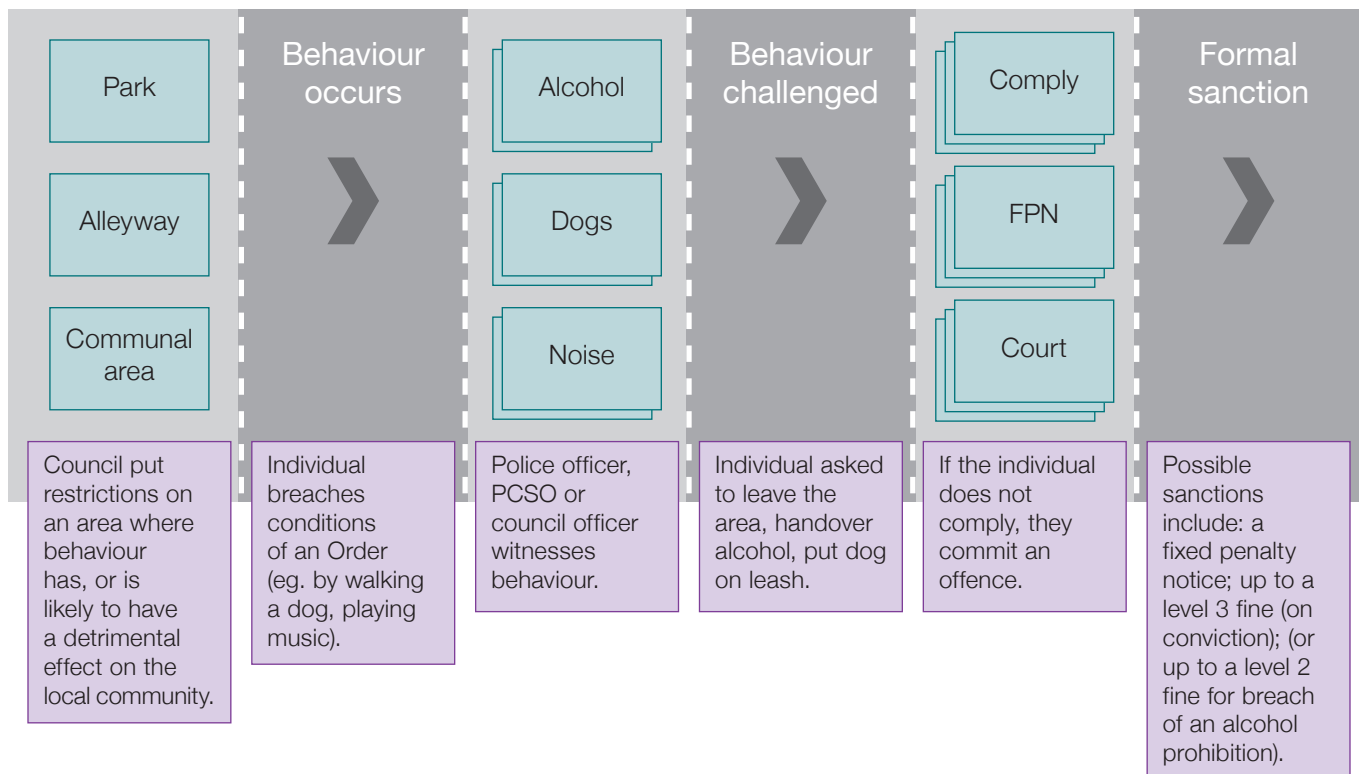
Background Papers: None

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2.6 Public spaces protection order

Purpose	Designed to stop individuals or groups committing anti-social behaviour in a public space
Who can make a PSPO	<ul style="list-style-type: none"> • Councils issue a public spaces protection order (PSPO) after consultation with the police, Police and Crime Commissioner and other relevant bodies.
Test	<p>Behaviour being restricted has to:</p> <ul style="list-style-type: none"> • be having, or be likely to have, a detrimental effect on the quality of life of those in the locality; • be persistent or continuing nature; and • be unreasonable.
Details	<ul style="list-style-type: none"> • Restrictions and requirements set by the council. • These can be blanket restrictions or requirements or can be targeted against certain behaviours by certain groups at certain times. • Can restrict access to public spaces (including certain types of highway) where that route is being used to commit anti-social behaviour. • Can be enforced by a police officer, police community support officers and council officers.
Penalty on breach	<ul style="list-style-type: none"> • Breach is a criminal offence. • Enforcement officers can issue a fixed penalty notice of up to £100 if appropriate. • A fine of up to level 3 on prosecution.
Appeals	<ul style="list-style-type: none"> • Anyone who lives in, or regularly works in or visits the area can appeal a PSPO in the High Court within six weeks of issue. • Further appeal is available each time the PSPO is varied by the council.
Important changes/ differences	<ul style="list-style-type: none"> • More than one restriction can be added to the same PSPO, meaning that a single PSPO can deal with a wider range of behaviours than the orders it replaces.

Public spaces protection order



Purpose

Public spaces protection orders (PSPOs) are intended to deal with a particular nuisance or problem in a particular area that is detrimental to the local community's quality of life, by imposing conditions on the use of that area which apply to everyone. They are designed to ensure the law-abiding majority can use and enjoy public spaces, safe from anti-social behaviour.

Who can make a PSPO?

Councils will be responsible for making the new PSPO although enforcement powers will be much broader. District councils will take the lead in England with county councils undertaking the role only where there is no district council. In London, borough councils will be able to make PSPOs, as will the Common Council of the City of London and the Council of the Isles of Scilly. In Wales, responsibility will fall to county councils or county borough councils. The new power is not available to parish councils and town councils in England, or community councils in Wales. Section 71 ensures that bodies other than local authorities can make PSPOs in certain circumstances by order of the Secretary of State. This will allow the City of London Corporation to continue managing a number of public spaces with the permission of, and on behalf of, local authorities.

Test

The test is designed to be broad and focus on the impact anti-social behaviour is having on victims and communities. A PSPO can be made by the council if they are satisfied on reasonable grounds that the activities carried out, or likely to be carried out, in a public space:

- have had, or are likely to have, a detrimental effect on the quality of life of those in the locality;
- is, or is likely to be, persistent or continuing in nature;
- is, or is likely to be, unreasonable; and
- justifies the restrictions imposed.

Putting victims first: In deciding to place restrictions on a particular public space, councils should consider the knock on effects of that decision. Introducing a blanket ban on a particular activity may simply displace the behaviour and create victims elsewhere.

