

Agenda

www.oxford.gov.uk



City Executive Board

Date: **Thursday 17 March 2016**

Time: **5.00 pm**

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

For any further information please contact:

Catherine Phythian, Committee and Member Services Officer

Telephone: 01865 252402

Email: executiveboard@oxford.gov.uk

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 and Economic Development
Councillor Ed Turner	Finance, Corporate Asset Management and Public Health
Councillor Susan Brown	Customer Services and Corporate Services
Councillor Alex Hollingsworth	Planning, Transport and Regulatory Service
Councillor Pat Kennedy	Young People, Schools and Skills
Councillor Mark Lygo	Leisure, Sports and Events
Councillor Mike Rowley	Housing
Councillor Christine Simm	Culture and Communities
Councillor Dee Sinclair	Crime, Community Safety and Licensing
Councillor John Tanner	Climate Change and Cleaner, Greener Oxford

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

Future items to be discussed by the City Executive Board can be found on the Forward Plan which is available on the Council's [website](#)

HOW TO OBTAIN A COPY OF THE AGENDA

In order to reduce the use of resources, our carbon footprint and our costs we will no longer produce paper copies of agenda over and above our minimum requirements. Paper copies may be looked at the Town Hall Reception and at Customer Services, St Aldate's.

A copy of the agenda may be:-

- Viewed on our website – mycouncil.oxford.gov.uk
- Downloaded from our website
- Subscribed to electronically by registering online at mycouncil.oxford.gov.uk

AGENDA

PART ONE PUBLIC BUSINESS

Pages

1 APOLOGIES FOR ABSENCE

There were no apologies for absence.

2 DECLARATIONS OF INTEREST

There were no declarations of interest.

3 PUBLIC QUESTIONS

The City Executive Board noted the following public questions and the written responses (as published) on:

Agenda item 7: Waterways Public Space Protection Order: pre-consultation

- Cassi Perry
- Jane Charlesworth
- Nick Brown
- Dr. Stephen Preston
- Jon Ody
- Dr. Adrian L. Smith
- Kirstin Bilham
- Holly Morse
- Sam Dent
- Penny Schenk
- Sean O'Reilly
- Joe Jennings
- Max Mason
- Sharyn Hyde
- Fiona Bradshaw

The Chair welcomed members of the public to the meeting and explained that although the Board had issued a general response to the questions on the Waterways PSPO in advance of the meeting, detailed replies to each of the questions would be published on the website by the end of March.

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

Councillor Fooks addressed the Board on agenda items 9 and 15. Her comments are included in the minutes for those items (195 and 201).

5 COUNCILLOR ADDRESSES ON NEIGHBOURHOOD ISSUES

There were no Councillor addresses on neighbourhood issues.

11 - 40

6	SCRUTINY COMMITTEE REPORTS	41 - 48
	The following Scrutiny Committee reports and recommendations were considered as part of the substantive discussion of those items: • Waterways Public Space Protection Order: pre-consultation • Universal Credit Delivery Partnership Agreement • Allocation of Homelessness Prevention Funds • A Housing Company for Oxford	
7	WATERWAYS PUBLIC SPACE PROTECTION ORDER: PRE-CONSULTATION	49 - 88
	Lead Member: Councillor Sinclair, Executive Board Member for Crime, Community Safety and Licensing The Executive Director, Community Services has submitted a report which proposes consultation on a Public Spaces Protection Order for the principle waterways of Oxford Recommendations: That the City Executive Board resolves to: 1. Approve consultation on a Public Spaces Protection Order for the principle waterways of Oxford.	
8	ASSET MANAGEMENT PLAN 2016-2020	89 - 146
	Lead Member: Councillor Turner, Executive Board Member for Finance, Corporate Asset Management and Public Health The Regeneration and Major Projects Service Manager has submitted a report which presents the Asset Management Plan 2016-20 and recommends its adoption by Council thereby providing the basis for the management of the Council's property assets going forward. Recommendations: That the City Executive Board resolves to: 1. Approve the Asset Management Plan 2016-2020 attached at Appendix 1 for adoption by the Council.	
9	INTEGRATED PERFORMANCE REPORT Q3 2015/16	147 - 188
	Lead Member: Councillor Turner, Executive Board Member for Finance, Corporate Asset Management and Public Health The Head of Financial Services and Head of Business Improvement have submitted a report which updates Members on Finance, Risk and Performance as at the end of Quarter 3, 31 December 2015 and seeks approval for an additional capital budget of £0.150 million for electrical works at Cowley Marsh Depot. Recommendations: That the City Executive Board resolves to: 1. Note the projected outturn position and the performance and associated risk information contained in the report; and 2. Recommend Council to approve an additional capital budget of £0.150 million for electrical works at Cowley Marsh Depot to be funded from the service's projected underspend.	

10	UNIVERSAL CREDIT DELIVERY PARTNERSHIP AGREEMENT Lead Member: Councillor Brown, Executive Board Member for Customer Services and Corporate Services The Executive Director of Organisational Development & Corporate Services has submitted a report detailing the proposed Delivery Partnership Agreement with the Department of Work and Pensions for the provision of services required for 2016 and in subsequent years as a consequence of the roll out of Universal Credit. Recommendations: That the City Executive Board resolves to: 1. Authorise the Executive Director for Organisational Development and Corporate Services to enter into arrangements with the Department of Work and Pensions for the provision of services for the delivery of Universal Credit in 2016 and in subsequent years, provided that (s)he is satisfied that the full terms of the agreement are acceptable and properly reflect the principles set out in the report.	189 - 194
11	WORKING WITH THOSE ALREADY NEET (NOT IN EMPLOYMENT, EDUCATION OR TRAINING) - APPLICATION TO EUROPEAN STRUCTURAL & INVESTMENT FUND Lead Member: Councillor Brown, Executive Board Member for Customer Services and Corporate Services The Executive Director Organisational Development & Corporate Services has submitted a report which requests approval to deliver a project supporting young people into employment, education or training subject to securing funding from the European Structural & Investment Fund. Recommendations: That the City Executive Board resolves to: 1. Grant project approval to allow the Oxford City Council to deliver support for young people into employment, education or training, subject to securing the necessary funding from the European Structural and Investment Fund, as outlined in the report.	195 - 242
12	AWARD OF THE LIFT MAINTENANCE AND WATER MONITORING CONTRACTS Lead Member: Councillor Rowley, Executive Board Member for Housing The Head of Property & Housing has submitted a report which seeks delegation to award two contracts to deliver: Water Monitoring Services and Lift Service and Maintenance Services to the Council. Recommendations: That the City Executive Board resolves to: 1. Delegate authority to the Executive Director Regeneration & Housing, after consultation with the Monitoring Officer and s151 Officer, following completion of the EU-compliant tender process described in this report, to award: a) Water Monitoring Services Contract b) Lift Service and Maintenance Contract	243 - 248
13	ALLOCATION OF HOMELESSNESS PREVENTION FUNDS Lead Member: Councillor Rowley, Executive Board Member for Housing	249 - 260

The Head of Housing and Property has submitted a report which seeks approval of the allocation of the homelessness prevention funds, with the purpose of meeting the objectives of the Homelessness Strategy.

Recommendations: That the City Executive Board resolves to:

1. Approve the allocation of the Preventing Homelessness funds to commission homelessness services as outlined in paragraph 14 below;
2. Delegate to the Head of Housing and Property Services, in consultation with the Portfolio Holder for Housing, the discretion to administer any necessary changes to these allocations and allocate the balance of the Preventing Homelessness funds.

14 REVIEW OF OLDER PERSONS ACCOMMODATION /REVIEW OF SHELTERED HOUSING

261 - 392

Lead Member: Councillor Rowley, Executive Board Member for Housing

The Head of Housing and Property has submitted a report which presents the Review of Older Persons Accommodation in Oxford (Appendix 1) and requests that the City Executive Board note the contents of the review and approve the recommendations within it.

Recommendations: That the City Executive Board resolves to:

1. Note the contents of the Review of Older Persons Accommodation in Oxford, attached as Appendix 1 to this report; and
2. Approve the recommendations as set out in section 13 of the review document (Appendix 1).

15 A HOUSING COMPANY FOR OXFORD

393 - 410

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

The Head of Housing and Property has submitted a report which presents the business case and seeks approval for the establishment of a Council owned housing company, and seeks approval for the Council to enter into such agreements as are necessary to enable the company to acquire the affordable housing at Barton Park in place of the Council

Recommendations: That the City Executive Board resolves to:

1. **Agree** the principle of setting up a Local Authority wholly owned housing company structure ('the company') with the overarching aim of increasing housing supply, noting that there are a range of work-streams which the company structure can pursue, including:-
 - The purchase and management and management of the affordable rented homes at Barton Park;
 - The development of new affordable housing with a range of tenures;
 - The purchase and management and management of high value void properties from the Council to re-provide affordable housing; and
 - The undertaking of Estate regeneration schemes
2. **Delegate authority** to the Executive Director, Housing and Regeneration in consultation with the Council's statutory officers, Deputy Leader and

portfolio holder for Housing, to do anything necessary to set up an appropriate company structure, including:

- a. Selection of the name of the company
- b. Approval of the type of company, the articles of the company and the size and composition of its board
- c. Appointment of Directors and Company Secretary of the company
- d. Approval of a shareholders agreement to be entered into between the company and the Council
- e. Ensuring that the company will hold appropriate insurances and/or benefit from insurances that the Council holds

3. **Authorise** the entry into discussions with Barton Oxford LLP and Hill Residential Ltd to enable the novation/assignment (and variation to the extent necessary) of the Overarching Agreement and the Conditional Development Agreement and all or any associated agreement warranties etc so that the company may acquire the affordable housing at Barton Park in place of the Council and the delegation to the Executive Director, Housing and Regeneration in consultation with the Council's statutory officers of all necessary steps to achieve this, including:
 - a. approval of the final terms of any proposed agreements with Barton Oxford LLP and Hill Residential Ltd to give effect to the above
 - b. the decision whether or not to offer a Council guarantee to Barton Oxford LLP and/or Hill Residential Limited in order to enable the company to acquire the housing at Barton Park and approval of the terms of any such guarantee
 - c. approval of the terms of any contracts to be entered into between the company and the Council in relation to the management and maintenance of the Barton Park affordable homes
 - d. approval of the terms of any nomination/allocation agreement to be entered into between the Council and the company
 - e. approval (in exercise of the housing and regeneration function but not so as to affect the planning function of the Council) of any proposed variation to the Barton Park s.106 agreement.
4. **Recommend Council** to amend the Treasury Management Strategy to enable the making of loans to the wholly owned Housing Company on State Aid compliant terms of up to £12,250,000 to fund its purchase of the Phase 1 affordable housing at Barton Park and to delegate to the Chief Finance Officer approval of the terms of the loan and the terms of the facility agreement(s) and any associated documentation.
5. **Recommend Council** to agree the inclusion of an amount of £12,250,000 in its General Fund Capital Programme in 2017/18 funded by Prudential Borrowing.
6. **Recommend Council** to agree the provision of a loan facility to the Company of up to £250,000 to fund the set up costs and provide initial working capital and delegate to the Chief Finance Officer approval of terms of the loan and the terms of the facility agreement.
7. **Recommend Council** to agree the adoption of the Local Authorities (Indemnities for Members and Officers) Order 2004 in respect of officers of the Council appointed to the Housing Board in accordance with paragraph 40.
8. **Recommend Council** to agree a General Fund revenue budget of

£40,000 in 2016/17 for the setting up of the Company funded from reserves.

16 ITEMS RAISED BY BOARD MEMBERS

No items were raised by Board Members.

17 MINUTES

Minutes of the meeting held on 11 February 2015

Recommendation: The City Executive Board NOTES the minutes of the meeting held on 11 February 2015 as a true and accurate record.

411 - 422

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.

This page is intentionally left blank

Public Questions for the City Executive Board meeting on 17 March 2016

Please note that the City Executive Board response to these public questions is at the end of this document

1. Cassi Perry (Lt.Col. Retired)

I would like to ask how the council intend to protect boaters from malicious complaints? Under this current proposal it would seem that a single complaint from a wealthy homeowner, who backs onto the canal or river, could result in a boater(s) being required to extinguish their only source of heat or electricity.

2. Jane Charlesworth

I have a question regarding for the Executive Board meeting on Thursday regarding the evidence presented in the submissions from the public document regarding the proposed Oxford Waterways PSPO.

The statement from Lynn Shepherd of Aristotle lane uses emotive language in regard to "toxic fumes" from boats and Ms Shepherd includes several photos of boats, stating that the PSPO is the "only way to deal with this". Ms Shepherd attributes fog on the St Edwards' playing fields to the boats and links to an article on the dangers of pollution.

As someone who uses the same area of towpath for running and dog-walking, I can't say that I have noticed huge amounts of pollution compared to, for example, Oxford town centre, which often suffers from stationary traffic. Is the validity of complaints such as Ms Shepherd's going to be taken at face value? The idea that a single homeowner's complaint could prevent someone from being able to heat their home or generate electricity is concerning.

3. Nick Brown (Secretary NBTA)

The National Barge Travellers Association ("NBTA") wishes to address the following questions to the Executive Board of Oxford City Council in relation to the Draft Waterways Public Space Protection Order being considered in the meeting of 17-3-2016.

- 1 Given that the legal competence of the draft PSPO is now in question will the Executive Board please clarify what further advice Council will seek to investigate these defects and whether it will amend the draft in the light of advice
- 2 If the Executive Board approves the procession of the draft PSPO to consultation, will it please:
 - (a) clarify the mechanisms by which the consultation documents will be delivered to

- (i) boaters within the area over which the PSPO (if promulgated) would apply; and
 - (ii) boaters not physically within this area but may reasonably be expected to navigate into this area and thus fall under the scope of the PSPO
 - (b) clarify the period of time that will be set aside to assimilate and evaluate the consultation responses and how these will be used to amend the draft PSPO
 - (c) clarify the relative weight that will be given to responses from boaters noting that it is this demographic that will be the worst affected by the PSPO; and
 - (d) clarify the budget available to defend a judicial review, in the High Court, of the draft PSPO should it be promulgated by Counsel.
- 3 If the Executive Board does not approve proceeding to consultation, will it please clarify the brief that it will give to the sponsoring team of the draft PSPO relating to engagement with the NBTA, other representative groups and boaters themselves to
- (a) negotiate adjustments to the draft PSPO or, in the alternative;
 - (b) develop alternative ways of addressing antisocial behaviour outside of the jurisdictions of EA or CRT including the establishment of a steering group (the "Mooring Policy Steering Group: Oxford") to act as a forum to develop such a policy.

4. Dr. Stephen Preston

As someone who boats on the River Thames and the Oxford Canal, and often passes through Oxford, I would like to seek clarification as to the likely impact and intended effect of provision (a) of the proposed Waterways PSPO:

“a. No person shall moor any boat or amphibious craft to any land without the consent of the land owner, or managing authority, or breach any conditions imposed by the land owner or managing authority;”

Current custom and practise amongst responsible boaters on the Thames (as opposed to on the Oxford Canal, which is subject to clear and extensive rules under CaRT authority) is to obey signed restrictions on mooring, whether on length of stay; prohibition of mooring; payment of fees; or other stipulations. The wording of the proposed PSPO appears to shift the onus to the boater to seek prior permission to moor, even in the absence of signage forbidding or restricting mooring. This seems likely to have the effect of prohibiting mooring in places where the landowner is content for boats to moor, but would not wish to deal with the bureaucracy involved in dealing with (possibly large numbers) of mooring requests. Is this the intended effect? Similarly, what procedure should be adopted where the identity of the landowner is unclear or unknown?

5. Jon Ody BEng (Hons), Engineer, Green Boat Services

I'm writing to you as an Oxford resident for over 30 years, a member of the waterways community and a marine industry engineer trading on the Oxford waterways.

I would appreciate answers from councillors prior to the city council proceeding with the Oxford Waterways PSPO consultation:

I reported the incident of a sinking narrowboat to the environment agency in the summer of 2014, prior to its sinking, and despite operating from a boatyard opposite the sinking narrowboat I was instructed by the environment agency not to attempt to prevent the narrowboat sinking. I did not at any point report the incident to the council, since it was not in their jurisdiction, and no officer of the council has ever contacted me regarding the incident. I note that one of my photographs of the incident has been used as supporting evidence in favour of the PSPO, although it is not clear how the photograph suggests any form of antisocial behaviour. I also note that the same single incident has been identified in repeated complaints within the PSPO supporting evidence, leading to the impression that multiple issues have been caused when in fact it is referencing a single issue. I also note that two further photographs that I have taken have been used in the supporting evidence document, being that of four boats moored together, which happened for a very short time and does not demonstrate antisocial behaviour, and another sunk boat at Jericho, again not demonstrating any antisocial behaviour, being a photograph posted as a 'tweet' from Green Boat Services, containing a link within the supporting evidence document to a reply from the Oxford City Council Twitter account confirming that the Environment Agency and the Canal River Trust were the appropriate authority for the incident rather than the council.

Therefore:

1) Can the councillors voting to proceed with the PSPO consultation please confirm that they are satisfied with the evidence gathering operation prior to the proposal of the PSPO, to the extent that they are satisfied that it will stand up to a judicial review on the grounds indicated by communications between the scrutiny committee and the NBTA?

Also: I have witnessed prejudicial statements against the waterways community by Councillor Suzanna Pressell over several years. In 2010 it is widely understood that she played a key role in the formation of UMBEG, an apparently non-accountable organisation funded by Oxford City Council that attempts to discourage and/or forcibly remove residential boats from Oxford waterways. On 2nd March 2012 Councillor Pressell was quoted in the Oxford Mail claiming "Oxford has been seen as a soft touch by boaters from other parts of the country" and accused boat-owners of "leaving litter, fly tipping and trashing green spaces", comments that were apparently unfounded and caused great animosity towards boat-owners. In the same article she claims that "hundreds of people live on boats in Oxford" however recently I heard the councillor as part of a BBC Radio Oxford interview state that "only a couple of dozen individuals live on boats in Oxford". I am aware of approximately 70 boat moorings in Oxford with residential planning permission and many other individuals without moorings who live on boats legitimately. It appears that the councillor is speaking from a position of ignorance, or that she is misleading the public to support her own ends. I am aware, as a boat-owner, that Oxford City Council does not have any jurisdiction over the waterways of Oxford and that if I have concerns I should raise them with the EA or CRT, however in the same recent BBC radio interview Councillor Pressell claimed that all Oxford boat-owners supported her promotion of

the PSPO, due to the lack of contact she had received. It is hard not to see this as an obvious attempt to mislead the public and generate anti-boater sentiment.