Details

Where can it apply? The council can make a PSPO on any public space within its own area. The definition of public space is wide and includes any place to which the public or any section of the public has access, on payment or otherwise, as of right or by virtue of express or implied permission, for example a shopping centre.

Working with partners: Before making a PSPO, the council must consult with the local police. This should be done formally through the chief officer of police and the Police and Crime Commissioner, but details could be agreed by working level leads. This is an opportunity for the police and council to share information about the area and the problems being caused as well as discuss the practicalities of enforcement. In addition, the owner or occupier of the land should be consulted. This should include the County Council (if the PSPO application is not being led by them) where they are the Highway Authority.

The council must also consult whatever community representatives they think appropriate. This could relate to a specific group, for instance the residents association, or an individual or group of individuals, for instance, regular users of a park or specific activities such as busking or other types of street entertainment. Before the PSPO is made, the council also has to publish the draft order in accordance with regulations published by the Secretary of State.

Box G: Land requiring special consideration

Before a council makes a PSPO, it should consider whether the land falls into any of the following categories:

- **Registered common land:** There are around 550,000 hectares of registered common land in England and Wales. Common land is mapped as open access land under the Countryside and Rights of Way (CROW) Act 2000 with a right of public access on foot. Some commons, particularly those in urban districts, also have additional access rights and these may include rights for equestrian use.
- **Registered town or village green:** Town and village greens developed under customary law as areas of land where local people indulged in lawful sports and pastimes. These might include organised or ad-hoc games, picnics, fetes and similar activities, such as dog walking.
- **Open access land:** Open access land covers mountain, moor, heath and down and registered common land, and also some voluntarily dedicated land, for example the Forestry Commission's or Natural Resources Wales' freehold estate. Open access land provides a right of open-air recreation on foot although the landowner can voluntarily extend the right to other forms of access, such as for cycling or horse-riding.

This can be done by contacting the Commons registration authority (county council in two-tier areas; unitary authority elsewhere). If the land in question is a registered common, the council will be able to find out what common land rights exist and the access rights of any users. Defra considers the model set out in 'A Common Purpose' to be good practice in consulting directly affected persons (including commoners) and the public about any type of potential change in the management of a common.

If land is a registered green, it receives considerable statutory protection under the 'Victorian Statutes'. In terms of open access land, there are various national limitations on what activities are included within the access rights. It is possible for local restrictions on CROW rights to be put in place to meet wider land use needs, and this system is normally administered by Natural England.

Where an authority is considering an order on one of these types of land, the council should consider discussing this with relevant forums and user groups (e.g. Local Access Forums, Ramblers or the British Horse Society) depending on the type of provision that is contemplated in the order. It could also be appropriate to hold a local public meeting when considering whether to make an order for an area of such land to ensure all affected persons are given the opportunity to raise concerns.

What to include in a PSPO? The PSPO can be drafted from scratch based on the individual issues being faced in a particular public space. A single PSPO can also include multiple restrictions and requirements in one order. It can prohibit certain activities, such as the drinking of alcohol, as well as placing requirements on individuals carrying out certain activities, for instance making sure that people walking their dogs keep them on a lead. However, activities are not limited to those covered by the orders being replaced and so the new PSPO can be used more flexibly to deal with local issues.

When deciding what to include, the council should consider scope. The PSPO is designed to make public spaces more welcoming to the majority of law abiding people and communities and not simply restrict access. Restrictions or requirements can be targeted at specific people, designed to apply only at certain times or apply only in certain circumstances.

Putting victims first: Although it may not be viable in each case, discussing potential restrictions and requirements prior to issuing an order with those living or working nearby may help to ensure that the final PSPO better meets the needs of the local community and is less likely to be challenged.

In establishing which restrictions or requirements should be included, the council should ensure that the measures are necessary to prevent the detrimental effect on those in the locality or reduce the likelihood of the detrimental effect continuing, occurring or recurring.

When the final set of measures is agreed on, the PSPO should be published in accordance with regulations made by the Secretary of State and must:

- identify the activities having the detrimental effect;
- explain the potential sanctions available on breach; and
- specify the period for which the PSPO has effect.

Box H: Controlling the presence of dogs

When deciding whether to make requirements or restrictions on dogs and their owners, local councils will need to consider whether there are suitable alternatives for dogs to be exercised without restrictions.

Under the Animal Welfare Act 2006, owners of dogs are required to provide for the welfare needs of their animals and this includes providing the necessary amount of exercise each day. Councils should be aware of the publicly accessible parks and other public places in their area which dog walkers can use to exercise their dogs without restrictions. Consideration should also be made on how any restrictions affect those who rely on assistance dogs.

In relation to dogs and their owners, a PSPO could, for example:

- exclude dogs from designated areas (e.g. a children's play area in a park);
- require dog faeces to be picked up by owners;
- require dogs to be kept on leads;
- restrict the number of dogs that can be walked by one person at any one time; and
- put in place other restrictions or requirements to tackle or prevent any other activity that is considered to have a detrimental effect on the quality of life of those in the locality, or is likely to have such an effect.

Restricting alcohol: A PSPO can be used to restrict the consumption of alcohol in a public space where the test has been met. However, as with the Designated Public Place Order which it replaces, there are a number of limitations on using the power for this end.

A PSPO cannot be used to restrict the consumption of alcohol where the premises or its curtilage (a beer garden or pavement seating area) is licensed for the supply of alcohol. There are also limitations where either Part 5 of the Licensing Act 2003 or section 115E of the Highways Act 1980 applies. This is because the licensing system already includes safeguards against premises becoming centres for anti-social behaviour. It would create confusion and duplication if PSPOs were introduced here.

Restricting access: In the past, Gating Orders have been used to close access to certain public rights of way where the behaviour of some has been anti-social. The PSPO can also be used to restrict access to a public right of way. However, when deciding on this approach, the council must consider a number of things.

- **Can they restrict access?** A number of rights of way may not be restricted due to their strategic value.
- **What impact will the restriction have?** For instance, is it a primary means of access between two places and is there a reasonably convenient alternative route?
- **Are there any alternatives?** Previously gating was the only option, but it may be possible under a PSPO to restrict the activities causing the anti-social behaviour rather than access in its totality.

There are also further consultation requirements where access is to be restricted to a public right of way. This includes notifying potentially affected persons of the possible restrictions. This could include people who regularly use the right of way in their day to day travel as well as those who live nearby. Interested persons should be informed about how they can view a copy of the proposed order, and be given details of how they can make representations and by when. The council should then consider these representations.