Therefore:

2) Do councillors recognise the prejudice demonstrated by Councillor Pressell in her involvement with the boating community, and can it be clarified as to the extent of involvement of UMBEG in the development of the proposed Waterways PSPO?

6. Dr. Adrian L. Smith

I have just been made aware of the proposed PSPO covering Oxford waterways and having read the document have a number of concerns/questions.

Firstly, is there a clear need for the PSPO, which may restrict the use of the waterways and areas surrounding these waterways by people that would otherwise be acting legally? Is the whole area well justified and documented for each of the problems covered in the PSPO?

Secondly, have all interested parties been canvassed for opinion, including those that live on or use canal boats and similar craft. Also have angling organisations or other recreational users been consulted? Even then, there will be a large number of users that might not belong to a formal organisation e.g. holidaymakers or casual waterways users (how will these be effectively consulted?).

Thirdly, the wording of the proposed "rules" are unclear (or perhaps inappropriate) in terms of what constitutes an offence under some of the circumstances. For example, how do the proposed "rules" affect users such as anglers or anyone simply sitting on the riverbank or canal bank. At what point will they be considered as causing an obstruction or be "tampering with the habitat". Some of the proposals may be interpreted over-zealously, for example whilst there may be some circumstances where alcohol use may be inappropriate, will officers be able to target people enjoying a glass of wine or can of beer and causing no annoyance or public order issues. If not, then exactly how would anyone define the "line"?

There could be similar issues with interpretation of other rules within the proposed PSPO. The issues of wording, clarity and interpretation could cause many problems for both users of the waterways and for anyone attempting to enforce the PSPO.

These are just a few questions that come immediately to mind and I am sure that were the document considered more widely then others will also find good reason to question the proposed rules. Finally, how many of the issues covered in this PSPO are issues that are not already covered by law?

7. Kirstin Bilham

I have been made aware of the recent discussions surrounding the implementation of a waterways PSPO in Oxford.

One of the suggested restrictions is about noise pollution. As an Oxford blues rower, I am aware that our morning trainings might not be particularly popular with some local residents and I was wondering how the PSPO might affect this? Would complainants be able to restrict our early morning sessions in order to protect their peace and quiet? These are often the only times we can train before we have lectures/labs and therefore I am worried about how these would be affected by the PSPO.

I am also wondering about key Oxford cultural events such as Summer Eights. These involve noise and on the Saturday, often include some alcohol. Would special provisions be made for such occasions?

8. Holly Morse

I am writing in response to the attempts by Oxford Council to instate a Waterways PSPO. As a narrowboat resident with a residential mooring with CRT I find many of the proposed regulations to be excessive and the evidence to support establishing them weak.

I have two particular concerns with related questions:

Firstly, there are already laws and regulations in place to deal with a number of matters on the PSPO, policed by either the Thames Valley Police service, CRT or EA. What reason is there to establish the PSPO at additional public cost?

Second, numerous boaters with permanent moorings have contracts with the owner of their moorings that regulate, for example, when boaters may run their engines. CRT Agenda 21 mooring agreements stipulate that on these moorings boat engines or generators may be used between 8am and 8pm. Does the Council intend to override standing legal agreements with, for example, CRT or EA with the proposed PSPO? Do they have the authority to do so?

9. Penny Schenk

Question 1: Has there been any consideration to how the proposed PSPO would interact with the Environment Agency's statutory responsibility for navigation on the Thames, and have there been any discussions with them about this?

Question 2: What powers of enforcement would this PSPO put in place that would affect someone living on a legal residential Thames mooring in Oxford, i.e. would council representatives have any jurisdiction over what happens on that private property under the PSPO.

10. Sam Dent BA ACA, Business Manager, Green Boat Services

The evidence, such as it is, seems to be for the most part extremely localised to a few areas, mostly in or near the centre of the City. There is, for example, nothing regarding the Cherwell, Hinksey or Weirs Mill Streams, and nothing north of Binsey on the River Thames. Given that PSPOs are permitted only for persistent activities having a detrimental effect on quality of life and need to be justified, I would like to ask on what basis the extended area of the PSPO is proposed?

There are a significant number of waterside businesses operating in this proposed PSPO area, including but not limited to

- pubs and restaurants whose properties are on the waterfront,
- numerous companies which hire out narrowboats, rowing boats, punts, canoes etc,
- considerable number of roving traders who have trading licenses from CRT enabling them to operate from their boats across the Waterways network,
- marinas, marine engineers and similar trades.

Given the ongoing lack of facilities for boat repair in Oxford, my marine engineering business is one of several who offer mobile boat repair in the area. It appears on a lay reading that we would no longer, for example, be able to bring a generator to the towpath alongside a boat, and run it in situ to enable repair of vital services.

I would therefore also like to ask what consideration has been given to the impact the PSPO will have on waterways businesses and what, if any, discussions have been had with them?

On a related note of vital services, the nature of navigation is that ancillary to navigation, boats must take on water and dispose of various waste. Again, on a lay reading, it strongly appears that a boat owner would be unable to run a hose across the towpath from their boat to a tap or pump-out machine. This would seem to be a serious overreach by the Council.

11. Sean O'Reilly

I am writing as concerned boat resident in Wolvercote regarding the proposed draft of the Waterways PSPO put forward from Scrutiny Committee. Although reduction of anti-social behaviour is a desirable outcome, why is it that such a specific and in some cases incredibly restrictive tool must be put in place on top of current methods of law enforcement? Regulations by CRT cover aspects such as times when engines may be run and smoke production, as does governmental regulation over smoke-free zones - why does the council feel the need to override these and increase the scope for prosecution of individuals for offences, for which they have never presented a nuisance.

Similarly, I note the vagaries of the proposed restrictions on alcohol - they do not talk specifically about the consumption of alcohol on public byways, nor with links to anti-social behaviour. Need I be concerned that some overenthusiastic enforcement officer may try to fine me for drinking on my front deck - on private property - but in full view of the towpath?

Though making the waterways safer is an aim we as a community of residents all support, I would note that although we are often the primary targets of such

behaviour, we still hold perfectly valid concerns that this proposed PSPO would target aspects of our lives in a way that is placing the rights of those residents in houses near waterway above those of ourselves. I also note the legal challenge the council received when attempting similar well-meaning controls on vagrancy and begging, wherein the PSPO inadvertently attacked the rights of specific groups perhaps not well represented in the democratic process. I would encourage you to take on board the concerns we have as active residents of a proud community, and please address the excessive powers laid out in the draft PSPO.

12. Joe Jennings - I have been nominated as a representative for the Wolvercote boaters for matters such as these.

On behalf of:

- Beth – Mind employee
- Jon – Engineer for green boat services
- Sophie – Nurse for children and young adults with learning disabilities and manager of a respite centre
- Becky – Council employee
- Holly – Phd academic researcher at Oxford University
- Sean – PR and manager and journalist in training
- Dave – Maintenance for a business estate
- Becky – Technical operations analyst for Vodafone
- Ruth – Senior engineer for the county council
- Julia – Manager of a research group connected with Oxford University
- Simon – Community Action Group co-ordinator
- Phil – Tree House builder and Tai Chi teacher

My partner and I bought a boat last year and have loved being a part of the community in Wolvercote. She works for Mind and I work for TurningPoint. We both spend a lot of our free time engaging in community work, including the food surplus cafe. We would not be able to do this and live in a house, given the housing crisis in Oxford.

When we moved into our boat, within two months we had large rocks thrown through two of our windows over an interval of a month. The first incident happened in the early hours whilst I was away for the weekend. My partner was alone and vulnerable and the rock came through the window she was sleeping under. The police response was atrocious. It took them 11 hours to arrive on the scene. The boaters, however, rallied around and looked after her. Since then we have come together more strongly as a community. We have liaised with the police and other services, who now have a better understanding of boaters needs and a map of which boats are where. We have also asked our CRT representative to deliver a skip in order to clean up our area, the majority of which is left from previous residents or fly tipped into our area. The point I am making is that we are proactive and engaged in our community, but are not being supported in this endeavour. Therefore, my first question is why have the council taken it upon themselves to create this draconian policy without first trying to consult or engage with many of the relevant stakeholders in an inclusive manner?

It seems clear to us that there is some anti-boater sentiment from certain factions of the council and so this over reaching policy has been put forward. Yet all that will do is fracture community relations. Why can't we work together on this?

What makes this policy even more absurd is the so called evidence that supports it. The majority of the evidence pertains to certain areas or individuals yet is being used as a reason to create legislation that covers the whole of the river and canal network. Why are all boaters being penalised for the actions of a few? It is like saying that all home owners are responsible for the antics that happen in the town centre over the weekend.

There is no evidence for a lot of the river and canal. A lot of the evidence that is there is historical and what isn't is often people suffering with homelessness and drug or alcohol issues who use the toe-path after being kicked out of the town centre. You can't keep pushing these people to the edges or punishing them for their problems. They need to be helped and there are services for this. Why is this policy focused on punitive rather than preventative actions? Especially as it is known that that does not work for these issues.

The issues we had in Wolvercote were a result of an individual with drug, alcohol, homelessness and mental health issues. There is still a camp of such individuals in a wooded area just off the bridal path North of Wolvercote village hall. They have been there for years and not received any help and have caused a number of issues for boaters. Why is nothing being done to help these people?

We would much rather see associations of boaters and other stakeholders brought together to talk through the problems this policy is meant to address. We believe with a bit of communication and cooperation most of these issues could be dealt with in a relatively swift manner without the need for punitive action. How about we focus on positive changes like this instead?

13. Max Mason - Now resident of Adelaide, South Australia through winter months, and resident of Nina the Narrowboat through Summer Months

I hope I write not as what people may perceive to be the 'standard boat dweller' but as a professional who didn't want to live in a square confines of an overpriced box, immediately adjacent to another few boxes around the city of Oxford. The easiest way for me to afford a residence in Oxford was to live on a boat on the Thames and accept the countless complications which accompany that decision.

I was questioned 'Diesel, Dogs, Divorce, Drugs or Desperation?' when I first turned up alongside the towpath and was met with surprise when I declared myself none of the above, just someone who appreciated that the waterborne views of Oxford are unparalleled in beauty and sadly under-represented in political voice. I subsequently discovered the majority of boat dwellers to be superb people, often a little different, but as proud of Oxford as anyone, with a perspective that should often be carefully listened to. I have my concerns that this paperwork sadly seems to want to curb both their voice and their presence along the waterway, but I may well be getting the wrong end of the stick. As a young professional who has enjoyed an aspect of Oxford which I think should be wholly encouraged and developed, for both tourists

and residents alike, I feel I should submit my comments to this discussion and subsequent question.

Those who complain that boats are a nuisance, as 'fumes belch from moored boats' should attempt a few nights staying onboard through winter, in order to realise that when you are unable to simply plug into the mains to get your 230 volt supply, you have to create every fraction of power that you want to use. Use of engines and generators is essential to survival through winter, and no boater wants to run any machinery for longer than they have to. Sensible provision of electric supplies along the towpaths, with fee paying moorings occupied by boat-proud boaters would be a splendid sight, encouraging another strong arm of Oxford tourism to leap into action. Whilst evocative pictures of river stretches with smoke hanging are very good at swinging the argument that boaters are a nuisance, they actually have more to do with meteorological conditions than actual volume of smoke. Most boat engines are no more harmful than car engines, are run for a fraction of the time, and are only a fraction of the number of cars contributing to local pollution.

So, to my question - Oxford has the enviable position of situation across the most stunning section of the River Thames and it is all too underused, neglected even ignored for all but the periods of activity surrounding Summer 8s and, for those more hardy to the winter conditions, Torpids. The towpaths are a site for poor behaviour (I speak as one who may well have had his boat damaged this week, causing in excess of £50,000 of damage) and the lack of facilities, information and preparation for visiting boaters is often embarrassing. I request that the intended legislation be intelligently sculpted, to fully recognise the need for both tourists and 'presentable' boat dwellers to live alongside one another, showcasing this most attractive attribute. Nobody minds paying for a mooring, but the fees, along with elevated tourist fees should assist to pay for suitable development of our most hidden feature.

I have chosen to live aboard a boat on both Christ Church Meadows and as a Constant Cruiser for the past two years and have been constantly delighted by the benefits that river dwelling brings. It's the most attractive part of Oxford and I personally would love to see the moorings along the River Thames be made full use of, with electricity supplied, with water and pumpout amenities, with clear signage and with sufficient dredging to allow boats to moor along either side of the bank without running the regular risk of running aground.

14. Sharyn Hyde

I am contacting you to express my concern about the proposed PSPO for Oxford Waterways and to ask some questions for consideration at the Executive Board Meeting on Thursday 17th March. I am writing in my capacity as a member of the boating community. I have continuously cruised on my narrow boat for the last 5 years. I work full time for the NHS and need to be based around Oxford to be able to continue to do my work.

Firstly, I am concerned about the proposal to make it necessary to obtain the permission of the relevant landowner to moor within the restricted area.

1. As a boater who continuously cruises, it is not always possible to know who owns the land and therefore not practical to obtain permission.

2. On the river it is normal practice to be able to moor for 24 hours unless expressly asked to move by the landowner:

<https://www.whatdotheyknow.com/request/100220/response/252394/attach/6/Moorin%20factsheet%20v7%20June%202011.pdf>

3. On the canal it is normal practice to moor alongside the towpath, and mooring is already covered by the British Waterways Act 1995 and enforced by Canal and River Trust.

4. The Antisocial Behaviour, Crime and Policing Act 2014 states that activities must have a detrimental effect on the quality of life of those in a locality. Normal use of moorings as detailed above would not have a detrimental effect on the quality of life of those in a locality, yet the proposed restriction would have a detrimental impact on the lives of many boaters, both liveaboard and pleasure boaters in terms of their use of the waterways.

5. There is anti-boater sentiment in Oxford, both from UMBEG which is heavily biased against boats in an area where there are too many boats for the available moorings and also from residents who have bought properties near to a working waterway without understanding the boating community and normal use and have filed repeated complaints. The "evidence" submitted to the committee appears to be from these residents with a grudge to bear rather than from any officially sanctioned and objective source such as Environmental Health.

Secondly, I am concerned that the alcohol restrictions proposed in the PSPO conflate several groups of waterway users and again are too broad as the blanket restriction would be inappropriate in many cases for different reasons.

1. As a one-time regular user of Oxford's waterways the main problem alcohol use was from people using the waterways as a throughfare on the way home from a night out, and underage drinking. The PSPO wording implies that there is an alcohol problem with boaters, but mentions nothing about the main cause of problem drinking around Oxford's waterways.

2. The waterways have long been a place where many homeless people sleep or spend time. The amount of people who are sleeping rough has visibly increased in the last 2 years. In addition to this, there has been an increase in people who would otherwise be homeless living on boats (which are often not particularly fit for habitation but are better than a park bench). All of these people are vulnerable and frequently have substance misuse problems including alcohol dependency. It is common for people to have had traumatic experiences and alcohol dependency is often bound up in this. The complexity of the difficulties experienced and faced by this vulnerable sector of the population means that a PSPO is not the most appropriate or effective way to deal with the problem.

3. People visiting Oxford on boats often drink alcohol responsibly and it's normal to sit on the other side of the towpath on a sunny day and enjoy a beer or glass of wine. This does not have a detrimental impact on anyone and is part of normal boating culture. The PSPO as it stands would criminalise this, which I'm sure isn't the welcome that Oxford City Council would wish to extend to visitors to the city.

4. There is a large residential community in Jericho on boats whose only garden is the other side of the towpath. This proposal in the PSPO means that they would be criminalised for having any kind of outdoor social event involving any quantity of alcohol. This is an effect certainly not justified by the restriction proposed in the PSPO, and would interfere with their right to live without arbitrary interference with privacy and home.

My questions to the Executive Board are as follows in relation to the PSPO restrictions regarding both obtaining landowners permission and drinking alcohol near the waterways:

QUESTION 1:

How do these two proposals fit with the requirements of the PSPO, particularly the requirements that the behaviour must have a detrimental impact on quality of life (this has not been adequately demonstrated) and that the effect justifies the restrictions imposed, when in this case the restriction is too broad and covers normal boating activity?

QUESTION 2:

Taking into account the above points, how do you propose to protect boat owners going about their normal and peaceful business from a potential criminal conviction both with mooring and drinking alcohol, as the PSPO falls under criminal law?

QUESTION 3:

How do you propose to protect boaters from being discriminated against by a prejudiced, vocal and powerful minority, as appears to be happening with this PSPO proposal?

QUESTION 4:

How do you propose to protect vulnerable homeless people with alcohol dependency problems from being criminalised by an order that is not within their capacity to comply with?

15. Fiona Bradshaw

Are the City Executive Board going to accept page 10, Appendix 1 as suitable evidence to substantiate the pollution (noise and smoke) issued raised in the PSPO? There is no evidence to endorse that this one photograph constitutes a detrimental effect on the quality of life of those in the locality.

I am writing to the City Executive Board as there is a picture of our home (the narrow boat that has been photographed) at page 10 of Appendix 1. I consider that the photographs at Page 10 misrepresents not only our home, but our immediate boating community and the way that we live on Oxford Canal. I have to say I was very shocked and upset when I saw the photograph in the supporting evidence appendix of the report.

When our wood burning stove has been on low – such as overnight or during the day (whilst we are working) the wood burner will omit a small amount of smoke. When we need to pick the fire up (by the opening up of the vents for a short period) visible smoke from the chimney will occur. Smoke coming from the chimney will also occur when we have to start a new fire. Looking at the photographs at page 10, Appendix 1, given the knowledge of my wood burning stove, I am of the opinion that the photograph of our boat has been taken during one of these periods.

The photographs that are attached to this correspondence illustrates our boat at approximately 4pm on Monday 14th March 2016. Please note that there is a fire present and there are no obvious signs of any smoke coming from the chimney.

This, I believe is a more appropriate and realistic representation of our wood burning stove working during the winter period.

I would like to bring to the attention of the City Executive Board that we only burn seasoned wood from sustainable locations within Oxfordshire and have not burnt coal for a number of years. The wood burner we have was purchased 12 months ago and is fully compliant with EU legislation and is 94% efficient. As such we consider that the context that the photograph has been taken misrepresents the pollution concern and as such I respectfully request that the photograph is removed from the report and other supporting evidence submitted in order to substantiate the pollution issue.

We have been moored adjacent to St Edwards School for a number of sporting seasons – (we are adjacent to the all-weather pitches) and to date we have not received a direct complaint from the School. Communication from the School has been received in the past when they have wished to inform the boating community of, for example an event which may have an impact on their neighbours. I would have hoped that if our wood burner was a cause of concern they would have contacted us direct to discuss.

Response to Public Questions for the City Executive Board meeting on 17 March 2016

The Executive Board has received a large number of questions regarding the proposal to consult on a Public Spaces Protection Order for the waterways of Oxford. Many of the questions are similar in nature, therefore a single response to the questions has been provided.

Oxford City Council has been working with interested parties, including riparian landowners, the Environment Agency, Canals and Rivers Trust and police, about the problems on the waterways and areas adjacent.

The purpose of the 17 March CEB report is to request permission to consult on a draft order; it is not seeking permission to implement an order.

If an order is made at some point in the future its purpose will be to make the waterways and towpaths safer and more pleasant environment for everyone. PSPOs are designed to be a preventative tool, similar to a bye-law.

A PSPO is designed to address activities that are, or are likely to be, detrimental and persistent in nature. They are applicable to areas where the public have implied or express right of access, whether payment is made or not.

The consultation process will be used to understand the views of respondents, and it is envisaged that further evidence will come forward during this period. Depending upon the outcome of the consultation a future report may be presented to CEB seeking permission for an order. The terms of any proposed order will take account of the consultation responses.

The methods of consultation have been set out in the report. The Council's Public Involvement Board will review these approaches to ensure that all reasonable steps are taken to engage in those affected by a potential order. All responses will be carefully considered and given appropriate weight.

The consultation process itself will provide opportunities for interested parties to work together to seek solutions to the problem identified in the order.

If an order is made at some point in the future, the process of enforcement is clearly set out in the council's Corporate Enforcement Policy. The policy states that officers apply the lowest form of intervention available; this is most commonly words of advice. The city centre PSPO has been in place since 1 February 2016 and to date 91 advice leaflets have been issued, and no enforcement actions.

Incorporated in the legislation is the term "reasonable excuse". This states that a person is not in breach of the PSPO if they have a reasonable excuse, such as pumping out waste water, or drinking alcohol not associated with incidents of anti-social behaviour. The PSPO also allows for provisions within it to be targeted in particular areas and at specified times. Suggested prohibitions within the draft order

include “with owners consent”, thereby allowing landowners to determine activities on their land where there is implied right of access by the public.

The waterways of Oxford are a very special environment enjoyed by many, for many different purposes. Members of the public have raised concerns that this environment, in a small number of cases, is being damaged in a way that is having an impact on them. The council is exploring ways in which this special environment can be better protected for the benefit of everyone and is not focused on targeting any particular group.

Individual responses to the public questions submitted to the City Executive Board meeting on 17 March 2016

1. Cassi Perry (Lt.Col. Retired)

I would like to ask how the council intend to protect boaters from malicious complaints? Under this current proposal it would seem that a single complaint from a wealthy homeowner, who backs onto the canal or river, could result in a boater(s) being required to extinguish their only source of heat or electricity.

Response: All complaints will be investigated as set out in the Council's Enforcement Policy.

2. Jane Charlesworth

I have a question regarding for the Executive Board meeting on Thursday regarding the evidence presented in the submissions from the public document regarding the proposed Oxford Waterways PSPO.

The statement from Lynn Shepherd of Aristotle lane uses emotive language in regard to "toxic fumes" from boats and Ms Shepherd includes several photos of boats, stating that the PSPO is the "only way to deal with this". Ms Shepherd attributes fog on the St Edwards' playing fields to the boats and links to an article on the dangers of pollution.

As someone who uses the same area of towpath for running and dog-walking, I can't say that I have noticed huge amounts of pollution compared to, for example, Oxford town centre, which often suffers from stationary traffic. Is the validity of complaints such as Ms Shepherd's going to be taken at face value? The idea that a single homeowner's complaint could prevent someone from being able to heat their home or generate electricity is concerning.

Response: The consultation process is designed to gather views from the public on the issues set out in the draft Order. The photographs in the evidence pack were not of fog but smoke emitted from boats nearby. All consultation responses will be assessed at the end of the consultation period and if unfounded will be given no weight.

3. Nick Brown (Secretary NBTA)

The National Bargee Travellers Association ("NBTA") wishes to address the following questions to the Executive Board of Oxford City Council in relation to the Draft Waterways Public Space Protection Order being considered in the meeting of 17-3-2016.

- 1 Given that the legal competence of the draft PSPO is now in question will the Executive Board please clarify what further advice Council will seek to

investigate these defects and whether it will amend the draft in the light of advice

Response: All consultation responses will be assessed at the end of the consultation period. If an order is proposed for consideration by the City Executive Board later in the year, the legal considerations of such an order will be reviewed by the council's legal service.

- 2 If the Executive Board approves the procession of the draft PSPO to consultation, will it please:
 - (a) clarify the mechanisms by which the consultation documents will be delivered to
 - (i) boaters within the area over which the PSPO (if promulgated) would apply; and
 - (ii) boaters not physically within this area but may reasonably be expected to navigate into this area and thus fall under the scope of the PSPO
 - (b) clarify the period of time that will be set aside to assimilate and evaluate the consultation responses and how these will be used to amend the draft PSPO
 - (c) clarify the relative weight that will be given to responses from boaters noting that it is this demographic that will be the worst affected by the PSPO; and
 - (d) clarify the budget available to defend a judicial review, in the High Court, of the draft PSPO should it be promulgated by Counsel.

Response: a) Consultation mechanisms have been described in the report. In addition key stakeholders will be included, for example, river user groups. Reasonable efforts will be made to consult with boaters who are not currently moored in the city area, or move through.

b) The time taken to assimilate and evaluate the consultation cannot be predicted as it is dependent upon the quantity of responses. The City Executive Board, if it wishes to proceed with a PSPO, will consider the responses and add, amend or delete aspects of the order accordingly.

c) Equal weight will be applied to all responses. Due to the nature of on-line questionnaire's it is not possible to validate who is responding. Specific consultation activity will take place with boat owners and land owners affected.

d) No budget has been allocated for this purpose.

- 3 If the Executive Board does not approve proceeding to consultation, will it please clarify the brief that it will give to the sponsoring team of the draft PSPO relating to engagement with the NBTA, other representative groups and boaters themselves to
 - (a) negotiate adjustments to the draft PSPO or, in the alternative;
 - (b) develop alternative ways of addressing antisocial behaviour outside of the jurisdictions of EA or CRT including the establishment of a steering group (the "Mooring Policy Steering Group: Oxford") to act as a forum to develop such a policy.

Response: a) The Executive Board has decided to consult on the order, which includes engagement with key stakeholder groups, including river user groups.

b) The council welcome all views and ideas to address the issues in the draft order.

4. Dr. Stephen Preston

As someone who boats on the River Thames and the Oxford Canal, and often passes through Oxford, I would like to seek clarification as to the likely impact and intended effect of provision (a) of the proposed Waterways PSPO:

“a. No person shall moor any boat or amphibious craft to any land without the consent of the land owner, or managing authority, or breach any conditions imposed by the land owner or managing authority;”

Current custom and practise amongst responsible boaters on the Thames (as opposed to on the Oxford Canal, which is subject to clear and extensive rules under CaRT authority) is to obey signed restrictions on mooring, whether on length of stay; prohibition of mooring; payment of fees; or other stipulations. The wording of the proposed PSPO appears to shift the onus to the boater to seek prior permission to moor, even in the absence of signage forbidding or restricting mooring. This seems likely to have the effect of prohibiting mooring in places where the landowner is content for boats to moor, but would not wish to deal with the bureaucracy involved in dealing with (possibly large numbers) of mooring requests. Is this the intended effect? Similarly, what procedure should be adopted where the identity of the landowner is unclear or unknown?

Response: Consent can be explicitly given or denied through appropriate signage; that is at the discretion of the land owner. The application of this prohibition will be in response to the withdrawal of consent by the land owner or managing agent, either through relevant signage or the land owner informing the council. Where land ownership cannot be determined, but there is a public footpath, it is proposed that the managing authority can provide consent.

5. Jon Ody BEng (Hons), Engineer, Green Boat Services

I'm writing to you as an Oxford resident for over 30 years, a member of the waterways community and a marine industry engineer trading on the Oxford waterways.

I would appreciate answers from councillors prior to the city council proceeding with the Oxford Waterways PSPO consultation:

I reported the incident of a sinking narrowboat to the environment agency in the summer of 2014, prior to its sinking, and despite operating from a boatyard opposite the sinking narrowboat I was instructed by the environment agency not to attempt to prevent the narrowboat sinking. I did not at any point report the incident to the council, since it was not in their jurisdiction, and no officer of the council has ever contacted me regarding the incident. I note that one of my photographs of the incident has been used as supporting evidence in favour of the PSPO, although it is not clear how the photograph suggests any form of antisocial behaviour. I also note that the same single incident has been identified in repeated complaints within the PSPO supporting evidence, leading to the impression that multiple issues have been caused when in fact it is referencing a single issue. I also note that two further photographs that I have taken have been used in the supporting evidence document,

being that of four boats moored together, which happened for a very short time and does not demonstrate antisocial behaviour, and another sunk boat at Jericho, again not demonstrating any antisocial behaviour, being a photograph posted as a 'tweet' from Green Boat Services, containing a link within the supporting evidence document to a reply from the Oxford City Council Twitter account confirming that the Environment Agency and the Canal River Trust were the appropriate authority for the incident rather than the council.

Therefore:

1) Can the councillors voting to proceed with the PSPO consultation please confirm that they are satisfied with the evidence gathering operation prior to the proposal of the PSPO, to the extent that they are satisfied that it will stand up to a judicial review on the grounds indicated by communications between the scrutiny committee and the NBTA?

Response: The report does not seek permission to implement a PSPO. Photographic evidence provided has helped determine the content of a draft PSPO being consulting on. The Executive Board will consider whether the consultation responses and further evidence, if supplied, support the introduction of an order.

Also: I have witnessed prejudicial statements against the waterways community by Councillor Suzanna Pressell over several years. In 2010 it is widely understood that she played a key role in the formation of UMBEG, an apparently non-accountable organisation funded by Oxford City Council that attempts to discourage and/or forcibly remove residential boats from Oxford waterways. On 2nd March 2012 Councillor Pressell was quoted in the Oxford Mail claiming "Oxford has been seen as a soft touch by boaters from other parts of the country" and accused boat-owners of "leaving litter, fly tipping and trashing green spaces", comments that were apparently unfounded and caused great animosity towards boat-owners. In the same article she claims that "hundreds of people live on boats in Oxford" however recently I heard the councillor as part of a BBC Radio Oxford interview state that "only a couple of dozen individuals live on boats in Oxford". I am aware of approximately 70 boat moorings in Oxford with residential planning permission and many other individuals without moorings who live on boats legitimately. It appears that the councillor is speaking from a position of ignorance, or that she is misleading the public to support her own ends. I am aware, as a boat-owner, that Oxford City Council does not have any jurisdiction over the waterways of Oxford and that if I have concerns I should raise them with the EA or CRT, however in the same recent BBC radio interview Councillor Pressell claimed that all Oxford boat-owners supported her promotion of the PSPO, due to the lack of contact she had received. It is hard not to see this as an obvious attempt to mislead the public and generate anti-boater sentiment.

Therefore:

2) Do councillors recognise the prejudice demonstrated by Councillor Pressell in her involvement with the boating community, and can it be clarified as to the extent of involvement of UMBEG in the development of the proposed Waterways PSPO?

Response: The UMBEG group comprised the council, Environment Agency, Canal and Rivers Trust and landowners, brought together to deal with problems on the waterways. Boat dwellers were invited to attend but rarely did. Since the

introduction of the ASB, Crime and Policing Act 2014, the PSPO has been discussed by the group as a potential solution to some of the issues raised by the group.

6. Dr. Adrian L. Smith

I have just been made aware of the proposed PSPO covering Oxford waterways and having read the document have a number of concerns/questions.

Firstly, is there a clear need for the PSPO, which may restrict the use of the waterways and areas surrounding these waterways by people that would otherwise be acting legally? Is the whole area well justified and documented for each of the problems covered in the PSPO?

Response: The consultation process seeks to determine whether the proposed area is correct, and whether the issues in the draft order are detrimental, or likely to be, in the area proposed. Factors such as the likelihood of dispersal from one section of the waterways to another will be considered.

Secondly, have all interested parties been canvassed for opinion, including those that live on or use canal boats and similar craft. Also have angling organisations or other recreational users been consulted? Even then, there will be a large number of users that might not belong to a formal organisation e.g. holidaymakers or casual waterways users (how will these be effectively consulted?).

Response: The consultation process has not yet begun.

Thirdly, the wording of the proposed "rules" are unclear (or perhaps inappropriate) in terms of what constitutes an offence under some of the circumstances. For example, how do the proposed "rules" affect users such as anglers or anyone simply sitting on the riverbank or canal bank. At what point will they be considered as causing an obstruction or be "tampering with the habitat". Some of the proposals may be interpreted over-zealously, for example whilst there may be some circumstances where alcohol use may be inappropriate, will officers be able to target people enjoying a glass of wine or can of beer and causing no annoyance or public order issues. If not, then exactly how would anyone define the "line"?

There could be similar issues with interpretation of other rules within the proposed PSPO. The issues of wording, clarity and interpretation could cause many problems for both users of the waterways and for anyone attempting to enforce the PSPO.

These are just a few questions that come immediately to mind and I am sure that were the document considered more widely then others will also find good reason to question the proposed rules. Finally, how many of the issues covered in this PSPO are issues that are not already covered by law?

Response: Incorporated in the legislation is the term "reasonable excuse". PSPO is not enforceable where a person has reasonable excuse to act in a particular way. In regard to alcohol restrictions, the whole of Oxford is already subject to a Designated Public Places Order that restricts the consumption of alcohol if a police officer believes it may lead to anti-social behaviour. The PSPO replaces this existing legislation.

The enforcement of the PSPO would be governed by the council's Enforcement Policy, available on the Council's website. It sets out the approach council officers must take when dealing with enforcement situations, requiring them to use the lowest level of intervention appropriate to the circumstances. This is most commonly words of advice. A Frequently Asked Questions leaflet was developed for the city centre PSPO. Over 120 leaflets have been issued since February 1st, and no further enforcement action has been necessary.

7. Kirstin Bilham

I have been made aware of the recent discussions surrounding the implementation of a waterways PSPO in Oxford.

One of the suggested restrictions is about noise pollution. As an Oxford blues rower, I am aware that our morning trainings might not be particularly popular with some local residents and I was wondering how the PSPO might affect this? Would complainants be able to restrict our early morning sessions in order to protect their peace and quiet? These are often the only times we can train before we have lectures/labs and therefore I am worried about how these would be affected by the PSPO.

I am also wondering about key Oxford cultural events such as Summer Eights. These involve noise and on the Saturday, often include some alcohol. Would special provisions be made for such occasions?

Response: Incorporated in the legislation is the term “reasonable excuse”. PSPO is not enforceable where a person has reasonable excuse to act in a particular way.

8. Holly Morse

I am writing in response to the attempts by Oxford Council to instate a Waterways PSPO. As a narrowboat resident with a residential mooring with CRT I find many of the proposed regulations to be excessive and the evidence to support establishing them weak.

I have two particular concerns with related questions:

Firstly, there are already laws and regulations in place to deal with a number of matters on the PSPO, policed by either the Thames Valley Police service, CRT or EA. What reason is there to establish the PSPO at additional public cost?

Response: The PSPO describes a clear set of standards for all users of the waterways. It is a preventative tool and allows council officers and other designated bodies to enforce its provisions. In many ways it is a lesser intervention than the Environmental Protection Act 1990, criminal damage offences available to the police, or the removal of a license and ultimately the unlicensed vessel by the Canal and River Trust, or Environment Agency.

Second, numerous boaters with permanent moorings have contracts with the owner of their moorings that regulate, for example, when boaters may run their engines. CRT Agenda 21 mooring agreements stipulate that on these moorings boat engines

or generators may be used between 8am and 8pm. Does the Council intend to override standing legal agreements with, for example, CRT or EA with the proposed PSPO? Do they have the authority to do so?

Response: The PSPO allows for provisions within it to be targeted in particular areas and at specified times. Provisions within the draft order also include “with owners consent” to deal with local arrangements by the land owner. We are working closely with the Canal and Rivers Trust to ensure that the application of the PSPO provisions complements, and is not at odds with, its own policies. However, if a boat were to be causing a nuisance under existing legislation, the council and police will investigate the matter.

9. Sam Dent BA ACA, Business Manager, Green Boat Services

The evidence, such as it is, seems to be for the most part extremely localised to a few areas, mostly in or near the centre of the City. There is, for example, nothing regarding the Cherwell, Hinksey or Weirs Mill Streams, and nothing north of Binsey on the River Thames. Given that PSPOs are permitted only for persistent activities having a detrimental effect on quality of life and need to be justified, I would like to ask on what basis the extended area of the PSPO is proposed?

Response: The nature of the waterways provides an easy means of dispersal both on the riverbank, and on water. A piecemeal approach to the area covered by the order would see boats breaching the order moving to those areas not covered.

There are a significant number of waterside businesses operating in this proposed PSPO area, including but not limited to

- pubs and restaurants whose properties are on the waterfront,
- numerous companies which hire out narrowboats, rowing boats, punts, canoes etc,
- considerable number of roving traders who have trading licenses from CRT enabling them to operate from their boats across the Waterways network,
- marinas, marine engineers and similar trades.