It will be up to the council to decide how best to identify and consult with interested persons. In the past newspapers have been used. However in the digital age, other channels such as websites and social media may be more effective. Where issues are more localised, councils may prefer to deal with individual households. Alternatively, where appropriate, councils may decide to hold public meetings and discuss issues with regional or national bodies (such as the Local Access Forum) to gather views.

Duration of a PSPO: The maximum duration of a PSPO is three years but they can last for shorter periods of time where appropriate. Short-term PSPOs could be used where it is not certain that restrictions will have the desired effect, for instance, when closing a public right of way, councils may wish to make an initial PSPO for 12 months and then review the decision at that point.

At any point before expiry, the council can extend a PSPO by up to three years if they consider that it is necessary to prevent the original behaviour from occurring or recurring. They should also consult with the local police and any other community representatives they think appropriate.

Changing the terms: The new PSPO can cover a number of different restrictions and requirements so there should be little need to have overlapping orders in a particular public space. However, if a new issue arises in an area where a PSPO is in force, the council can vary the terms of the order at any time. This can change the size of the restricted area or the specific requirements or restrictions. For instance, a PSPO may exist to ensure dogs are kept on their leads in a park but, after 12 months, groups start to congregate in the park drinking alcohol which is having a detrimental effect on those living nearby. As a result, the council could vary the PSPO to deal with both issues.

As well as varying the PSPO, a council can also seek to discharge it at any time. For instance when the problem has ceased to exist or the land ceases to be classified as a public space.

Penalty on breach

It is an offence for a person, without reasonable excuse, to:

- do anything that the person is prohibited from doing by a PSPO (other than consume alcohol – see below); or
- fail to comply with a requirement to which the person is subject under a PSPO.

A person does not commit an offence by failing to comply with a prohibition or requirement that the council did not have power to include in the PSPO. A person guilty of an offence is liable on summary conviction to a fine not exceeding level 3 on the standard scale.

It is not an offence to drink alcohol in a controlled drinking zone. However, it is an offence to fail to comply with a request to cease drinking or surrender alcohol in a controlled drinking zone. This is also liable on summary conviction to a fine not exceeding level 2 on the standard scale. If alcohol is confiscated, it can be disposed of by the person who confiscates it.

Depending on the behaviour in question, the enforcing officer could decide that a fixed penalty notice (FPN) would be the most appropriate sanction. The FPN can be issued by a police officer, PCSO, council officer or other person designated by the council. In making the decision to issue a FPN, the officer should consider that if issued, payment of the FPN would discharge any liability to conviction for the offence. However, where the FPN is not paid within the required timescale, court proceedings can be initiated (prosecution for the offence of failing to comply with the PSPO).

Appeals

Any challenge to the PSPO must be made in the High Court by an interested person within six weeks of it being made. An interested person is someone who lives in, regularly works in, or visits the restricted area. This means that only those who are directly affected by the restrictions have the power to challenge. This right to challenge also exists where an order is varied by a council.

Interested persons can challenge the validity of a PSPO on two grounds. They could argue that the council did not have power to make the order, or to include particular prohibitions or requirements. In addition, the interested person could argue that one of the requirements (for instance, consultation) had not been complied with.

When the application is made, the High Court can decide to suspend the operation of the PSPO pending the verdict in part or in totality. The High Court has the ability to uphold the PSPO, quash it, or vary it.

Enforcement

Although PSPOs are made by the council in an area, enforcement should be the responsibility of a wider group. Council officers will be able to enforce the restrictions and requirements, as will other groups that they designate, including officers accredited under the community safety accreditation scheme. In addition, police officers and PCSOs will have the ability to enforce the order.

Transition

Where a designated public place order, gating order or dog control order is currently in force, this will continue to be valid for a period of three years following commencement of the new power. At this point it will be treated as a PSPO. However, councils need not wait for this to happen and could decide to review the need for their current orders ahead of that transition to simplify the enforcement landscape.

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To: City Executive Board

Date: 15 October 2014

Report of: Head of Customer Services

Title of Report: Oxford City Council's European Social Fund Project

Summary and Recommendations

Purpose of report: To advise the City Executive Board of the purpose of the European Social Fund Project and associated funding.

Key decision? Yes

Executive lead member: Cllr Susan Brown, Board Member for Customer Services and Social Inclusion

Policy Framework: None

Recommendations: The City Executive Board is asked to:-

1. Note the proposed outcomes and funding arrangements for the project; and
2. Give project approval for the European Social Fund Project

Appendices

1. Breakdown of project costs
2. Risk Register
3. Equalities Impact Assessment

Introduction

1. Following the conclusion of the successful Local Authority (LA) Led Pilot undertaken by Oxford City Council during 2013, the Council was invited by the Department for Work and Pensions (DWP) to bid for unallocated European Social Fund (ESF) money in order to build on the learning from the LA Led Pilots.
2. The City Council's bid was based on applying the learning from its LA Led Pilot project, which focused on customers affected by the Benefit Cap and Bedroom Tax (Under Occupancy Regulations), to a different customer base, namely customers currently renting privately in the city. The customer group was selected for a number of reasons including:
 - They are a group of residents we know very little about;

- There is an ever growing gap between the amount of Housing Benefit customers can receive due to the Local Housing Allowance (LHA) rates councils are obliged to use to assess Housing Benefit, and the amount of rent being charged by landlords in the private sector.
 - The private rented sector in Oxford stood at 28% as at the census in 2011 and this makes it the largest sector after owner occupiers.
3. Based on the learning from the LA pilot; the ratio of customers to caseworkers and the type of support required, the outcomes for the project are to engage with 600 tenants within the private rented sector. The welfare reform team aim to help 90% of tenants in this group to undertake training in either access to work, financial capability or digital capability with a view to at least 10% entering employment.
 4. As the customer base is different however, it is envisaged that the barriers to employment will also differ to some extent.
 5. The project was signed off by the DWP in early March 2014 and runs from March 2014 to June 2015 with the first three months dedicated to recruiting resources to the project and setting up the appropriate procedures. A detailed breakdown of the recruiting and finance of the project is included in the Finance section below.
 6. Customer contact started in early June 2014 to test the processes and determine what additional partners would be needed for this project based on customer need.