Given the ongoing lack of facilities for boat repair in Oxford, my marine engineering business is one of several who offer mobile boat repair in the area. It appears on a lay reading that we would no longer, for example, be able to bring a generator to the towpath alongside a boat, and run it in situ to enable repair of vital services.

I would therefore also like to ask what consideration has been given to the impact the PSPO will have on waterways businesses and what, if any, discussions have been had with them?

Response: The consultation process has not begun yet. However, the examples you describe appear to be covered by the exemption in the Act that deals with “reasonable excuse”. The PSPO is not enforceable where a person has reasonable excuse to act in a particular way, such as the repair and maintenance of boats on the water.

On a related note of vital services, the nature of navigation is that ancillary to navigation, boats must take on water and dispose of various waste. Again, on a lay reading, it strongly appears that a boat owner would be unable to run a hose across

the towpath from their boat to a tap or pump-out machine. This would seem to be a serious overreach by the Council.

Response: Incorporated in the legislation is the term “reasonable excuse”. PSPO is not enforceable where a person has reasonable excuse to act in a particular way such as taking on water or pumping out. The suggested prohibition that deals with obstruction of the tow path is very unlikely to be used against pipe lying on the ground, but is more concerned with ropes tied across the path that are off the ground, and the serious dangers that presents.

10. Penny Schenk

Question 1: Has there been any consideration to how the proposed PSPO would interact with the Environment Agency's statutory responsibility for navigation on the Thames, and have there been any discussions with them about this?

Response: The Environmental Agency has been involved in discussions about the use of a PSPO. Further discussions may take place as permission to consult has been granted by the Executive Board.

Question 2: What powers of enforcement would this PSPO put in place that would affect someone living on a legal residential Thames mooring in Oxford, i.e. would council representatives have any jurisdiction over what happens on that private property under the PSPO.

Response: The PSPO only affects areas where the public have an express or implied right of access, this includes the water.

11. Sean O'Reilly

I am writing as concerned boat resident in Wolvercote regarding the proposed draft of the Waterways PSPO put forward from Scrutiny Committee. Although reduction of anti-social behaviour is a desirable outcome, why is it that such a specific and in some cases incredibly restrictive tool must be put in place on top of current methods of law enforcement? Regulations by CRT cover aspects such as times when engines may be run and smoke production, as does governmental regulation over smoke-free zones - why does the council feel the need to override these and increase the scope for prosecution of individuals for offences, for which they have never presented a nuisance.

Response: The PSPO legislation is designed to present a clear set of standards for all users of the waterways. It is a preventative tool and allows council officers and other designated bodies to enforce its provisions. In many ways it is a lesser intervention than the Environmental Protection Act 1990, and criminal damage offences available to the police.

The Canal and Rivers Trust do not have powers to deal with smoke and fumes and the regulations under the Clean Air Act that govern emissions do not apply to vessels.

Similarly, I note the vagaries of the proposed restrictions on alcohol - they do not talk specifically about the consumption of alcohol on public byways, nor with links to anti-

social behaviour. Need I be concerned that some overenthusiastic enforcement officer may try to fine me for drinking on my front deck - on private property - but in full view of the towpath?

Response: The whole of Oxford is already subject to a Designated Public Places Order that restricts the consumption of alcohol if a police officer believes it may lead to, or the area is associated with, alcohol-related disorder. The PSPO replaces this existing legislation. The process of enforcement is determined by the council's enforcement policy, thus ensuring that breaches of the order are dealt with at the lowest level. This is usually through giving words of advice. A Frequently Asked Questions leaflet was developed for the city centre PSPO. Over 120 leaflets have been issued since February 1st, and no further enforcement action has been necessary.

Though making the waterways safer is an aim we as a community of residents all support, I would note that although we are often the primary targets of such behaviour, we still hold perfectly valid concerns that this proposed PSPO would target aspects of our lives in a way that is placing the rights of those residents in houses near waterway above those of ourselves. I also note the legal challenge the council received when attempting similar well-meaning controls on vagrancy and begging, wherein the PSPO inadvertently attacked the rights of specific groups perhaps not well represented in the democratic process. I would encourage you to take on board the concerns we have as active residents of a proud community, and please address the excessive powers laid out in the draft PSPO.

12. Joe Jennings - I have been nominated as a representative for the Wolvercote boaters for matters such as these.

On behalf of:

- Beth – Mind employee
- Jon – Engineer for green boat services
- Sophie – Nurse for children and young adults with learning disabilities and manager of a respite centre
- Becky – Council employee
- Holly – Phd academic researcher at Oxford University
- Sean – PR and manager and journalist in training
- Dave – Maintenance for a business estate
- Becky – Technical operations analyst for Vodafone
- Ruth – Senior engineer for the county council
- Julia – Manager of a research group connected with Oxford University
- Simon – Community Action Group co-ordinator
- Phil – Tree House builder and Tai Chi teacher

My partner and I bought a boat last year and have loved being a part of the community in Wolvercote. She works for Mind and I work for TurningPoint. We both spend a lot of our free time engaging in community work, including the food surplus cafe. We would not be able to do this and live in a house, given the housing crisis in Oxford.

When we moved into our boat, within two months we had large rocks thrown through two of our windows over an interval of a month. The first incident happened in the early hours whilst I was away for the weekend. My partner was alone and vulnerable and the rock came through the window she was sleeping under. The police response was atrocious. It took them 11 hours to arrive on the scene. The boaters, however, rallied around and looked after her. Since then we have come together more strongly as a community. We have liaised with the police and other services, who now have a better understanding of boaters needs and a map of which boats are where. We have also asked our CRT representative to deliver a skip in order to clean up our area, the majority of which is left from previous residents or fly tipped into our area. The point I am making is that we are proactive and engaged in our community, but are not being supported in this endeavour. Therefore, my first question is why have the council taken it upon themselves to create this draconian policy without first trying to consult or engage with many of the relevant stakeholders in an inclusive manner?

Response: The report requested permission to consult on a draft PSPO, not to implement a PSPO.

It seems clear to us that there is some anti-boater sentiment from certain factions of the council and so this over reaching policy has been put forward. Yet all that will do is fracture community relations. Why can't we work together on this?

Response: The council welcome all views and ideas to address the issues in the draft order.

What makes this policy even more absurd is the so called evidence that supports it. The majority of the evidence pertains to certain areas or individuals yet is being used as a reason to create legislation that covers the whole of the river and canal network. Why are all boaters being penalised for the actions of a few? It is like saying that all home owners are responsible for the antics that happen in the town centre over the weekend.

Response: The order challenges behaviours, not a group of people. The proposed area is extensive due to the potential ease of dispersal both on the riverbank and on the water.

There is no evidence for a lot of the river and canal. A lot of the evidence that is there is historical and what isn't is often people suffering with homelessness and drug or alcohol issues who use the toe-path after being kicked out of the town centre. You can't keep pushing these people to the edges or punishing them for their problems. They need to be helped and there are services for this. Why is this policy focused on punitive rather than preventative actions? Especially as it is known that that does not work for these issues.

Response: The PSPO is a preventative tool that sets clear standards of behaviour for all persons within the area.

The issues we had in Wolvercote were a result of an individual with drug, alcohol, homelessness and mental health issues. There is still a camp of such individuals in a wooded area just off the bridal path North of Wolvercote village hall. They have been there for years and not received any help and have caused a number of issues for boaters. Why is nothing being done to help these people?

Response: Support agencies do provide assistance to the homeless community when they wish to engage.

We would much rather see associations of boaters and other stakeholders brought together to talk through the problems this policy is meant to address. We believe with a bit of communication and cooperation most of these issues could be dealt with in a relatively swift manner without the need for punitive action. How about we focus on positive changes like this instead?

Response: The council welcome all views and ideas to address the issues in the draft order.

13. Max Mason - Now resident of Adelaide, South Australia through winter months, and resident of Nina the Narrowboat through Summer Months

I hope I write not as what people may perceive to be the 'standard boat dweller' but as a professional who didn't want to live in a square confines of an overpriced box, immediately adjacent to another few boxes around the city of Oxford. The easiest way for me to afford a residence in Oxford was to live on a boat on the Thames and accept the countless complications which accompany that decision.

I was questioned 'Diesel, Dogs, Divorce, Drugs or Desperation?' when I first turned up alongside the towpath and was met with surprise when I declared myself none of the above, just someone who appreciated that the waterborne views of Oxford are unparalleled in beauty and sadly under-represented in political voice. I subsequently discovered the majority of boat dwellers to be superb people, often a little different, but as proud of Oxford as anyone, with a perspective that should often be carefully listened to. I have my concerns that this paperwork sadly seems to want to curb both their voice and their presence along the waterway, but I may well be getting the wrong end of the stick. As a young professional who has enjoyed an aspect of Oxford which I think should be wholly encouraged and developed, for both tourists and residents alike, I feel I should submit my comments to this discussion and subsequent question.

Those who complain that boats are a nuisance, as 'fumes belch from moored boats' should attempt a few nights staying on board through winter, in order to realise that when you are unable to simply plug into the mains to get your 230 volt supply, you have to create every fraction of power that you want to use. Use of engines and generators is essential to survival through winter, and no boater wants to run any machinery for longer than they have to. Sensible provision of electric supplies along the towpaths, with fee paying moorings occupied by boat-proud boaters would be a splendid sight, encouraging another strong arm of Oxford tourism to leap into action. Whilst evocative pictures of river stretches with smoke hanging are very good at swinging the argument that boaters are a nuisance, they actually have more to do with meteorological conditions than actual volume of smoke. Most boat engines are

no more harmful than car engines, are run for a fraction of the time, and are only a fraction of the number of cars contributing to local pollution.

So, to my question - Oxford has the enviable position of situation across the most stunning section of the River Thames and it is all too underused, neglected even ignored for all but the periods of activity surrounding Summer 8s and, for those more hardy to the winter conditions, Torpids. The towpaths are a site for poor behaviour (I speak as one who may well have had his boat damaged this week, causing in excess of £50,000 of damage) and the lack of facilities, information and preparation for visiting boaters is often embarrassing. I request that the intended legislation be intelligently sculpted, to fully recognise the need for both tourists and 'presentable' boat dwellers to live alongside one another, showcasing this most attractive attribute. Nobody minds paying for a mooring, but the fees, along with elevated tourist fees should assist to pay for suitable development of our most hidden feature.

Response: The council welcome all views and ideas to address the issues in the draft order. The purpose of the consultation period is to obtain the views and ideas of a broad range of consultees to ensure any future order is relevant to the issues and contributes to the safety of all who use the waterways of Oxford.

I have chosen to live aboard a boat on both Christ Church Meadows and as a Constant Cruiser for the past two years and have been constantly delighted by the benefits that river dwelling brings. It's the most attractive part of Oxford and I personally would love to see the moorings along the River Thames be made full use of, with electricity supplied, with water and pump-out amenities, with clear signage and with sufficient dredging to allow boats to moor along either side of the bank without running the regular risk of running aground.

14. Sharyn Hyde

I am contacting you to express my concern about the proposed PSPO for Oxford Waterways and to ask some questions for consideration at the Executive Board Meeting on Thursday 17th March. I am writing in my capacity as a member of the boating community. I have continuously cruised on my narrow boat for the last 5 years. I work full time for the NHS and need to be based around Oxford to be able to continue to do my work.

Firstly, I am concerned about the proposal to make it necessary to obtain the permission of the relevant landowner to moor within the restricted area.

1. As a boater who continuously cruises, it is not always possible to know who owns the land and therefore not practical to obtain permission.

2. On the river it is normal practice to be able to moor for 24 hours unless expressly asked to move by the landowner:

<https://www.whatdotheyknow.com/request/100220/response/252394/attach/6/Moorin%20factsheet%20v7%20June%202011.pdf>

3. On the canal it is normal practice to moor alongside the towpath, and mooring is already covered by the British Waterways Act 1995 and enforced by Canal and River Trust.

4. The Antisocial Behaviour, Crime and Policing Act 2014 states that activities must have a detrimental effect on the quality of life of those in a locality. Normal use of

moorings as detailed above would not have a detrimental effect on the quality of life of those in a locality, yet the proposed restriction would have a detrimental impact on the lives of many boaters, both liveaboard and pleasure boaters in terms of their use of the waterways.

5. There is anti-boater sentiment in Oxford, both from UMBEG which is heavily biased against boats in an area where there are too many boats for the available moorings and also from residents who have bought properties near to a working waterway without understanding the boating community and normal use and have filed repeated complaints. The "evidence" submitted to the committee appears to be from these residents with a grudge to bear rather than from any officially sanctioned and objective source such as Environmental Health.

Secondly, I am concerned that the alcohol restrictions proposed in the PSPO conflate several groups of waterway users and again are too broad as the blanket restriction would be inappropriate in many cases for different reasons.

1. As a one-time regular user of Oxford's waterways the main problem alcohol use was from people using the waterways as a throughfare on the way home from a night out, and underage drinking. The PSPO wording implies that there is an alcohol problem with boaters, but mentions nothing about the main cause of problem drinking around Oxford's waterways.

2. The waterways have long been a place where many homeless people sleep or spend time. The amount of people who are sleeping rough has visibly increased in the last 2 years. In addition to this, there has been an increase in people who would otherwise be homeless living on boats (which are often not particularly fit for habitation but are better than a park bench). All of these people are vulnerable and frequently have substance misuse problems including alcohol dependency. It is common for people to have had traumatic experiences and alcohol dependency is often bound up in this. The complexity of the difficulties experienced and faced by this vulnerable sector of the population means that a PSPO is not the most appropriate or effective way to deal with the problem.

3. People visiting Oxford on boats often drink alcohol responsibly and it's normal to sit on the other side of the towpath on a sunny day and enjoy a beer or glass of wine. This does not have a detrimental impact on anyone and is part of normal boating culture. The PSPO as it stands would criminalise this, which I'm sure isn't the welcome that Oxford City Council would wish to extend to visitors to the city.

4. There is a large residential community in Jericho on boats whose only garden is the other side of the towpath. This proposal in the PSPO means that they would be criminalised for having any kind of outdoor social event involving any quantity of alcohol. This is an effect certainly not justified by the restriction proposed in the PSPO, and would interfere with their right to live without arbitrary interference with privacy and home.

My questions to the Executive Board are as follows in relation to the PSPO restrictions regarding both obtaining landowners permission and drinking alcohol near the waterways:

QUESTION 1:

How do these two proposals fit with the requirements of the PSPO, particularly the requirements that the behaviour must have a detrimental impact on quality of life (this has not been adequately demonstrated) and that the effect justifies the

restrictions imposed, when in this case the restriction is too broad and covers normal boating activity?

Response: PSPOs are designed to be a preventative tool, similar to a bye-law. The consultation process will help to inform the content of a potential PSPO, part of which is to describe how a prohibition would meet the tests set out in the Act.

QUESTION 2:

Taking into account the above points, how do you propose to protect boat owners going about their normal and peaceful business from a potential criminal conviction both with mooring and drinking alcohol, as the PSPO falls under criminal law?

Response: The consultation will assist in understanding the extent to which boats currently moor on the River Thames for more than 24 hours who have not obtained the express consent of the land owner. It is envisaged that mooring consent would be explicitly given or denied through appropriate signage; that is at the discretion of the land owner. The application of this prohibition will be in response to the withdrawal of consent by the land owner or managing agent, either through relevant signage or the land owner informing the council. Where land ownership cannot be determined, but there is a public footpath, it is proposed that the managing authority can provide consent.

Incorporated in the legislation is the term “reasonable excuse”. PSPO is not enforceable where a person has reasonable excuse to act in a particular way. In regard to alcohol restrictions, the whole of Oxford is already subject to a Designated Public Places Order that restricts the consumption of alcohol if a police officer believes it may lead to anti-social behaviour. The PSPO replaces this existing legislation.

The enforcement of the PSPO would be governed by the council’s Enforcement Policy, available on the Council’s website. It sets out the approach council officers must take when dealing with enforcement situations, requiring them to use the lowest level of intervention appropriate to the circumstances. This is most commonly words of advice. A Frequently Asked Questions leaflet was developed for the city centre PSPO. Over 120 leaflets have been issued since February 1st, and no further enforcement action has been necessary.

QUESTION 3:

How do you propose to protect boaters from being discriminated against by a prejudiced, vocal and powerful minority, as appears to be happening with this PSPO proposal?

Response: All consultation responses will be assessed at the end of the consultation period and if unfounded will be given no weight.

QUESTION 4:

How do you propose to protect vulnerable homeless people with alcohol dependency problems from being criminalised by an order that is not within their capacity to comply with?

Response: In regard to alcohol restrictions, the whole of Oxford is already subject to a Designated Public Places Order that restricts the consumption of alcohol if a police officer believes it may lead to anti-social behaviour. The PSPO replaces this existing legislation.

The enforcement of the PSPO would be governed by the council's Enforcement Policy, available on the Council's website. It sets out the approach council officers must take when dealing with enforcement situations, requiring them to use the lowest level of intervention appropriate to the circumstances. This is most commonly words of advice. A Frequently Asked Questions leaflet was developed for the city centre PSPO. Over 120 leaflets have been issued since February 1st, and no further enforcement action has been necessary.

15. Fiona Bradshaw

Are the City Executive Board going to accept page 10, Appendix 1 as suitable evidence to substantiate the pollution (noise and smoke) issued raised in the PSPO?

Response: The consultation period will be used to understanding the extent of the issues contained in the draft PSPO and the views of a wide range of stakeholders.

There is no evidence to endorse that this one photograph constitutes a detrimental effect on the quality of life of those in the locality.

I am writing to the City Executive Board as there is a picture of our home (the narrow boat that has been photographed) at page 10 of Appendix 1. I consider that the photographs at Page 10 misrepresents not only our home, but our immediate boating community and the way that we live on Oxford Canal. I have to say I was very shocked and upset when I saw the photograph in the supporting evidence appendix of the report.

When our wood burning stove has been on low – such as overnight or during the day (whilst we are working) the wood burner will omit a small amount of smoke. When we need to pick the fire up (by the opening up of the vents for a short period) visible smoke from the chimney will occur. Smoke coming from the chimney will also occur when we have to start a new fire. Looking at the photographs at page 10, Appendix 1, given the knowledge of my wood burning stove, I am of the opinion that the photograph of our boat has been taken during one of these periods.