Ongoing Support for Customers Impacted by the Welfare Reform Agenda

7. The Welfare Reform Team will continue to support customers affected by the Benefit Cap and the Bedroom Tax, even if they do not meet the criteria for the European Social Fund project. There are currently 100 such households who are receiving support from the Welfare Reform Project Officers and the Discretionary Housing Payment (DHP) Officer. This is to support people to downsize to smaller accommodation but also to seek help with debts, applying for an exempting benefit or with training and work where this is a viable option for customers.
8. The Discretionary Housing Payment (DHP) Officer provides the majority of the support for customers who require smaller, or more affordable accommodation (60 customers). The Welfare Reform Project Officers providing support to households where work is an option, or where additional support is required due to the presence of multiple barriers to work (40 customers).

Finance

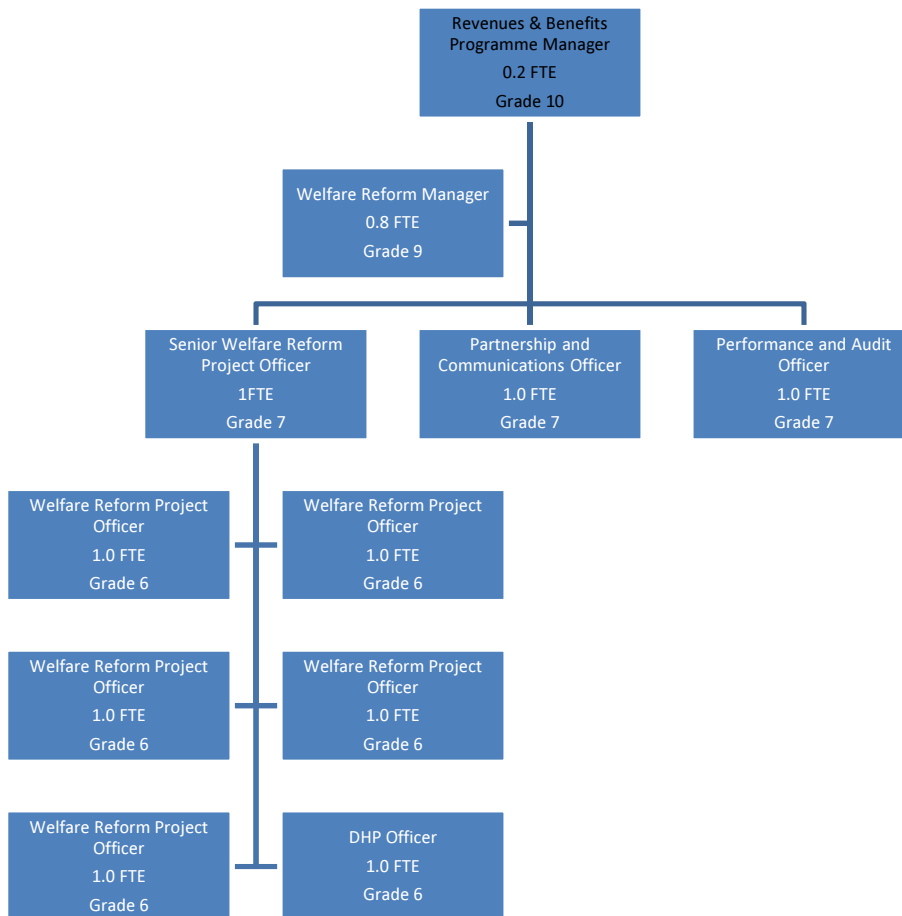
9. The total project cost is £593,648 of which £292,787 is grant funding provided from the European Social Fund. A large proportion of the funding has been spent on recruiting four additional posts to deliver the project: two caseworkers to engage and work with customers, a Partnership Development and Communications post and a Performance and Audit Officer. All of the posts have been recruited to on a temporary basis with all except one recruited internally on a secondment basis. These posts are shown on the structure chart in paragraph 16 below.
10. £81,000 of the grant is to fund participants' training or work related activity and travel. If participants do not incur these costs, the grant is forfeit.

Total project costs

Total project cost	£593,648
Total ESF support	£292,787
Total match funding available from OCC	£300,862

11. The match funding for the project is made up from posts within the Welfare Reform Team highlighted in blue and orange in the structure chart below. The posts highlighted in green are the posts recruited as part of the project and are temporary appointments.
12. The Discretionary Housing Payments Officer post highlighted as orange is a temporary post within the Welfare Reform Team.
13. The Revenues and Benefits Programme Manager and the Welfare Reform Managers costs are apportioned on the amount of time they will be spending on the project.

14. ESF Project Structure Chart



15. The grant conditions require that project expenditure is claimed retrospectively on a quarterly basis through an invoicing mechanism. The Council will not make its final claim until September 2015. The Council is also required to submit regular updates on progress of the project to the funding body.
16. A Performance and Audit Officer has been recruited for the life of the project to ensure that quarterly claims are made in a timely fashion and the all expenditure claimed is eligible as part of the project.
17. The Council have agreed the co-location of a member of the Jobcentre to work within the Welfare Reform Team to provide employment advice. This post attracts no additional cost, but is helping the Council to better understand how the organisations could potentially work together in the future under the terms of the Local Support Services Framework.

Monitoring

18. The outcomes of the project are being monitored via an established performance management framework developed as part of the LA Led Pilot.

19. The funding body undertook a baseline visit in May 2014. Based on the preparatory work undertaken and the procedures in place, the Team were satisfied that the project would be managed in a robust and effective manner.

20. The project will report monthly updates to the Organisational Development and Customer Services Board. The project will also report to the Welfare Reform Officers Group which in turn reports to the Welfare Reference Group for Members.

Risk

21. An evaluation of the risks associated with the implementation of this project has been carried out. A detailed Risk Register is attached at Appendix 3.

Environmental Impact

22. No impact

Equalities Impact

23. An initial impact assessment was carried out as part of the European Social Fund bid and can be found at Part 5 of Appendix 1. No undue, adverse impacts have been identified. A separate assessment can also be found at Appendix 3.

Financial Implications

24. The total cost of the project exceeds £500k although this funding includes matched costs. Resources for this project are committed until June 2015. Any expenses incurred in carrying out the project can be claimed from the European Social Fund, up to the value of the total funding agreed.

Legal Implications

25. Funding for this project is provided by the European Social Fund – England 2007-2013 Operational Programme. Our application is made as a non co-financing organisation.