The photographs that are attached to this correspondence illustrates our boat at approximately 4pm on Monday 14th March 2016. Please note that there is a fire present and there are no obvious signs of any smoke coming from the chimney. This, I believe is a more appropriate and realistic representation of our wood burning stove working during the winter period.

I would like to bring to the attention of the City Executive Board that we only burn seasoned wood from sustainable locations within Oxfordshire and have not burnt coal for a number of years. The wood burner we have was purchased 12 months ago and is fully compliant with EU legislation and is 94% efficient. As such we consider that the context that the photograph has been taken misrepresents the pollution concern and as such I respectfully request that the photograph is removed from the report and other supporting evidence submitted in order to substantiate the pollution issue.

We have been moored adjacent to St Edwards School for a number of sporting seasons – (we are adjacent to the all-weather pitches) and to date we have not received a direct complaint from the School. Communication from the School has been received in the past when they have wished to inform the boating community of, for example an event which may have an impact on their neighbours. I would have hoped that if our wood burner was a cause of concern they would have contacted us direct to discuss.

To: City Executive Board

Date: 17 March 2016

Report of: Housing Panel and Finance Panel (Panels of the Scrutiny Committee)

Title of Report: A Housing Company for Oxford

Summary and Recommendations

Purpose of report: To present recommendations of the Scrutiny Committee on A Housing Company for Oxford

Scrutiny Lead Member: Councillor Craig Simmons

Executive lead members:

Councillor Mike Rowley, Board Member for Housing

Councillor Ed Turner, Board Member for Finance, Asset Management & Public Health

Recommendation of the Scrutiny Committee to the City Executive Board:

That the City Executive Board states whether it agrees or disagrees with the two recommendations set out in the body of this report.

Introduction

1. The Housing Panel and Finance Panel pre-scrutinised this decision in a joint session held in public on 9 March 2016. The joint Panel would like to thank the Board Member Councillor Mike Rowley and council officers David Edwards, Stephen Clarke, Nigel Kennedy, Jeremy Thomas and Alan Wylde, who attended to present this item and answer questions. The Panel would also like to thank a representative of Homes for Oxford for speaking on this item.

Summary of the discussion

2. The Housing Development and Enabling Manager introduced the report and explained that it sought agreement to the principle of setting up a Local Authority wholly owned housing company and delegated authority to set up an appropriate company structure. The overarching aim of the Company was to increase the supply of affordable housing.

3. In response to a question about the merits of a Community Land Trust model of ownership, the Panel heard that initial discussions had taken place. The Council needed to view any opportunities at specific sites on their merits and ensure best value. The report was not seeking decisions on any sites other than Barton and nothing else was being ruled out or given a green light at this stage. In the short term, the Company would not be doing anything the Council wasn't planning to do anyway. These plans included delivering homes at Barton and estate regeneration. Other sites the Council was planning to develop would come forward in due course and be subject to separate decisions. The Company would also enable further opportunities that may follow in future, such as developing outside the city.
4. In response to a question about whether the articles of the Company could preclude it from investing in alternative housing models, the Panel heard that the articles of the Company would be drawn as flexibly as possible and the Company structure would enable the Company to partner with anybody but there was a need to balance risk given that the Company would be wholly Local Authority owned.

Recommendation 1 - That the Company articles should be drafted in such a way so as not to preclude entering into any funding arrangements or partnerships that could help to increase the supply of affordable housing, including working with alternative housing providers and models (such as co-housing or a community land trust).

5. The Panel observed that there may be merit in appointing non-executive Directors from the start in order to bring in outside expertise and high profile support.
6. The Panel also sought and received assurances on the following:
 - That there was sufficient officer capacity at senior levels.
 - That the Company would be able to rent out properties on a range of tenures including social and market rent.
 - Any General Fund borrowing would be prudent and affordable.
 - That the terms of the loan facility would be determined when the Company required the funding.
 - That future executive decisions would be open to scrutiny.
7. The Panel noted that important decisions about the articles of the Company, shareholder agreements, and agreements regarding the acquisition of affordable housing at Barton Park would be delegated to Council officers, in consultation with the relevant Board Members. The Panel suggested that there should be wider member oversight of these decisions, either through the scrutiny process or other means.

Recommendation 2 - That consideration should be given to enabling wider member oversight and input into decisions delegated to officers, in particular decisions about the articles of the Company, shareholder agreements, and details of agreements regarding the acquisition of affordable housing at Barton Park.

Name and contact details of author:-

Andrew Brown on behalf of the Scrutiny Committee

Scrutiny Officer

Law and Governance

Tel: 01865 252230 e-mail: abrown2@oxford.gov.uk

List of background papers: None

Version number: 1

This page is intentionally left blank

Suggested City Executive Board response to Scrutiny Committee recommendations on Oxford Waterways Public Spaces Protection Order consultation

Provided by the Board Member for Housing and the Board Member for Crime, Community Safety and Licensing

Recommendation	Agreed? (Y / N / In part)	Comments
That the Council should revise the documentation, draft Public Spaces Protection Order (PSPO) and consultation proposals in collaboration with interested parties before consulting on an improved proposal for an Oxford Waterways PSPO.	Y	Comment from the Board Member and Director This report to the Board is intended to be the first stage in our consideration of the potential scope and effectiveness of a PSPO in respect of anti-social behaviours affecting Oxford's waterways. The recommendations from Scrutiny are helpful, and reflect the lengthy discussions that have taken place with local residents and other interested parties over the past months. In drafting the report, it was felt to be appropriate to adopt a two-stage approach due to the complexity of the issues involved, and this first stage involves an additional non-statutory consultation on whether a PSPO is the appropriate way of managing the behaviours that have been creating harm and concern, and, if so, the form it might take. This consultation stage effectively corresponds to the wish expressed by the Scrutiny Committee for an early and meaningful engagement with all those who have an interest in the use and management of the city's waterways. The draft Order provides an outline of the potential scope of the regulations and it will provide a means of obtaining views, guidance and evidence as to their appropriateness and likely effectiveness. In response to the Scrutiny Committee's recommendation, I am making two proposals to the Board. 1. That the Council's Public Engagement Board should consider all the points raised by Scrutiny and provide professional advice on the details of the proposed consultation process, and specifically, that it will ensure effective engagement with all interested parties 2. That the Head of Law and Governance, and other relevant officers, should review

		the current drafting of the Order before it is published for consultation and agree an amended form with me before it is used in that process. Comment from the Head of Law and Governance I have reviewed the draft Order proposed for consultation and would recommend that the following changes be made to it – 1. That the draft prohibition at (d) be amended to read ‘No person shall create smoke, noise or fumes in such a manner as to give reasonable grounds for annoyance to any person.’ 2. That the draft prohibition at (e) be amended to read ‘No person shall damage waterways habitats, signage, lifebelts, fencing or other waterways infrastructure.’ I will, of course, review all of the terms of any Order proposed following the consideration of all the consultation responses.

Suggested City Executive Board response to Housing and Finance Panel recommendations on A Housing Company for Oxford

Provided by the Board Member for Housing and the Board Member for Finance, Asset Management and Public Health

<i>Recommendation</i>	<i>Agreed? (Y / N / In part)</i>	<i>Comment</i>
Recommendation 1 - That the Company articles should be drafted in such a way so as not to preclude entering into any funding arrangements or partnerships that could help to increase the supply of affordable housing, including working with alternative housing providers and models (such as co-housing or a community land trust).	Yes	
Recommendation 2 - That consideration should be given to enabling wider member oversight and input into decisions delegated to officers, in particular decisions about the articles of the Company, shareholder agreements, and details of agreements regarding the acquisition of affordable housing at Barton Park.	No	The recommendation to delegate to officers is for one of expediency to get this very important project moving as quickly as we can and it is considered that given this can only be exercised in consultation with the deputy leader and portfolio holder provides sufficient member oversight. Accountability for Barton Park has not been a problem where we are 50% owners and the housing company will be 100% owned. Briefings can be arranged on matters of interest for other members.

This page is intentionally left blank

To: City Executive Board
Date: 17 March 2016
Report of: Executive Director, Community Services
Title of Report: Oxford waterways Public Spaces Protection Order consultation

Summary and recommendations	
Purpose of report:	To propose consultation on a Public Spaces Protection Order for the principle waterways of Oxford
Key decision:	Yes
Executive Board Member:	Councillor Dee Sinclair, Crime, Community Safety and Licensing
Corporate Priority:	Strong, Active Communities; Cleaner, Greener Oxford
Policy Framework:	Corporate Enforcement Policy
Recommendation(s): That the City Executive Board resolves to:	
1. Approve consultation on a Public Spaces Protection Order for the principle waterways of Oxford.	

Appendices	
Appendix 1	Supporting evidence
Appendix 2	Draft Waterways Public Spaces Protection Order
Appendix 3	Public Spaces Protection Orders (PSPOs) overview
Appendix 4	Risk register
Appendix 5	Equalities Impact Assessment
Appendix 6	PSPO consultation waterways map

Introduction and background

1. Oxford City Council has been working with interested parties to address problems associated with the waterways for many years. The Unlawfully Moored Boats Enforcement Group (UMBEG) brings together the Council, Police, Environment Agency, Canal and Rivers Trust, colleges and societies who have land on the waterways. The group works together to identify solutions to the problems of illegal mooring, pollution, disputed land ownership and environmental concerns.

2. Evidence collated so far (Appendix 1) suggests that a Waterways Public Spaces Protection Order (PSPO), a draft of which appears in Appendix 2, may be appropriate to address some of these concerns. Public Spaces Protection Orders (PSPOs) provide a means of preventing individuals or groups in a public space from behaving in a way that is having, or is likely to have, a detrimental effect on the quality of life of those in the locality; be persistent or continuing in nature; and be unreasonable. The legal definition of a PSPO can be found in Appendix 3.
3. Other legal remedies have been considered, including Community Protection Notices, trespass action, statutory nuisance provisions within the Environmental Protection Act 1990 and licensing regimes.
4. These remedies can be used at the same time as PSPO powers but are more suited to responding to individual cases, as opposed to preventing behaviours before they arise. They also tend to have higher sanctions such as seizure and remedial order provisions and are more suited to persistent or very serious cases.
5. It may be useful when considering a PSPO to make a comparison with byelaws that set clear standards of behaviour for people who use an area; PSPOs replace any existing byelaw provisions. Byelaws have been used successfully to manage mooring consent in some London boroughs; however, this relies on the land being local authority controlled. Oxford's waterside land ownership is complex with many riparian owners, making a byelaw unworkable.

Overview of the waterways, river and canal banks

6. The waterways affected by the PSPO are principally the navigable water courses in the city including most of the River Thames, River Cherwell and Oxford Canal. In addition a number of smaller water courses have been included: Weirs Mill Stream, Bullstake Stream, Castle Mill Stream, Osney Stream, Fiddler's Island Streams, Sheep Wash Channel and Wolvercote Mill Stream (Appendix 6). They will be defined by a map within the order based on evidence, consultation responses and the risk of displacing the problem to surrounding areas. Ponds, lakes and other similar bodies of water are unlikely to be included. Where there is no obvious boundary for public access, such as a fence line or hedgerow, a five metre boundary from the water's edge will be included in the PSPO area.
7. Whilst not directly related to the issues the PSPO would be addressing, Police crime data provides some insight into the problems experienced by people using or living on the waterways. Between 1 April 2014 and 31 October 2015 there were 95 crimes reported to the Police that took place on or next to the waterways of Oxford. Offences included arson and criminal damage, assault, public order offences, burglary from boats and boat houses and drug related offences.
8. Evidence collated so far centres upon anti-social behaviour associated with the control of dogs, alcohol-related offences, the destruction of habitat and property, mooring without the consent of the owner, noise and smoke pollution, jumping from bridges into the river, blocking the river and canal-side paths, and erecting structures along the river bank. Evidence will continue to be collated during the consultation phase.

Mooring without the consent of the owner

9. Evidence suggests that some boat owners moor their boats against land without the land owner's permission. According to the River Thames Alliance, this is a problem

throughout the length of the Thames. The use of signage describing the length of time boats are permitted i.e. the consent to moor, could address this issue. The consultation process will gather views from the large number of Oxford riparian land owners on this issue.

The control of dogs and alcohol-related disorder

10. The Anti-Social Behaviour, Crime and Policing Act 2014 require the local authority to replace all alcohol Designated Public Places Orders and Dog Control Orders within three years of the Royal assent of that Act. In line with the rest of the city, the draft PSPO proposes that these provisions are included as the evidence suggests that these behaviours are having, or are likely to have, a detrimental effect on the quality of life in the area.

Environmental concerns including the destruction of habitat, noise, smoke and blocking or erecting structures on the river bank

11. The evidence suggests that the river bank gets eroded by boats moored irresponsibly, building up costs for the riparian owners and damaging the wildlife habitat. Wood has been cut down, diesel fumes emitted for long periods of time from stationary vessels and generators, which are not subject to the same standards and tests as road vehicles. Some of the built up areas of the city are covered by Smoke Control Areas, however, the smoke emission restrictions for domestic dwellings do not apply to vessels. There is evidence of mooring lines stretching across footpaths creating a danger for walkers and cyclists, and of the hedgerows being damaged by the storage of property and as a result of structures being erected.

Consultation on the draft Waterways PSPO

12. Consultation would comprise four elements
- On-line questionnaire (hard copy on request) to gain insight into people's experiences of the waterways and their views on the draft waterways PSPO
 - Letter to all riparian owners and properties within the immediate vicinity of the waterways, seeking their views on the proposed order
 - Letter to all boat dwellers, seeking their views on the proposed order
 - Formal consultation with prescribed agencies under the Anti-social Behaviour, Crime and Policing Act 2014.
13. Social media will be used to promote the on-line questionnaire and respond to enquiries. Oxford City Council's website will also have a Frequently Asked Questions section.
14. The consultation will run for seven weeks from Monday 21 March to Friday 6 May.
15. The outcome of the consultation will be reported back to the City Executive Board proposing whether a Public Spaces Protection Order be made for the identified waterways and in so doing setting out how the legal tests have been met.

Financial implications

16. The cost of the consultation is approximately £1000 which will be found from existing budgets.

Legal issues

17. An overview of Part 3, Anti-social Behaviour, Crime and Policing Act 2014 can be found in Appendix 1.

Level of risk

18. A Risk Register is appended at Annex 4.

Equalities impact

19. The Equalities Impact Assessment, attached at Appendix 5, addresses the methods which will be used to ensure consultees are able to respond to the consultation.

Report author	Richard Adams
Job title	Community Safety Service Manager
Service area or department	Community Services
Telephone	01865 252283
e-mail	rjadams@oxford.gov.uk

Background Papers: None

Crime summary

Analysis of police crime database NICHE: incidents relating to the waterways: 1st April 2014 - 31 October 2015

Incident locations included boats, canal and tow paths, boat houses and waterways facilities.

Count of Occurrence Id	Column Labels												
Row Labels	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Grand Total
Arson			1		1			1	1				4
Assault			1			1	2	3	1	2		1	11
Burglary				3		1	6	1	1	2	1		15
Criminal damage	1		1	1	1	2	1	1	1	4			13
Dogs									1				1
Drugs					1								1
Public order			1	2		2				1			6
Sexual offence				1									1
Theft		2	1	4	8	6	5	7	4	6			43
Grand Total	1	2	5	11	11	12	14	13	9	15	1	1	95

ASB incidents not included in the following sections.

1029 13/04/15	Christchurch Meadow	Male sitting on far bank being aggressive and shouting abuse at passers-by.
495 29/05/15	Christchurch Meadow	Agitated, possibly homeless, male walking around shouting abuse at passers-by.
862 25/06/15	Abbey Road	Just over Rainbow Bridge a male is riding a moto scooter along towpath
1701 29/06/15	Abbey Road	Males out on 2 boats causing disturbance shouting
1402 02/10/15	Wolvercote Green	Male under A34 next to Canal in Wolvercote shouting his head off and swearing lots.
1508 13/11/15	Oxford Canal	Male got of a boat and was very aggressive to passer-by.
135 11/11/15	Oxford canal	Male is yelling and threw something at callers boat

Alcohol

Date	Location	Details
768 12/01/14	Folly Bridge	Report to the police: Drunken ,male staggering around on bank opposite Folly restaurant
13/06/2014	All areas	Disgraceful behaviour along the tow path, not only by 'the drunks' but the rudeness of bike users. By its name 'path' had to walk in single file and watch my back all the time.
July 2014	Shirelake Close	Resident's association report into anti-social behaviour in the area. Photographic evidence of alcohol consumption on the river bank and the associate urination on walls and pathways.
21/08/2014	Folly Bridge	We, along with many other boaters we speak to, are now finding it increasingly difficult to find a mooring space anywhere along the stretch of the River Thames close to Folly Bridge. A-number of the boats that are there are obviously not moving very often, looking at the poor state and mess, and the owners seem to be invisible. This stretch of the river is where alcohols spend part of most days. Nobody minds anyone coming by river to oxford for a few days, but longer than that makes it very difficult for other people to moor.
06/10/2014	Folly Bridge to Donnington	It seems there are some major issues impacting upon the safety of rowers, for the most part between Donnington Bridge and Iffley Lock. The people residing in these boats have been responsible for litter, but have also been chaotic, starting drinking very early (and spilling out onto the towpath), verbally abusing passers-by, and on one occasion actually threatening one of the people involved with a ground spike.
9/10/2014	Folly Bridge	I went for a cycle along the river this evening, and found my path blocked by a group of drunk men enjoying some cans of special brew. They offered some banter and then gave my bike a good shove (in the right direction). I wasn't particularly bothered (though it was an unpredictable situation) but I think many people would have found it very intimidating.
702 23/01/15	Christchurch Meadow	Report to the police: 4 males drunks sat on path
795 30/01/15	Shirelake Close	Report to the police: Two foul mothed drunks in neighbours doorway (On River path)
517 24/04/15	Shirelake Close	Report to the police: 4-5 lads in no drinking zone passing unspecified items out of rucksack
897	Christchurch	Report to the police: Drunk male on riverbank screaming and shouting

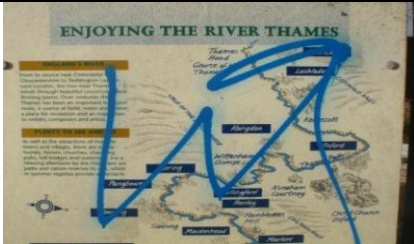
Alcohol

07/06/15	Meadow	
1379 30/09/15	Folly Bridge	Report to the police: Male kayaking got caught on hook when drunk male cast fishing line. He was with another 2 drunk males and words were exchanged
937 01/10/15	Christchurch Meadow	Report to the police: 4 males drinking, letting off fireworks and chasing geese
961 03/10/15	Shirelake Close	Report to the police: 4 Men and woman smoking and drinking by the life buoy on the footpath by the Thames
468 05/01/16	Folly Bridge	Report to the police: Drunk male from street drinking community worse for wear
20/12/15	Folly Bridge	Two male street drinkers with cans in their hands were stood talking to the drinker on bench shown on the above photograph. This would have been very intimidating for anyone trying to pass them on this narrow towpath. It would have been too provocative to photograph them all stood together so I photographed the seated drinker as the other two males walked away.