Name and contact details of author:-

James Pickering
Welfare Reform Manager
Benefits, Customer Services
Tel: 01865 252647 e-mail: jpickering@oxford.gov.uk

Project Costs

Total project cost	£593,648
Total ESF support applied for is	£292,787
Total match funding available	£300,862

Staff costs

2014	Name of post	Amount
Match	Programme Manager, 7.40 hours, part time	
Match	Welfare Reform Manager, 29.6 hours, part time	
Match	Senior Project Officer, 37 hours, full time	
Match	Welfare Reform Project Officer, 37 hours, full time	
Match	Welfare Reform Project Officer, 37 hours, full time	
Match	Welfare Reform Project Officer, 37 hours, full time	
Match	DHP Officer, 37 hours, full time	
	<u>2014 Total Matched Staff Cost</u>	£227,189
ESF	Welfare Reform Project Officer, 37 hours, full time	
ESF	Welfare Reform Project Officer, 37 hours, full time	
ESF	Performance & Audit Officer, 37 hours, full time	
ESF	Partnerships & Communications Officer, 37 hours, full time	
	<u>2014 Total Staff Cost to be funded from ESF</u>	£121,554
2015		
Match	Programme Manager	
Match	Welfare Reform Manager	
Match	Senior Project Officer	
Match	Project Officer 1	
Match	Project Officer 2	
Match	Project Officer 3	
Match	DHP Officer	
	<u>2015 Total Matched Staff Cost</u>	£73,672
ESF	Project Officer 4	
ESF	Project Officer 5	
ESF	Performance & Audit Officer	
ESF	Partnerships & Communications Officer	
	<u>2014 Total Staff Cost to be funded from ESF</u>	£40,518
	Total	£462,934

Participant costs

Year	Description of expected costs	Amount
2014	Participant Training (£120 per participant for 360 participants)	£43,200
	Participant Allowances (travel etc. at £15 per participant)	£5,400
2015	Participant Training (for 240 participants)	£28,800
	Participant Allowances (travel etc.)	£3,600
	Total	£81,000

Expected indirect other costs

Year	Indirect cost item	Amount
Total	Recharges	£49,714

Risk Register

Nos.	Raised by	Date Raised	Probability	Impact	Gross Risk Score	Proximity	Description	Mitigation	Owner	Target Date	Revised Probability	Revised Impact	Residual Risk Score
ESF 01	JP	30/4/13	2	3	6	Short term	Council fails to claim funding in an accurate and timely manner	Audit & Performance Officer with experience recruited to oversee this element	JP	30/06/15	1	2	2
ESF 02	JP	30/4/13	3	3	9	Short term	Expenditure allocated in the budget is not spent	Audit & Performance Officer with experience recruited to oversee this element. PMF to track expenditure closely.	JP	30/06/15	1	3	3
ESF 03	JP	30/04/13	2	2	4	Long term	Not enough customers can be engaged with in the private sector and therefore targets not met.	Resource brought in from JCP and links being built with partners to help with the identification of suitable customers. There is no financial penalty for not meeting targets.	JP	30/06/15	2	1	2

Initial Equalities Impact Assessment

1. Within the aims and objectives of the policy or strategy which group (s) of people has been identified as being potentially disadvantaged by your proposals? What are the equality impacts?

As this project provides additional support to customers, no group(s) should be disadvantaged. This is because the existing support available will not decline as a result of the project. In general, tenants in the private sector are less able to access support due to the insecure nature of their tenancies and less emphasis being put on this group.

2. In brief, what changes are you planning to make to your current or proposed new or changed policy, strategy, procedure, project or service to minimise or eliminate the adverse equality impacts?

Please provide further details of the proposed actions, timetable for making the changes and the person(s) responsible for making the changes on the resultant action plan

3. Please provide details of whom you will consult on the proposed changes and if you do not plan to consult, please provide the rationale behind that decision.

Please note that you are required to involve disabled people in decisions that impact on them

We are not consulting externally on the project but have engaged with parties in the 3rd sector and also the organisations who deliver services to ensure no negative impacts arise as a result of the project.

4. Can the adverse impacts you identified during the initial screening be justified without making any adjustments to the existing or new policy, strategy, procedure, project or service?

Please set out the basis on which you justify making no adjustments

5. You are legally required to monitor and review the proposed changes after implementation to check they work as planned and to screen for unexpected equality impacts.

Please provide details of how you will monitor/evaluate or review your proposals and when the review will take place

A bi-monthly evaluation of the project will be undertaken and we will be tracking the diversity of our caseload on an ongoing basis to mitigate any risks.

To: City Executive Board

Date: 15 October 2014

Report of: Head of Law and Governance

Title of Report: Appointment to Outside Bodies

Summary and Recommendations

Purpose of report: To appoint Council representatives to seven outside bodies to replace Councillors that have resigned and to fill additional places.

Key decision? No

Executive lead member: Cllr Bob Price, Board Member for Corporate Governance and Strategic Partnerships

Policy Framework: None

Recommendations: That the City Executive Board:

1. Appoints the following people as council representatives:

Councillor Chewe Munkonge to the Headington Community Association for the period 16 October 2014 till 03 July 2015

Councillor Alex Hollingworth to Modern Art Oxford for the period 16 October 2014 till 03 July 2015

Councillor Alex Hollingworth to the Oxford Homeless Pathways for the period 16 October 2014 till 03 July 2015

Councillor Chewe Munkonge to the Risinghurst Community Association Management Committee for the period 16 October 2014 till 03 July 2015

Councillor Steven Curran to the Alice Smith Trust for the period 16 October 2014 to 9 May 2016

Councillor Stephen Goddard to the Katherine Rawson Trust for the period 16 October 2014 to 16 October 2018

Councillor Tom Hayes to the Parochial Charities of St Clements for the period 16 October 2014 to the end of the councillor's term

2. Delete the Spatial Planning and Infrastructure Partnership Board as it has been amalgamated into the Oxford Growth Board.

Introduction

1. This report requests the City Executive Board appoint council representatives to seven outside bodies, to fill vacancies created from recent councillor resignations and to provide an additional representative to both the Katherine Rawson Trust and Parochial Charities of St Clements.
2. Oxford City Council's constitution lists the appointment of council representatives onto outside bodies as an executive function. It is therefore the responsibility of the City Executive Board to fill these vacancies.

Background

3. In the last few months, Cllr Anne Marie Canning, Cllr Laurence Baxter and Cllr Val Smith have resigned from Council. Their resignations created vacancies on the following outside bodies –
 - Modern Art Oxford,
 - Oxford Homeless Pathways,
 - Headington Community Association
 - Risinghurst Community Association Management Committee.
 - Alice Smith Trust and Sarah Nowell Educational Foundation
4. The following councillors are nominated to fill these vacancies:
 - Cllr Chewe Munkonge to the Headington Community Association
 - Cllr Alex Hollingworth to Modern Art Oxford
 - Cllr Alex Hollingworth to the Oxford Homeless Pathways
 - Cllr Chewe Munkonge to the Risinghurst Community Association Management Committee
 - Cllr Steven Curran to the Alice Smith Trust and Sarah Nowell Educational Foundation
5. Councillor Canning was also appointed onto the Oxford Hub; however the Hub has requested that Council representation be reduced from two to one. No new representative for this body is therefore needed.
6. The Katherine Rawson Trust has requested a third representative be appointed onto their body, so they can comply with an order from the Charities Commissions from December 1930 which stipulates that three Council trustees be on the Trust. Councillor Stephen Goddard is additionally nominated.
7. Since the last Appointments to Outside Bodies report, the Parochial Charities of St Clement's has asked for a second council

representative, as only one was appointed. Councillor Tom Hayes is additionally nominated.

8. The Spatial Planning and Infrastructure Partnership Board have merged into the Oxford Growth Board and so can be deleted from the Council's outside bodies list. The council representative on this Board was Cllr Price who is the Council's representative on the Growth Board

Financial, Legal or Environmental Implications

9. This report has no financial, legal or environmental implications for the Council.

<p>Name and contact details of author:-</p>
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<p>Sarah Claridge Committee and Member Support Officer Law and Governance Tel: 01865 252402 e-mail: sclaridge@oxford.gov.uk</p>
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CITY EXECUTIVE BOARD

Wednesday 10 September 2014

COUNCILLORS PRESENT: Councillors Price (Chair), Turner (Deputy Leader), Sinclair, Simm, Brown, Kennedy, Rowley, Seamons, Tanner and Simmons.

OTHER MEMBERS PRESENT: Councillor Craig Simmons (Chair of Scrutiny Committee)

OFFICERS PRESENT: Peter Sloman (Chief Executive), David Edwards (Executive Director City Regeneration and Housing), Tim Sadler (Executive Director Community Services), Jackie Yates (Executive Director Organisational Development and Corporate Services), Nigel Kennedy (Head of Finance), Helen Bishop (Head of Customer Services), Lindsay Cane (Law and Governance) and Sarah Claridge (Committee and Member Services Officer)

39. APOLOGIES FOR ABSENCE

None

40. DECLARATIONS OF INTEREST

No declarations of interest were received

41. PUBLIC QUESTIONS

Full written questions with answers were distributed as a supplement before the meeting. Questions were asked on:

1. Commissioning Advice Services 2015-18 (minute 45) by Sue Tanner (Rose Hill & Donnington Advice Centre) and Fran Bennett (Agnes Smith Advice Centre)
2. Integrated Performance Report Quarter 1 2014/15 (minute 47) by Nigel Gibson

The Board noted the public questions.

42. COUNCILLOR ADDRESSES ON ANY ITEM FOR DECISION ON THE BOARD'S AGENDA

No Councillors addressed the Board.

43. SCRUTINY COMMITTEE REPORTS

The Scrutiny Committee's recommendations on the Integrated Performance Report for Quarter 1 2014/15 (minute 47), Treasury Management Annual Report (minute 48), Oxford Growth Board (minute 49) and Business in the Community – Working in Partnership (minute 50) were discussed during the Board's discussion of the items.

44. DESIGNATION OF HEADINGTON NEIGHBOURHOOD FORUM

The Head of City Development submitted a report (previously circulated, now appended) which detailed the designation of the Headington Neighbourhood Forum.

Cllr Price, Executive Board Member for Corporate Strategy, Economic Development and Planning presented the report

The City Executive Board resolved to designate the proposed Headington Neighbourhood Forum as a neighbourhood forum for the Headington Neighbourhood Area.

45. COMMISSIONING ADVICE SERVICES 2015-18

The Head of Customer Services submitted a report (previously circulated, now appended) which sought approval of a new service specification for commissioning advice services.

Cllr Susan Brown, Executive Board Member for Customer Services and Social Inclusion presented the report.

The Head of Customer Services outlined one change to the report, in paragraph 12; the first sentence should read "For 2015/16 the priority area will be in line with the Council's Financial Inclusion Strategy"

Cllr Tanner said the discussion should focus on teaching people how to spend money well rather than telling them how to spend their money. Personal catastrophe causes people to get into debt rather than financial mismanagement.

Cllr Seamons asked how the Board was to monitor the outcomes. Cllr Price said a monitoring report would come back to CEB once the priority areas and measures had been agreed.

The City Executive Board resolved to:

1. Approve the specification for commissioning advice services as set out in Appendix 1.
2. Agree that the identification of the priority area to be included in the service specification together with the associated outcomes and measures are delegated to the portfolio holder for Customer Services and Social Inclusion and the Head of Customer Services to agree with the commissioned advice agencies prior to 1 October 2014.

46. AWARD OF CONTRACT FOR A NEW TELEPHONY SOLUTION

The Head of Business Improvement and Technology submitted a report (previously circulated, now appended) which will deliver the telephony savings assumed within the Medium Term Financial Plan and request delegated authority to award a contract to deliver the solution.

Cllr Turner, Executive Board Member for Finance, Asset Management and Public Health presented the report. He explained it would be an effective cost saving measure which would free up funding for other projects.

The City Executive Board resolved to give project approval and delegated authority to the Director of Organisational Development and Corporate Services to award a new telephony contract.

47. INTEGRATED PERFORMANCE REPORT QUARTER 1 2014/15

The Heads of Finance and Business Improvement and Technology submitted a report (previously circulated, now appended) which detailed the Council's finances, risk and performance as at the end of Quarter 1, 30th June 2014.

Cllr Turner, Executive Board Member for Finance, Asset Management and Public Health presented the report. His response to the scrutiny report is attached.

Cllr Simmons, Chair of the Scrutiny Committee highlighted the loss of subsidy related to benefit over payments. The Head of Customer Services said she had already taken action to avoid claw back and that the position have been adversely affected by the removal of council tax benefit from the calculations. This will be common to all local authorities.

Cllr Price said that the separation of the Council tax benefit from the housing benefit made the figures appear worse than they actually were. The benefit team's performance was the best it had ever been.