Destruction of property and habitat

Date	Location	Details
16/11/12	Long Bridges	Two signs and their posts have been taken from Long Bridges - not sure if this is metal theft or disgruntled boaters. Police informed.
07/12/12	Oxpens	More of the new mooring signs have been taken, this time at Oxpens.
02/09/2014	Iffley lock	[OCC officer] went out Friday and met with an EA volunteer. [We] walked the towpath and he showed me the boat in question. My involvement was debris and fly tip (which had been left as a result of the numerous sinking's. This appeared to have been cleared. This morning I spoke with XXX who confirmed there were two large piles of debris which has been cleared.
26/06/15	Castle Mill Stream Jericho	 An extensive area of boat owner structures and debris, completely obscuring and damaging the riverbank habitat.
7/12/15	Long Bridges	 Lifebelts are frequently missing from their stations, often thrown in the river like this in an act of pointless vandalism
7/12/15	Towpath just south of Osney Lock	 Heavily graffiti'ed lifebelt station and signage creating blight along the river towpath.

Destruction of property and habitat

7/12/15	Osney Lock		A graffiti'ed sign creating blight and obscuring information for users of the towpath and river.
20/12/15	Hythe Bridge		Fencing and traffic cone thrown in to the river from Hythe Bridge
23/12/15	Riverbank behind Abbey Road		Recently restored area of riverbank damaged after unlawfully moored boaters erected fencing alongside their boats and scraped off the topsoil.

Noise and smoke

Date	Location	Details
10/09/12	Castle Mill Stream Jericho	There has been no change in the situation nor any further threats from XX. My immediate neighbour has reported some late night disturbances around our shared building, and called the Police ... my neighbours don't know who the person / people were.
09/10/12	Towpath near Isis Farmhouse Tavern	The problem has not gone away since I emailed you. There are now seven or eight permanently moored boats, which have not moved for months, and the anti-social behaviour and nuisance associated with them is continuing. This evening, walking home along the towpath, my husband and I had to pass the resident on the boat nearest Donnington Bridge who was standing on the towpath shouting and swearing continually - he was talking about his "crack habit" which he said he had had for years. Our fear of encountering this kind of behaviour is preventing us using the towpath after dark. The back yard of our property ... is also now being used as a loo by the boat residents - either the humans or the dogs or (most likely) both.
08/04/13	River towpath behind Abbey Road	I wish to raise a matter of ongoing concern regarding a barge, presumably moored legally, at end of Abbey Road... The barge has been moored in this location for at least a month, and in that time the resident of the barge, has persisted in burning solid fuels throughout the day and well into the night. This results in a very heavy and unpleasant tar-like smell which lingers in the air and permeates throughout our house... I do not wish to sound overly dramatic, however the situation does not seem to be changing and I'm curious as to whether anything can be done about it.

Noise and smoke

59

Autumn 2015	Aristotle Lane	 	Stationary boat emitting both diesel fumes and smoke at the same time (above) On the left is the pollution it produces as a result – the playground is immediately behind the trees, and adjacent is the walking route to [a nursery]... The towpath is a busy walking/cycling route to the station at that time of the morning

Noise and smoke

60

Autumn 2015	Aristotle Lane	 Permanently moored boat emitting smoke (left), and the resultant pollution on St Edward's school playing fields (below)

Noise and smoke

61

Autumn 2015	Aristotle Lane		Diesel fumes polluting the tow path (right)
22/01/2016 10:06	Aristotle Lane	There's dreadful smoke coming from boat called xxx at the moment. I can smell it right at the top of the garden 100 feet away.	

Dog control

Date	Location	Details
09/10/12	Towpath near Isis Farmhouse Tavern	The problem has not gone away since I emailed you. There are now seven or eight permanently moored boats, which have not moved for months, and the anti-social behaviour and nuisance associated with them is continuing. This evening, walking home along the towpath, my husband and I had to pass the resident on the boat nearest Donnington Bridge who was standing on the towpath shouting and swearing continually - he was talking about his "crack habit" which he said he had had for years. Our fear of encountering this kind of behaviour is preventing us using the towpath after dark. The back yard of our property ... is also now being used as a loo by the boat residents - either the humans or the dogs or (most likely) both.

Obstruction of the pathways

Date	Location	Details
05/06/2012	Canal towpath, North Oxford	 Mooring rope across the towpath in North Oxford
10/05/13	Towpath behind Abbey Rd	 I wish to object most vehemently about the erection of the fencing on the towpath behind what was Avis [erected by boaters]. This is an extremely dangerous and intrusive piece off vandalism on the bank side that the council spent many tens of thousands of pounds repairing just recently. I was walking with my grandchildren along the towpath and we were nearly mown down twice by cyclists as we could not move to the side by the river as it has been, I believe, illegally fenced off. Furthermore the bank was repaired in such a way as to attract wild life and make it picturesque for all to enjoy. Also most off these boats have not moved in many months so where is their effluent going? I look forward to your response.

Obstruction of the pathways

05/09/14	Jericho	Some [people] have put a rope the whole length of the towpath here with notes claiming the land for the Oxford Boaters Soviet or so such. Doesn't mean anything but the rope is pulling the plantings down and there's a real risk of people tripping over and going into the river.

Store items or erect structures

65

Date	Location	Details
15/03/12	River Towpath along Sidelings Island	 Boat owner debris just along the towpath when a boat moved on.
14/04/2014	Jericho footbridge	If you go over the footbridge from Jericho to the canal towpath, the grassy area at the end of the footbridge has two unlawfully moored boats and various kinds of rubbish, including a huge pile of logs and bits and pieces of other things, with several old doors on top of it. It has been like that for years. It is a real eyesore and I get lots of complaints about it.
25/03/2015	Castle Mill Stream Jericho	The area adjacent to the bridge across the canal from the tow path to the north end of Canal street is still occupied, and to be frank is a real mess. William Lucy Way Residents Association: "It was discussed about the campaign (we have observed) to claim some form of ownership over the strip of land along the riverbank to the west of the canal path that runs from here into town. This campaign appears to be co-ordinated by a self-appointed group of people ... connected, it seems, with a legitimate desire to safeguard spaces for mooring boats. It also raises a question more generally about ownership of land where (by custom) certain people use it for their own purposes while mooring boats nearby."

Store items or erect structures

66

			
28/12/15	Canal towpath just north of Elizabeth Jennings Way.		Large quantities of boat owner debris (some of which has been abandoned) scattered along an extensive area of the canal towpath.

Mooring consent

Date	Location	Details
24/4/2013	Sidelings Island	 Sunken boat
25/03/2014	Castle Mill Stream	“XXX” along with another Narrow boat without a name. As we know this Narrow boat is a problem. Both Boats as far as I can see are unlicensed and will be dealt with accordingly. “YYY” which is a very run down boat which has no license and is slowly sinking. This is opposite the Rewley road town houses
13/06/2014	All areas	Are you the department that looks after the tow path and the mooring sites? If so, what a disappointment and disgrace to a City so iconic. No moorings to speak of for visitors as they seem to be taken by 'live aboards'. Visitors as you know bring 'money' into the City, how are visitors supposed to moor when no regulation seems to exist to move craft on after 'x' number of days. I visit to Abingdon might be worthwhile! Disgraceful behaviour along the tow path, not only by 'the drunks' but the rudeness of bike users. By its name 'path' had to walk in single file and watch my back all the time. Not impressed with this fine City. Have needed to moor over a mile away.
17/09/2014	Iffley lock	I have just had a call from [the Environment Agency]. He is looking to serve notice to move all the boats causing an obstruction near the lock, including the one which keeps sinking. He had some technical questions which require OCC input.
06/10/2014	Folly Bridge to Donnington	It seems there are some major issues impacting upon the safety of rowers, for the most part between Donnington Bridge and Iffley Lock. The single biggest problem is presented by unauthorised moorings on this stretch of river. By way of context: there are some 40 different rowing clubs using a narrow stretch of river, including

Mooring consent

88

		many youngsters and many more inexperienced rowers. The people residing in these boats have been responsible for litter, but have also been chaotic, starting drinking very early (and spilling out onto the towpath), verbally abusing passers-by, and on one occasion actually threatening one of the people involved with a ground spike. Their parking is sometimes chaotic, for instance with boats double-parking or at least jutting out onto the main waterway (which at this stretch is quite narrow). A particular problem is presented by two large Dutch barges. These issues present major safety concerns for the rowers: on several fronts. First, many feel intimidated by the behaviour, and of course the towpath can become obstructed by chaotic antics. Second (and more significantly), unexpected boats jutting out on a narrow stretch of river present a navigational hazard. Third (and perhaps most important), in places the boats can no longer be seen from the river bank (which is an essential part of their safety, when they are being accompanied by an experienced coach), nor could anyone enter the river to undertake a rescue. There is a rule that rescue is undertaken by ropes, not a launch, and it would be severely impeded by some of these boats. A particular problem is presented by a boat called "Otta". It frequently half-sinks, and then is refloated. Diesel has repeatedly leaked, and been topped up (obviously polluting the river), and it is moved on a few hundred yards by the owner. If and when it completely sinks, it will present a very significant navigational hazard (as it will be partly concealed but be a dangerous object).
30/05/15	Landing stage	 House boat ... has been moored illegally at City of Oxford RC. The boat was subject to a Harbour Master Order issued by the EA in conjunction with OCC to be enforced last Wednesday 22nd May for the College Summer Eights event. When the EA went to enforce the order they found the boat had been moved from its mooring to City of Oxford RC. Nobody seems to know who moved the boat, but this meant the EA could not enforce the order. It now represents a danger to navigation, but my greatest concern is that we have a large group

Mooring consent

69

		of Juniors and Vulnerable Adults who are exposed to the dangers this represents. The landing stage is in use most days and over the weekends.
23/07/2015	Donnington Bridge	URN relates to a member of the public calling in as approx. 7.30am a rower got quite close to a boat on Donnington Bridge. The owner of the boat started leaning out of the window and was shouting and throwing eggs at the caller and rowers. He threatened to kick their faces in if they come near his boat again. The male was spoken to by the Police and admitted throwing eggs and confirmed boat is called ...
		 Unfortunately ... owned by ... has now just moved across the river to Port Meadow side. I have spoken to him today and pointed out that there is no mooring on the meadow but he refuses to cooperate. Despite the importance of this site it is not covered by any byelaws or other legislation that will allow me to force him to move on.
01/02/2016	Abbey Road	 Boats moored on land owned by Oxford City Council were requested to leave the area. Letters of notification of trespass action issued in Autumn 2015. Agreement by owners to remove their boats once safe to do so. Two boats slipped their moorings and sunk in the Thames. Environment Agency and Fire and Rescue Service called to re-float and secure the boats: http://www.oxfordmail.co.uk/news/14245259.UPD_ATE_Canal_boat_capsizes_after_two_crash_into_Botley_bridge/

Mooring consent

30/11/2015	Iffley lock	The very large cruiser Tethys appears to have come adrift overnight, and is now (Monday afternoon) lodged on the east bank of the Thames, 200m upstream of Iffley lock. I cannot see anything (when I look from the towpath on the west bank) tethering it to land. If the wind changes in speed or direction, or rain falls and increases stream speed, it will move into the centre of the stream, causing a hazard to other river users, or downstream onto piles or sluices, causing a flood hazard. Of note, this boat has come 'adrift' several times in the last year or two. By implication, it is not being secured properly when it is left unattended, causing a hazard to others.

Appendix 2: Draft Waterways PSPO

OXFORD CITY COUNCIL

ANTI-SOCIAL BEHAVIOUR, CRIME AND POLICING ACT 2014

PART 4, SECTION 59

PUBLIC SPACES PROTECTION ORDER

PUBLIC SAFETY ON OXFORD'S WATERWAYS

- 1 The Order applies to the public areas shown delineated by the black line on the plan annexed to this Order (the Restricted Area):

Oxford City Council (the Council) in exercise of the power under section 59 of The Anti-Social Behaviour, Crime and Policing Act 2014 (the Act), being satisfied that the conditions set out in section 59 of the Act have been met, makes the following order:

- 1 The Order applies to all waterways within the Oxford City Council local authority area shown delineated by the blue line on the plan annexed to this Order, and land within five metres of these waterways where the public has express or implied access (the Restricted Area):
- a. **No person shall moor any boat or amphibious craft to any land without the consent of the land owner, or managing authority, or breach any conditions imposed by the land owner or managing authority;**
 - b. **No person shall obstruct a footpath, river bank, canal bank or waterway;**
 - c. **No person shall store items or erect structures without the consent of the landowner on land adjoining the river bank or canal bank;**
 - d. **No person shall create smoke or noise pollution causing annoyance to others;**
 - e. **No person shall tamper with waterways habitats, signage, lifebelts, fencing or other waterways infrastructure;**
 - f. **No person shall refuse to stop drinking alcohol, or to hand over containers (sealed or unsealed) which are believed to contain alcohol, when required to do so by an authorised officer in order to prevent a public nuisance or disorder;**
 - g. **Any person in charge of a dog within the restricted area shall be in breach of this Order if he/she:**
 - **Fails to put the dog on a lead and keep it under control when requested to do so by an authorised officer.**
 - **is found to be in charge of more than four dogs at the same time whilst in a public place.**

- **Allows the dog to foul in a public place and then fails to remove the waste and dispose of it in an appropriate receptacle.**

The provisions of this Order relating to the control of dogs shall not apply to any person who is registered blind in accordance with section 29 of The National Assistance Act 1948, to any person who is deaf and in charge of a dog trained by Hearing Dogs for Deaf People and to any person suffering a disability and in charge of a dog trained to assist with his/her mobility, manual dexterity, physical coordination or ability to lift and carry everyday objects and the said dog has been trained by a prescribed charity.

- 2 Any person who, without reasonable excuse, fails to comply with the requirements of this Order commits an offence and shall be liable, on summary conviction, to a fine not exceeding level 3 on the standard scale.
- 3 This Order shall come into force on and remain in place for a period of three years.

Dated

2016

Signed

.....

THE RESTRICTED AREA

[To be inserted]

CHALLENGING THE VALIDITY OF ORDERS

An interested person may apply to the High Court to question the validity of—

- a) This Order, or
- b) A future variation of this Order.

“Interested person” means an individual who lives in the restricted area or who regularly works in or visits that area.

An appeal against this Order or a future variation of this Order may be made to the High Court within six weeks from the date on which the order or variation is made, on the grounds that:

- a) Oxford City Council did not have power to make the order or variation, or to include particular prohibitions or requirements imposed by the order (or by the order as varied);
- b) a requirement under Chapter 2 of the Anti-Social Behaviour, Crime and Policing Act 2014 was not complied with in relation to the order or variation.