The Blackbird Leys Swimming Pool is within budget and is on target for completion by the end of the year, which is pleasing.

The City Executive Board resolved to:

- a. Note the projected outturn for finance and performance as at the end of the first quarter of 2014/15 and also the risk position as at 30th June 2014;
- b. Recommend to Council the approval of a £160,000 capital investment in a Heavy Goods Vehicle Testing Facility.
- c. Recommend to Council the bringing forward of a £2 million capital investment in Homelessness Property acquisitions from 2015/16 to 2014/15 with the balance of the £10 million budget being profiled £2 million each year over four years from 2015/16.

48. TREASURY MANAGEMENT ANNUAL REPORT

The Head of Finance submitted a report (previously circulated, now appended) which detailed the Council's treasury management activity and performance for 2013/2014.

Cllr Turner, Executive Board Member for Finance, Asset Management and Public Health presented the report. He highlighted the subject of ethical investments to comply with Council's recommendation. His response to the Scrutiny Committee's report is attached.

Cllr Simmons, Chair of the Scrutiny Committee asked the Board to consider a more flexible approach to the capital programme to avoid slippage. A delay in one programme shouldn't cause a delay in other programmes.

Cllr Price said it was great news that the Council should get all its investments back from the Icelandic banks.

The Board noted that the Total Borrowed estimate for 31 March 2014 in Table 5 of the report should be £249,000M not £238,000M.

The City Executive Board resolved to note the report.

49. OXFORDSHIRE GROWTH BOARD

The Head of Executive Director of City Regeneration and Housing submitted a report (previously circulated, now appended) which detailed the terms of reference of the Oxfordshire Growth Board and to make an appointment to it.

Cllr Price, Executive Board Member for Corporate Strategy, Economic Development and Planning presented the report. He explained that the Board would be a joint committee under the Local Government Act 1972 and would therefore comply with all meeting requirements of the act (like any other council committee) and would be open to the public. Not all partners have equal status; the local authorities have full voting rights while the University and other partners are non-voting representatives. Oxford University is heavily engaged in the partnership while other partners are less so.

Cllr Simmons, Chair of Scrutiny Committee outlined Scrutiny's concerns around getting timely access to the Growth Board's agendas so that effective scrutiny work could be done.

The Chief Executive said that West Oxfordshire District Council is clerking the meetings of the Growth Board and will be publishing the agendas and minutes on their website. He would ask for a list of proposed meeting dates to be presented to members and for a link to the Growth Board's agendas to be added to the Council's website.

Cllr Tanner congratulated Cllr Price and the officers on the work done. He asked how transparent the Board was going to be. It was agreed that keeping all members informed of Growth Board decisions was critical to enabling proper scrutiny.

Cllr Brown asked for a members' briefing on how the Growth Board fits with other partnership bodies and how members could stay informed and engage with decisions being made.

The City Executive Board resolved to:

1. Approve the City Council becoming a member of the Oxfordshire Growth Joint Board and the draft Terms of Reference appended to this report.

2. Appoint the Leader of the Council as the City Council's representative on the Board and any other Executive Member as substitute, to be determined by the Leader of the Council.

50. BUSINESS IN THE COMMUNITY - WORKING IN PARTNERSHIP

The Head of Human Resources and Facilities submitted a report (previously circulated, now appended) which detailed the background to the development of the Business in the Community programme which seeks to foster business links with Oxford cluster schools.

Cllr Price, Executive Board Member for Corporate Strategy, Economic Development and Planning presented the report.

Cllr Simmons, Chair of the Scrutiny Committee presented the Scrutiny report. He said that Scrutiny thought it was an excellent scheme and highlighted the focus on career advice.

Cllr Simms raised the concern of civics not being taught in schools and the reluctance of young people to vote. She asked whether this scheme could be a way to engage young people in civics and introduce them to how local/ central government operated.

Cllr Brown was concerned that some schools had stopped offering career advice and she endorsed any scheme that would offer career advice to young people.

Cllr Price said that the County's skills deal was looking into re-creating an Oxford Career Scheme.

The City Executive Board resolved to endorse the partnership connection with Cherwell School under the Business in the Community initiative.

51. FUTURE ITEMS

Nothing was raised under this item.

52. MINUTES

The Board resolved to APPROVE the minutes of the meeting held on 3 July 2014 as a true and accurate record.

The meeting started at 5.00 pm and ended at 5.42 pm

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To: City Executive Board

Date: 10 September 2014

Report of: Scrutiny Finance Panel

Title of Report: Budget Monitoring 2014/15 – Quarter 1

Summary and Recommendations

Purpose of report: To report the conclusions and recommendations of the Scrutiny Finance Panel on the Budget Monitoring 2014/15 – Quarter 1 report.

Key decision? No

Scrutiny Lead Member: Councillor Simmons

Executive lead member: Councillor Turner

Policy Framework: Improving value for money and service performance

Recommendations: For the City Executive Board to say if it agrees or disagrees with the following recommendations:

Recommendation 1

That urgent action is taken to avoid a loss of subsidy relating to the overpayment of benefits.

Recommendation 2

If necessary to avoid slippage, a flexible approach should be taken to spending the £2m investment in Homelessness Property Acquisitions in 2014/2015. This could include investing in social housing instead.

Recommendation 3

The premises for the heavy vehicle testing facility should be flexible enough that it can be used for other purposes in the event that the testing facility is not successful.

Recommendation 4

The capital programme should be a red risk in performance reports until the new capital gateway process proven to be effective.

Introduction

1. The Scrutiny Finance panel considered the Budget Monitoring 2014/15 – Quarter 1 report. The Panel would like to thank Bill Lewis and Anna Winship for supporting this discussion. The Panel agreed the following conclusions and recommendations.

Conclusions and recommendations

2. The overall financial position is general positive but a £257k overspend relating to the Local Cost of Benefits is a particular concern.

Recommendation 1

That urgent action is taken to avoid a loss of subsidy relating to the overpayment of benefits.

3. High staff turnover is a concern in areas where the Council is losing skilled and experienced staff and the costs of replacing them are significant.
4. The rephrasing of the investment in homelessness property acquisitions is welcome but the possibility of slippage is a concern. The £2m should be spent in the current financial year and a flexible approach should be taken in order to avoid slippage, such as by spending on social housing instead.

Recommendation 2

If necessary to avoid slippage, a flexible approach should be taken to spending the £2m investment in Homelessness Property Acquisitions in 2014/2015. This could include investing in social housing instead.

5. The proposal to invest £160k in a heavy goods testing facility is welcome. The premises should be flexible enough to be used for other purposes in future in the event that the testing facility is not successful.

Recommendation 3

The premises for the heavy vehicle testing facility should be flexible enough that it can be used for other purposes in the event that the testing facility is not successful.

6. The capital programme should be a red risk in performance reports until the new capital gateway process has been implemented and proven to be effective.

Recommendation 4

The capital programme should be a red risk in performance reports until the new capital gateway process proven to be effective.

Director and Board Member Comments

Recommendation 1 – Officers have put an action plan in place to address this issue and managers are reviewing performance on a weekly basis. It is worth noting however, that since the removal of Council Tax Benefit from the subsidy calculation the thresholds in cash terms for local authority error are more stringent than previously.

Recommendation 2 – It is unlikely that the procurement of social housing could be delivered within a shorter timeline than the procurement of homelessness accommodation. However, the sentiment in terms of flexibility is noted.

Recommendation 3 – Currently there is only one heavy vehicle testing facility within Oxfordshire at Bicester. It is extremely busy and the Council currently takes its vehicles to Newbury or Gloucestershire to be tested due to wait times. Soft market testing with local businesses indicates there is demand for a new facility within the City and the Driver and Vehicle Standards Agency are also supportive of the project. Due to current lack of provision it is unlikely the project will be unsuccessful.

Recommendation 4 - The Council has an agreed Risk Management Framework which allocates a Red, Amber or Green status dependant on the respective impact and probability of a risk occurring. This methodology is applied to all identified risks.

Name and contact details of author:-

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List of background papers: None

Version number: 1

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To: City Executive Board

Date: 10 September 2014

Report of: Scrutiny Finance Panel

Title of Report: Treasury Management

Summary and Recommendations

Purpose of report: To present conclusions and recommendations of the Scrutiny Finance Panel on Treasury Management.

Key decision? No

Scrutiny Lead Member: Councillor Simmons

Executive lead member: Councillor Turner

Policy Framework: Treasury Management Strategy

Recommendation: For the City Executive Board to say if it agrees or disagrees with the following recommendation:

Recommendation

That consideration is given to how the capital process can be made more flexible so that approved projects can be brought forward to mitigate slippage elsewhere in the programme.

Introduction

1. The Scrutiny Finance panel considered the Treasury Management Annual Report 2013/2014 and Treasury Management Performance 2014/15 – Quarter 1. The Panel would like to thank Anna Winship for supporting this discussion.
2. The Panel was pleased to note that the overall treasury management position remains healthy, with good performance against most prudential indicators. The Panel agreed the following conclusions and recommendation.

Conclusions and recommendation

3. Where financial information was presented as a percentage change, the context should also be provided. Officers agreed to take this point on board.
4. High rates of return from the CCLA fund were welcome although transaction costs are also high. Caution against withdrawal early
5. The policy decision of the Co-operative Bank not to renew contracts with local authority customers was regrettable. The Panel received assurances that ethical policies and strategies were being considered as part of the procurement process for a new banking provider.
6. The extent of capital slippage in 2013/2014 and early indications of further slippage in 2014/2015 was a big concern. The Panel wished to see a more flexible approach to capital where projects can be brought forward to mitigate slippage elsewhere in the programme.
7. The focus on reviewing the capital process was endorsed and the Panel agreed to review progress at its meeting in January 2015.

Recommendation

That consideration is given to how the capital process can be made more flexible so that approved projects can be brought forward to mitigate slippage elsewhere in the programme.

Director and Board Member Comments

Officers will and do where possible substitute schemes within the existing Programme to mitigate slippage where it is within approved delegation limits. Where the value of a scheme exceeds officer delegation limits a recommendation will be made to members.

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List of background papers: None

Version number: 1

CITY EXECUTIVE BOARD

Wednesday 24 September 2014

COUNCILLORS PRESENT: Councillors Price (Chair), Turner (Deputy Leader), Simm, Kennedy, Lygo, Seamons and Tanner.

OTHER MEMBERS PRESENT: Councillor Fooks

OFFICERS PRESENT: Peter Sloman (Chief Executive), Jackie Yates (Executive Director Organisational Development and Corporate Services), Ian Brooke (Head of Leisure, Parks and Communities), Nigel Kennedy (Head of Finance), Lindsay Cane (Law and Governance) and Sarah Claridge (Committee and Member Services Officer)

53. APOLOGIES FOR ABSENCE

Apologies were received from Councillors Brown, Rowley and Sinclair

54. DECLARATIONS OF INTEREST

No declarations of interest were received

55. PUBLIC QUESTIONS

No public questions were received.

56. COUNCILLOR ADDRESSES ON ANY ITEM FOR DECISION ON THE BOARD'S AGENDA

Councillor Fooks spoke during the discussion of the Rose Hill Community Centre Development (minutes 57).

57. ROSE HILL COMMUNITY CENTRE DEVELOPMENT

The Head of Leisure, Parks and Communities submitted a report (previously circulated, now appended) which requested project approval for the construction of Rose Hill Community Centre at a total cost of £4,764,000.

The Head of Leisure, Parks and Communities explained that an additional £478,000 was needed to complete the construction of the Rose Hill Community Centre. Material costs had increased significantly since the original budget was agreed and the two tenders received did not fall within the existing budget. There is currently a lack of supply in materials as many local construction businesses have gone out of business since the recession. A lot of materials have to be imported from abroad which has increased costs. Half of the £478,000 would be set aside as contingency and was unlikely to be spent.

Councillor Turner, Executive Member for Finance, Asset Management and Public Health agreed with the rising price of materials being the cause of the project being over-budget. He felt that because the Council had consulted the public and had designed the building in line with the public's response. It was important that the Council complete the proposed work rather than reduce the scale of the building to meet costs.

Councillor Fooks was concerned with the Council's ability to manage the capital programme and if additional funding is given to complete this project what capital project misses out? Cllr Turner said that the capital programme would need to be re-prioritised.

Cllr Simm asked that officers analyse what mistakes were made in the budgeting of this project and should anticipate rising costs when budgeting future projects.

The City Executive Board resolved to:

1. Grant project approval for the construction of the Rose Hill Community Centre within a revised capital budget of £4,764,000;
2. Recommend to full Council the allocation of a revised capital budget of £4,764,000.

The meeting started at 2.00 pm and ended at 2.25 pm