This page is intentionally left blank

Appendix 3: Public Spaces Protection Orders

1. The Public Spaces Protection Order provision of the Anti-Social Behaviour, Crime and Policing Act 2014 ('the Act') has been in operation since 20th October 2014.
2. Public Spaces Protection Orders (PSPOs) provide a means of preventing individuals or groups in a public space where the behaviour is having, or likely to have, a detrimental effect on the quality of life of those in the locality; be persistent or continuing in nature; and be unreasonable.
3. PSPOs also create a framework that either replaces or updates existing public space restrictions such as alcohol Designated Public Place Orders and Dog Control Orders and permits local authorities to introduce new regulations.
4. The power to make an Order rests with local authorities, in consultation with the police and other relevant bodies who may be affected.
5. A local authority can make a PSPO in respect of any public space within its administrative boundary. 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.
6. A PSPO can be in force for any period up to a maximum of three years and appeals against a PSPO can be made in the High Court within six weeks of issue by anyone who lives in, or regularly works in or visits the area. Further appeal can be made if a PSPO is varied by a local authority.
7. Section 59 of the Act sets out the basis on which local authorities may make a PSPO. It provides as follows -
 - (1) A local authority may make a public spaces protection order if satisfied on reasonable grounds that two conditions are met.
 - (2) The first condition is that—
 - (a) activities carried on in a public place within the authority's area have had a detrimental effect on the quality of life of those in the locality, or
 - (b) it is likely that activities will be carried on in a public place within that area and that they will have such an effect.
 - (3) The second condition is that the effect, or likely effect, of the activities—
 - (a) is, or is likely to be, of a persistent or continuing nature,
 - (b) is, or is likely to be, such as to make the activities unreasonable, and
 - (c) justifies the restrictions imposed by the notice.
 - (4) A public spaces protection order is an order that identifies the public place referred to in subsection (2) ("the restricted area") and—
 - (a) prohibits specified things being done in the restricted area,
 - (b) requires specified things to be done by persons carrying on specified activities in that area, or
 - (c) does both of those things.
 - (5) The only prohibitions or requirements that may be imposed are ones that are reasonable to impose in order—
 - (a) to prevent the detrimental effect referred to in subsection (2) from continuing, occurring or recurring, or

- (b) to reduce that detrimental effect or to reduce the risk of its continuance, occurrence or recurrence.
- (6) A prohibition or requirement may be framed—
 - (a) so as to apply to all persons, or only to persons in specified categories, or to all persons except those in specified categories;
 - (b) so as to apply at all times, or only at specified times, or at all times except those specified;
 - (c) so as to apply in all circumstances, or only in specified circumstances, or in all circumstances except those specified.
- (7) A public spaces protection order must—
 - (a) identify the activities referred to in subsection (2);
 - (b) explain the effect of section 63 (where it applies) and section 67;
 - (c) specify the period for which the order has effect.
- (8) A public spaces protection order must be published in accordance with regulations made by the Secretary of State.
- 8. The restrictions and requirements included in a PSPO may be comprehensive or targeted on specific behaviours by particular groups and/or at specified times.
- 9. Orders can be enforced by a police officer, a police community support officer, designated council officers and employees of other delegated organisations.
- 10. The council's Anti-Social Behaviour Policy section 4.3 describes the council's approach to enforcement and states that all cases will be addressed firmly, fairly and proportionately. The policy goes on to say that we will always seek to resolve cases at the lowest level of intervention, taking formal action when the ASB is serious or persistent or when it threatens people's safety or health. The policy is available on the council's website.
- 11. A breach of the PSPO can be dealt with through the issuing of a Fixed Penalty Notice of up to £100, or a level 3 fine of up to £1000 on prosecution.
- 12. In establishing a PSPO, appropriate signage must be displayed in accordance with the requirements of the Act.
- 13. The Authority is also bound by the terms of the Human Rights Act 1998 and must not act in a way which is incompatible with a Convention right. Human rights are enforced through existing rights of review and may therefore be taken as points in any challenge to the validity of any Order made by the Authority.
- 14. If Convention rights are engaged (as they are with the making of a PSPO) any interference with them must be –
 - (a) In accordance with the law (in other words the Board must be satisfied that the statutory conditions in S59 set out above are satisfied)
 - (b) In pursuit of a legitimate aim (in this instance the control of activities which, if not controlled, would have a detrimental effect on the quality of life of those in the locality) and
 - (c) A proportionate means of achieving the legitimate aim

15. The two issues which must therefore be addressed for every proposed restriction in the PSPO are whether the statutory criteria are met and whether the restrictions proposed are proportionate having regard to the legitimate aim of preserving the quality of life for everyone who lives or works in or who visits the city centre.
16. The Board must also have regard to the public sector equality duty at s149 of the Equality Act 2010, which is as follows –
 - (1) A public authority must, in the exercise of its functions, have due regard to the need to:
 - (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
 - (2) A person who is not a public authority but who exercises public functions must, in the exercise of those functions, have due regard to the matters mentioned in (1) above.
 - (3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
 - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; and
 - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
17. The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

This page is intentionally left blank

Appendix Four: Waterways Public Spaces Protection Order Risk Assessment

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
Waterways Public Spaces Protection Order	Low response rate to the consultation	Threat	Challenges in reaching those affected by the order.	Negative reputation of council	01/02/2016	Richard Adams	3	3	3	3	2	2	Consultation questionnaire designed by OCC consultatoin officer.	Promotion of on-line questionnaire through social media and signage on the waterways. Letters written to every Riparian owner and delivered to all boats on the waterways.	11th June 2015	On-going		Richard Adams

This page is intentionally left blank



Form to be used for the Full Equalities Impact Assessment

Service Area: Community Services		Section: Community Safety	Date of Initial assessment: 1 st February 2016	Key Person responsible for assessment: Richard Adams	Date assessment commenced: 1 st February 2016
Name of Policy to be assessed:			Waterways Public Spaces Protection Order		
1. In what area are there concerns that the policy could have a differential impact			Race	✓ Disability	Age
			Gender reassignment	Religion or Belief	Sexual Orientation
			Sex	Pregnancy and Maternity	Marriage & Civil Partnership
Other strategic/ equalities considerations			✓ Safeguarding/ Welfare of Children and vulnerable adults	✓ Mental Wellbeing/ Community Resilience	
2. Background: Give the background information to the policy and the perceived problems with the policy which are the reason for the Impact Assessment.			Oxford City Council is considering consulting on a draft Public Spaces Protection Order (PSPO) for the waterways of Oxford, restricting a number of behaviours. A breach of the order is a criminal offence that can result in the offender being reported to the court or the breach being discharged through a £100 Fixed Penalty Notice. Consultation on the draft order is unlikely to have an impact on protected characteristics or other strategic equalities considerations. However, the ability to access the consultation may be dependent upon a person's vulnerabilities, in particular the safeguarding of children and vulnerable		

Appendix 5: Oxford Waterways Public Spaces Protection Order – Equalities Impact Assessment

	adults, mental well-being and community resilience, and disability. The impact on all factors has been considered. The assessment makes due regard to whether consultation on the draft order will: • Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited under the Equalities Act; • Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; • Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
3. Methodology and Sources of Data: The methods used to collect data and what sources of data	Data used to identify the types of behaviours within the proposed PSPO has come from complaints to the City Council and police.
4. Consultation This section should outline all the consultation that has taken place on the EIA. It should include the following. • Why you carried out the consultation. • Details about how you went about it. • A summary of the replies you received from people you consulted. • An assessment of your proposed policy (or policy options) in the light of the	Implementation of a Public Spaces Protection Order requires public consultation as set out in the Anti-Social Behaviour Crime and Policing Act 2014. The consultation methodology suggested is described in the reported and agreed by the city council's Public Involvement Board. It primarily consists of an on-line questionnaire and letters to Riparian landowners and boat dwellers. The questionnaire will provide sufficient opportunity for respondents to include "free text" replies, allowing them to describe in their own words their views on each section.

Appendix 5: Oxford Waterways Public Spaces Protection Order – Equalities Impact Assessment

83

responses you received. A statement of what you plan to do next													
5. Assessment of Impact: Provide details of the assessment of the policy on the six primary equality strands. There may have been other groups or individuals that you considered. Please also consider whether the policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults	Consultation, on-line and by letter The suggested methodology for consulting on the draft waterways PSPO is through an on-line questionnaire available via the council’s consultation webpage. Information such as area of residence and other demographic factors can be captured. Those who own land that borders a waterway (Riparian landowners), or who live on the water, will receive a letter asking for a their views and experiences of the waterways and their thoughts on the draft order. They will also be encouraged to complete the questionnaire. <table><tr><td> Race Neutral </td><td> Disability Negative Mental health considerations will be taken into account by officers. </td><td> Age Neutral </td></tr><tr><td> Gender reassignment Neutral </td><td> Religion or Belief Neutral </td><td> Sexual Orientation Neutral </td></tr><tr><td> Sex Neutral </td><td> Pregnancy and Maternity Neutral </td><td> Marriage & Civil Partnership Neutral </td></tr><tr><td> Safeguarding/ Welfare of Children and vulnerable adults Negative Mental health considerations and other vulnerabilities will be taken into account by officers. </td><td> <i>Mental Wellbeing/ Community Resilience</i> Negative Mental health considerations will be taken into account by officers. </td><td></td></tr></table>	Race Neutral	Disability Negative Mental health considerations will be taken into account by officers.	Age Neutral	Gender reassignment Neutral	Religion or Belief Neutral	Sexual Orientation Neutral	Sex Neutral	Pregnancy and Maternity Neutral	Marriage & Civil Partnership Neutral	Safeguarding/ Welfare of Children and vulnerable adults Negative Mental health considerations and other vulnerabilities will be taken into account by officers.	<i>Mental Wellbeing/ Community Resilience</i> Negative Mental health considerations will be taken into account by officers.	
Race Neutral	Disability Negative Mental health considerations will be taken into account by officers.	Age Neutral											
Gender reassignment Neutral	Religion or Belief Neutral	Sexual Orientation Neutral											
Sex Neutral	Pregnancy and Maternity Neutral	Marriage & Civil Partnership Neutral											
Safeguarding/ Welfare of Children and vulnerable adults Negative Mental health considerations and other vulnerabilities will be taken into account by officers.	<i>Mental Wellbeing/ Community Resilience</i> Negative Mental health considerations will be taken into account by officers.												

Appendix 5: Oxford Waterways Public Spaces Protection Order – Equalities Impact Assessment

84

6. Consideration of Measures: This section should explain in detail all the consideration of alternative approaches/mitigation of adverse impact of the policy		For those people who are unable to access the questionnaire, a hard copy version will be available on request and in an alternative language if necessary.			
6a. Monitoring Arrangements: Outline systems which will be put in place to monitor for adverse impact in the future and this should include all relevant timetables. In addition it could include a summary and assessment of your monitoring, making clear whether you found any evidence of discrimination.		Response rates and demographic data will be monitored to assess the effectiveness of the questionnaire and letters.			
7. Date reported and signed off by City Executive Board:		March 2016			
8. Conclusions: What are your conclusions drawn from the results in terms of the policy impact		Consultation on a draft waterways PSPO will enable residents, visitors and those who work in Oxford to express their views on the introduction of an order designed to prevent certain behaviours taken place in or on the waterways. These behaviours must be, or are likely to be, persistent and detrimental to those living in the area.			
9. Are there implications for the Service Plans?	NO	10. Date the Service Plans will be updated		11. Date copy sent to Equalities Officer in HR & Facilities	3 rd Feb 2016

Appendix 5: Oxford Waterways Public Spaces Protection Order – Equalities Impact Assessment

13. Date reported to Scrutiny and Executive Board:	March 2016	14. Date reported to City Executive Board:	March 2016	12. The date the report on EqlA will be published	March 2016

Signed (completing officer)



Signed (Lead Officer)



Please list the team members and service areas that were involved in this process:

Jarlath Brine, Organisational Development & Learning Advisor
Richard Adams, Service Manager
Jeremy Franklin, Solicitor

This page is intentionally left blank

Appendix 6: PSPO consultation waterways map



This page is intentionally left blank

To: City Executive Board
Date: 17 March 2016
Report of: Regeneration and Major Projects Service Manager
Title of Report: Asset Management Plan 2016-2020

Summary and recommendations	
Purpose of report:	To approve the Asset Management Plan 2016-20 and recommend its adoption by Council thereby providing the basis for the management of the Council's property assets going forward.
Key decision:	Yes
Executive Board Member:	Councillor Ed Turner Portfolio Holder for Finance, Asset Management and Public Health
Corporate Priority:	An Efficient and Effective Council
Policy Framework:	The 'Asset Management Plan' is a Policy Framework document and additionally has links to other Policy Framework documents including the Corporate Plan, Sustainability Strategy, Leisure Policy, Housing and Homelessness Strategy, the Economic Development and Growth Strategy and Medium Term Financial Plan.
Recommendation(s): That the City Executive Board resolves to:	
1. Approve the Asset Management Plan 2016-2020 attached at Appendix 1 for adoption by the Council.	

Appendices	
Appendix 1	Asset Management Plan 2016-20
Appendix 2	Asset Management Plan on a Page

Introduction and background

1. The Draft Asset Management Plan 2016-2020 was approved for consultation by CEB on 17 December 2015 subject to it being amended to incorporate the responses to Scrutiny recommendations.

2. The amended document has since been subject to Public Consultation from 19 December 2015 to 22 January 2016 and consideration has been given to the responses received, these are shown in Appendix 2.
3. The proposed Asset Management Plan, attached as Appendix 1, is now recommended to the City Executive Board for approval and adoption by Council.
4. The main purpose of the plan is to set out the Councils objectives, priorities, programme, performance and risks in relation to its land and buildings.

It also:

- provides a clear statement of direction for other external stakeholders; and
 - identifies to the public the way the Council will deal with its land and buildings in the short and medium term.
5. The Plan has been developed through extensive consultation with Members, Service Heads, Senior Council Managers and latterly the public alongside a review of market, economic and budgetary impacts on Oxford.
 6. Consideration has been given not just to how the Council can manage its property assets but how these can be used to influence the wider environment and economy for the benefit of all the citizens of the City.
 7. Key points of note compared to previous plans include:
 - A focus on the General Fund portfolio only;
 - Incremental development rather than radical change;
 - Reflects change occurring in the city e.g. Westgate, Infrastructure, Barton, Northern Gateway etc. and the challenging financial and policy changes driven by the government's austerity programme;
 - No substantial change to portfolio footprint;
 - Provides potential to borrow to invest in existing portfolio;
 - Provides potential to undertake asset sales of poorer performing non-core/non-strategic properties;
 - Ongoing focus on rationalisation/ improved space usage;
 - An appreciation and acknowledgement of the social benefits delivered by the portfolio
 - An updated set of Asset Management Protocols:
 - Acquisition protocol - expanded to cover Compulsory Purchase; investment/capital spending and Planned Maintenance
 - Covered Market Leasing Strategy separated from the wider Letting and Tenant Mix Strategy
 - Estate Shops Protocol - developed to better articulate how these are managed following their transfer to General Fund.
 - Restrictive Covenants - articulates the revised policy developed since previous Plan
 - Health and Safety Protocol introduced

- Community Lettings Protocol - allows for improved flexibility and innovation
- Property Subsidisation and Equalities and Diversity introduced into protocols rather than included in the main body of the Plan

Public Consultation

8. The consultation exercise resulted in only one response but this is nonetheless valuable feedback and the respondent was thanked for their comments.
9. The respondent suggested in essence that the Asset Management Plan articulated an approach that was purely financially driven and did not consider other social and public benefits and needs of local residents. 7.
- 10 Having reviewed and considered this in detail we consider that the Plan as drafted articulates a balanced and rational framework that whilst driving performance of its property assets nonetheless makes clear that the Council will have regard to the wider issues of community benefit and impact and social value so that decisions taken are for benefit of all the citizens of Oxford. Moreover, income generated from our assets is spent on services of benefit to local residents.11. This approach we consider fully addresses the concern raised by the respondent and in the circumstances we do not propose any amendment to the document.

Financial implications

12. There are no specific financial implications arising directly from the Asset Management Plan 2016-20 which has adopted current agreed budgets.
13. Any future projects arising will be subject to appropriate approval processes and subsequent reports.

Legal issues

14. There are no direct legal implications arising out of this report

Level of risk

15. Not having an up to date AMP will impact on the Council's ability to effectively manage its property assets as a Corporate Resource
16. A detailed Risk Register has been incorporated within the AMP which is appended to this report.

Equalities impact

17. The plan itself does not require an Equalities Impact Assessment as it provides a strategic framework.
- 18 Projects within the associated action plan of the AMP will specifically address equality issues and consideration of the need for Equalities Impact Assessments will be made at the inception of those individual projects and actions.

Report author	Michael W Scott
Job title	Senior Asset Manager

Service area or department	Regeneration and Major Projects
Telephone	01865 252138
e-mail	mwscott@oxford.gov.uk

Background Papers: None

ASSET MANAGEMENT PLAN 2016-2020

Foreword

Oxford City Council has had significant success in implementing the strategy outlined in the previous Asset Management Plans 2011-2015 with 100% delivery against 'key objectives'

- Income Growth
- Improved portfolio returns
- Rationalisation of accommodation.
- Regeneration & Improvement of the City including development schemes at Westgate, Northway and Barton and construction of 113 new affordable homes.

This success demonstrates the benefits of an active Asset Management Strategy, flowing from the Council's leadership and vision, aimed at delivering a 'World Class City for everyone'.

This new Asset Management Plan for 2016-2020 builds on the success of the previous plan and responds to the changes and influences that are likely to affect Oxford over the next five years.

It is a challenging environment with on-going budgetary pressures across the public sector together with major changes and developments in the City Centre (new Westgate Shopping Centre due to open in 2017) and the delivery of Barton, Rosehill and Blackbird Leys regeneration.

Delivery of a successful Asset Management Plan is a key component in enabling Oxford to grow and prosper.

Jane Winfield

Regeneration and Major Projects Service Manager

Page Left Blank for Asset Management Plan on a Page

DRAFT

Introduction

This is Oxford City Council's Asset Management Plan which supersedes the previous full Asset Management Plan 2011-2014 adopted October 2012 and the single year refresh for 2015 adopted October 2014. The new Asset Management Plan covers the period 2016-2020.

The Council's property assets are held in two portfolios: the Housing Revenue Account (council social housing and related land and buildings) and General Fund (all other Council land and buildings)

This Plan covers the Council's General Fund assets only with those within the HRA covered by a separate Housing Asset Management Plan (adopted separately).

This Plan forms part of the effective control and governance of assets which is essential if the Council is to meet its objectives. It also:

- Provides a clear statement of direction for other external stakeholders
- Identifies to the public the way the Council will deal with its land and property

Asset Management – The Oxford Way

The Council's Corporate Plan provides the leadership and vision of building on its strengths to become a 'World Class City for everyone'.

This vision and direction is at the core of the Asset Management Plan and it flows through to create a series of Property Objectives, Action Plans, Risk Management Strategies and Performance Targets to drive property portfolio delivery.

The Plan has been developed through extensive consultation with Members, Service Heads and Senior Council Managers alongside a review of market, economic and budgetary impacts on Oxford.

Consideration has been given not just to how the Council can manage its property assets but how these can be used to influence the wider environment and economy for the benefit of all the citizens of the City.

Oxford will over the coming five years see progress with a number of major real estate projects and its asset management strategies need to be framed in the context of these developments and their potential impacts. These developments include:

- Redevelopment 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.
- Proposals for development of Northern Gateway.

The Plan must also address how property can be used to benefit the community and provide support to the wider health, leisure, education, social, environmental and economic agendas in which the Council is a stakeholder and partner and will use the Public Services (Social Value) Act 2012 and supporting guidance as a framework for quantifying Social Value where appropriate.

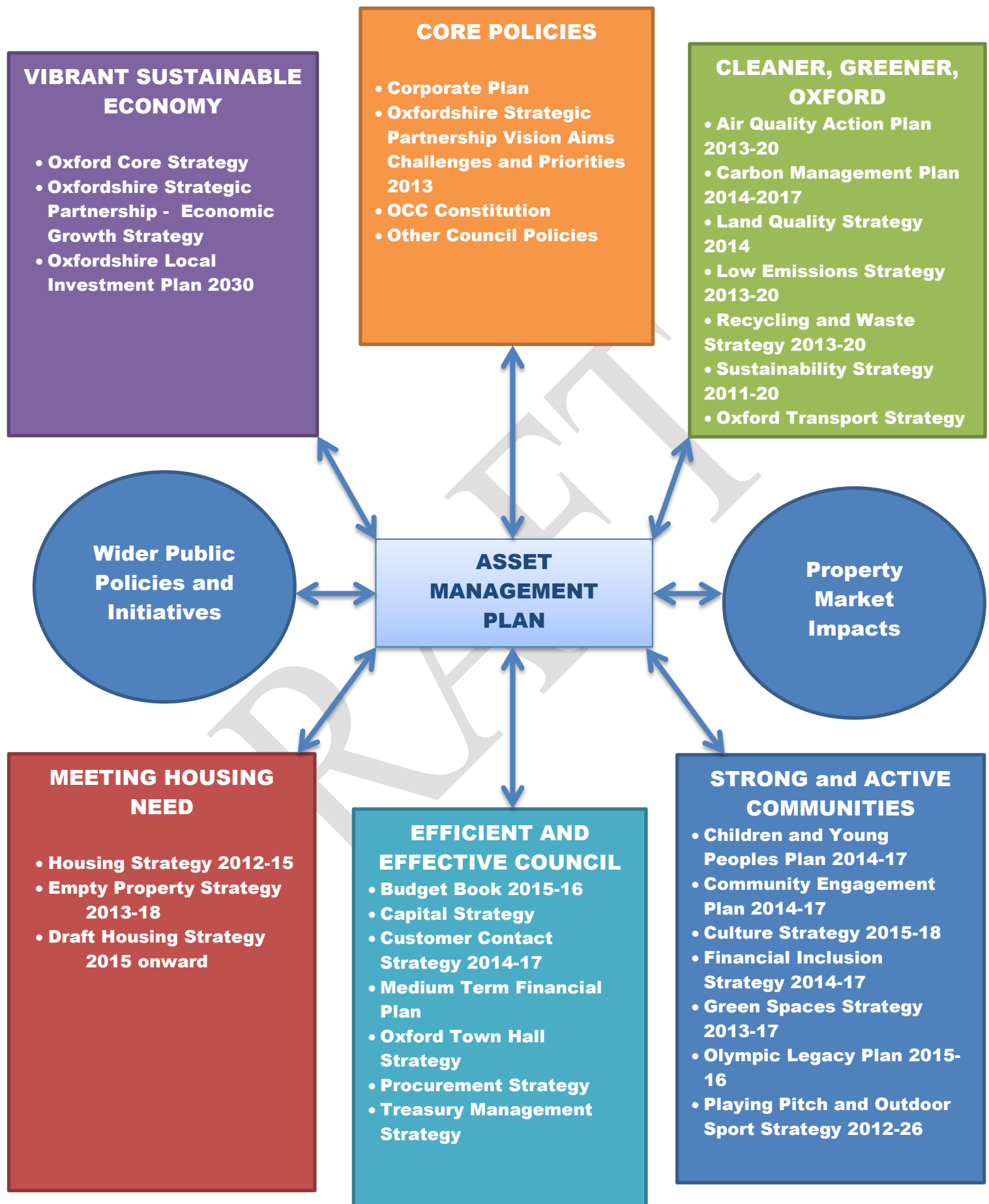
A key underlying principle in the Plan is a focus on creating sustainable income growth and value to underpin the delivery of services against an austerity background driven by government policy and its changing agenda.

The AMP is not a fixed document but flexible to ensure that it evolves during its life in the light of the ever-changing local government environment. The embedded strategy within the Plan is a Plan-Do-Review approach via annual reviews and analysis of the portfolio performance to generate revised Action Plans, Risk Management Strategies and Performance Targets.

It is essential that through the process the Council is able to become more flexible, agile, responsive and innovative whether through direct action, joint ventures, private companies, partnerships and other innovative solutions.

The Asset Management Plan is arranged as follows:

- **Section 1 Review of Previous Asset Management Plans 2011-15**
- **Section 2 Portfolio Overview:** A summary of the Council's property holdings
- **Section 3 Portfolio Objectives:** defines the Council's strategic objectives for property asset ownership and their linkages to the Corporate Plan
- **Section 4 Performance Measurement:** defines Critical Success Factors and potential indicators
- **Section 5 Action Plans:** defines the strategy policy and future actions on individual Asset Groups and types of activity
- **Section 6 Capital Programme:** outlines governance and control and budgeted spend on the property portfolio
- **Section 7 Asset Condition/Planned Maintenance:** Defines the Council's strategy for the condition and maintenance of its property and budgeted spend.
- **Section 8 Running Costs:** Details the approach to budget management across the spectrum of property costs including environmental and energy, maintenance and delivery as well as other property costs.
- **Appendix 1 General Fund Property Data**
- **Appendix 2 Corporate Property Asset Management Protocols**
- **Appendix 3 Risk Register**
- **Appendix 4 References**



The relationship of the Asset Management Plan to the Corporate Plan, other strategies and influences.

1.0 Review of Asset Management Plans 2011-2015

1.1 How We Performed

The previous Plans covering the period 2011-2015 set out a number of key actions and milestones and a summary of progress against the core goals and targets is outlined below.

The scope and breadth of delivery was both stretching and ambitious but almost all objectives were exceeded or met during the plan period. This is a substantial success which has put the City in an excellent position from which to respond to the significant change and challenges faced.

Throughout the plan period there has been a process of continuous learning, where outcomes were reviewed and lessons learnt, applied to improve performance and delivery and changes and modifications to plans and targets made in response to such learning, external change, and the changing requirements of the Council and the City.

This process will be continued through the new plan period.

1.2 Summary of Performance

Deliverable	Target	Commentary
Improved Occupancy Standards – Driving reduced cost and efficient operation	- Office Space -2% - Occupancy 10m² / person - Depots -50% No./-18% area	- Office Space - 19.69% reduction - Occupancy - 8.05m² per person - Depot reduction - achieved
Carbon Reduction -Improving the environment	- Carbon Reduction 3% pa increased to 5% pa 2012 - Renewable Heat Generation installed	- Achieved - Biomass boiler installed at Blackbird Leys Pool
Improved Repair and Maintenance - Improving the quality of our property	- All Property 75% in category A & B - Community Centres 50% in Cat A & B	- Achieved - Backlog remains
Regeneration and Development -Delivering a World Class City for everyone	- Westgate Development on site. 113 Affordable homes Constructed - Oxpens Car Park constructed	- Development Contract Unconditional Feb 2015 - All homes delivered - Completed on target
Improved Investment Portfolio Performance - Supporting the Councils delivery of services	- Rental Income + 2.5% pa - Arrears < 5% of rent Roll - Rate of Return >4% - Capital Value >£89m	- Income +6.6% pa achieved - Arrears 3% achieved - Rate of Return 5.58% - Capital Value £95M

2.0 Portfolio Overview

In total the Council has some 704 General Fund Properties (the majority held freehold).

Freehold Assets

- Properties 675
- Rent Income £11.83m
- Capital Value £262m
- Site Area: 1249 Hectares (3086 Acres)
- Floor Area: 337,000 m² (3,627,000 Sq Ft)

Leased In Assets

- Properties 29
- Rent Paid £430,000
- Rent Income £290,000
- Capital Value: £14m
- Site Area: 39 Hectares (96 Acres)
- Floor Area: 6,804 m² (73,000 Sq Ft)

The Property Portfolio includes:

2.1 Investment Property

The Investment portfolio comprises some 234 properties in three primary groupings the first substantially city centre and retail biased, the second retail shops serving the City's housing estates and the third agricultural and land assets primarily just outside the city boundary, alongside a smaller number of other property types and locations. The portfolio is in its entirety Oxford focussed.

Investments Assets are held and managed primarily for financial return, both capital and revenue, and the Council monitors and reports upon their performance on an Annual basis.

Notwithstanding the focus on financial return many properties do have a socio economic component to them, such as The Covered Market, which alongside its financial returns is a key landmark and significant heritage asset which also generates significant social value. In considering its portfolio the Council will have regard to the social benefit also generated by its assets.

The portfolio generates income in excess of £11m pa which provides significant and substantial support to the delivery of service by the Council.

2.2 Non-Investment Property

These can be broken down into Operational and Socio Economic property i.e. those properties held and used specifically for service delivery and accommodating staff (Operational) and those held for the benefit of the community such as Community Centres, Allotments, Sports and Recreation Facilities, Parks and Amenity Land (Socio Economic).

2.2.1 Operational Property This has been significantly rationalised in to a smaller number of properties (this was one of the principle successes in the previous Plan) (See Section 1) This part of the portfolio now comprises three major sites including two depots and a single office building together with nine other smaller sites. The Town Hall has been rationalised by letting of offices at

No1 St Aldates and is now mainly an events facility and separate profit centre operating under its own business Plan. This lean and efficient operation has reduced operational cost and reduced the Council's carbon footprint.

The Council will continue to review its operational assets to ensure fit with requirements and to explore new opportunities that may be driven by revised working methods and technology and will release space where viable and sustainable rationalisation is possible.

2.2.2 Socio-Economic Property Comprise some 453 properties in two primary groupings. The first, 380 properties is a mix between those held for statutory purposes such as allotments to assets held for the direct delivery of, or supporting the Council's policies arising from its Corporate Plan and other initiatives.

These include amenity land, car parks, cemeteries, community centres, countryside and nature assets, heritage buildings and assets, infrastructure such as bridges roads and pathways, recreation sporting and leisure facilities, and public conveniences.

The second grouping comprises some 73 social partnership properties which are properties largely let where the Council recognises the social value of the occupant/ use or facilities delivered; this includes Citywide Garages (2328 units) as single asset.

The social benefit and value/financial status of all such properties will continue to be reviewed to ensure that all assets are managed towards maximising these benefits.

3.0 Portfolio Objectives

The Council's Corporate Plan 2015 – 2019 (Building a World Class City for Every-one) has identified the following corporate priorities which directly address the needs of our City:

- **A vibrant and sustainable economy:** our ambition: a strong local economy, supported by effective education and training.
- **Meeting housing needs:** our ambition: more affordable high quality housing in Oxford.
- **Strong and 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.
- **Cleaner greener Oxford:** our ambition: a cleaner, greener Oxford: in the city centre, in our neighbourhoods and in all public spaces.
- **An efficient and effective council:** our ambition: a flexible and accessible organisation, delivering high-quality, value-for-money services.

It reaffirms the Council's ambition to make Oxford a 'World class city for all its citizens'. It aims to achieve this by:

- Managing austerity
- Investing for growth
- Shaping the future of our city
- Shaping our neighbourhoods
 - Building more affordable homes
 - Providing high quality community facilities
 - Investing in our young people
 - Preparing people for work
 - Protecting the quality of our neighbourhoods
 - Improving community engagement
- Providing high quality community facilities
- Promoting the growth of enterprise
- Improving Oxford's infrastructure
- Growing a low-carbon economy
- Supporting local businesses
- Increasing availability of land for commercial development

This all shapes the asset management strategy and objectives and alongside the feedback and commentary obtained from our consultation, and review of the risks and change occurring to Oxford have been drawn into five core asset management objectives which direct and build our ambitions and priorities.

Asset Management Objective 1	All property to be well-managed and efficient	• Maximising income and capital receipts • Optimal and effective usage of property • Value for money provided by our property services (risk & return optimisation)
Corporate Plan Linkages Vibrant, sustainable economy -Managing austerity -Investing for growth -Shaping the future of our city -Shaping our neighbourhoods -Providing high quality community facilities -Promoting the growth of enterprise -Improving Oxford's infrastructure -Growing a low-carbon economy -Supporting local businesses -Increasing availability of land for commercial development		Efficient, Effective Council -Strong financial management -Customer first programme -Improving our processes -Better procurement and contract management -Trading and business development - Organisational development
Asset Management Objective 2	Working to address the Housing Crisis in Oxford	• Adding to housing stock • Development opportunities • Promoting affordable housing opportunities
Corporate Plan Linkages Vibrant, sustainable economy -Managing austerity -Investing for Growth -Shaping the future of our City -Shaping our neighbourhoods		Meeting housing needs - More high quality affordable housing - Increased housing for sale and rent - Tackling empty properties - General fund borrowing to invest

Asset Management Objective 3	Working in partnership with others and as One Council	• Maximise synergies with others • Use property jointly with partners • Improved access to customer services • Support communities • Safeguard heritage
Corporate Plan Linkages Vibrant, sustainable economy -Working with LEP -Influencing City Deal opportunities -Improving Infrastructure -Improving Oxford's City centre -Supporting local businesses -Increasing availability of land for commercial development		Strong, Active Communities -Engaging with communities -Consultation and other forms of community engagement -Area forums and community partnerships -Supporting the community and voluntary sectors
Asset Management Objective 4	Reduce carbon footprint and improve sustainability	• Cleaner, Greener • Work alongside Environmental Services • Exploration of funding • Influencing policies
Corporate Plan Linkages Cleaner greener Oxford: -Reduce market waste -Reduce carbon footprint (Council & city) -Transport strategies -Economic, Development & Growth Strategy		Vibrant, sustainable economies -Growing a low carbon economy -Promote through leasing

Asset Management Objective 5	Promote growth and regeneration	• Promote/ undertake development • Consider borrow to invest • Influence other land owners
Corporate Plan Linkages vibrant and sustainable economy: -Shaping future of city through Westgate, Oxpens, Barton, Northern Gateway -Greater Estates -Priority Regeneration areas -Place making Meeting housing needs -More high quality affordable housing - Increased housing for sale and rent - Tackling empty properties - General fund borrowing to invest An efficient and effective council: -Innovative solutions -Consider alternate delivery models		Strong and active communities -Design excellence -Consultation -Invest in new facilities -Health wellbeing and education Cleaner greener Oxford: -Design standards -Promote through leasing

4.0 Performance Measurement

The section above defines the core Property Objectives but it is essential that critical success factors and associated performance indicators with relevant measures are developed and regularly monitored throughout the life of the Plan.

An initial proposal for appropriate and specific measures is outlined below but will be developed further and revised within the annual budget and Medium Term Financial Strategy development to respond and reflect service and financial need and achievability.

The measures have been divided into Core Performance Indicators which are limited in number and measurable and form the primary focus of delivery with a range of secondary indicators and actions many of which do not have measurable outcomes but provide an overall indication of success.

Such measures will form part of an Annual Portfolio Report capturing progress in delivery and performance of the portfolio including income, value and return on investment. It is essential to ensure that the portfolio is future-proofed by forward projections of portfolio performance.

	Critical Success Factor	Core Performance Indicators	Supplementary Indicators
Asset Management Objective 1 <i>All property to be well managed and efficient</i>	- Reduced portfolio running costs (Value for Money) - Growth of sustainable financial contribution, income and value - Optimal and effective usage of property	- Running cost reduced to < 8% of Investment Income by 2020 - Income +6% by 2020 - Value +6% by 2020 - Arrears <3% by 2020 - Return >6% by 2020 - Office utilisation <10%/FTE	- Below CIPFA Benchmarking or similar >2 pa development initiatives - Implementation of Office for Future 3 - Depot rationalisation reviewed - Sustainable Maintenance Programme in place
Asset Management Objective 2 <i>Working to address the housing crisis in Oxford</i>	- Add to housing stock through General Fund activity - Bringing forward residential development opportunities - Consider establishment of Housing Company and other innovative delivery solutions.	To be developed and confirmed once changes in government policy and funding position is known. Significant impacts flowing from need to sell high value HRA properties to fund Housing Association RTB and 1% rent deflator announced by chancellor.	- Delivery of Barton Park >2 pa successful interventions under Empty Homes Strategy
Asset Management Objective 3 <i>Working in partnership with others and as One Council</i>	- Maximise synergies with other providers and landowners - Use property jointly with partners - Improve access to services - Support communities - Safeguard heritage		- Working with LEP, Universities, major land owners - Influencing City Deal opportunities - Improving Infrastructure - Improving Oxford's City centre - Supporting local businesses - Increasing availability of land for commercial development - Community engagement
Asset Management Objective 4 <i>Reduce carbon footprint and improve sustainability</i>	- Sustainability and carbon reduction in development projects - Use of Salix funding - Greener portfolio	3%pa water reduction 40% carbon reduction by 2020 - Zero F/G EPC rated properties by 2020 - New Construction to BREEAM outstanding or excellent	- Consider utilising green lease arrangements on renewals and new lettings where appropriate and possible. - PV installation maximised - Smart metering installed - Consider ISO14001 accreditation
Asset Management Objective 5 <i>Promote growth and regeneration</i>	- Great Estates & Priority areas: Rose Hill, Blackbird Leys & Barton projects - Growth & regeneration including Westgate, Oxpens, Northern Gateway and Barton - Improve transport - Create growth & employment opportunities - Improve health wellbeing and education		- Improved Town Centre trading ranking and indices - Successful delivery of Barton Rose Hill and Blackbird Leys Regeneration - Successful delivery of The Westgate development - Expansion of Seacourt Park and Ride

5.0 Asset Plans

Having set the overall strategy for the Council’s properties aligned to the Council’s priorities and defined the core and supplementary performance measures, these principles have then been distilled down to develop more detailed Action Plans at a property type level which will focus and drive day to day work activity.

The property types can be summarised into the following:

Investment	Operational	Leisure	Amenity
■ Commercial ■ Agricultural ■ Markets ■ Estate Shops	■ Council Offices ■ Council Depots	■ Community Centres ■ Sports Facilities ■ Parks ■ Countryside	■ Amenity /Open Space ■ Car Parks ■ Cemeteries ■ Allotments ■ Heritage ■ Garages ■ Bus Station

In addition we have developed Action Plans for five other areas which are not property specific but apply across the portfolio as follows:

- Surplus Property
- Regeneration and Development
- Carbon Management and Sustainability
- Property Data Management
- Property Health and Safety

The detailed Action Plans along with potential risks are outlined below:

5.1 Investment

239 properties in four property groups

- Commercial Property;
- Agricultural Property;
- Markets; and
- Estate shops.

Annual rental £10.37m - Capital value £161m - Return on Investment 6.45%

Held primarily for financial return (income or capital). Performance has exceeded target rates set by the Council's Treasury Management function.

The Council will continue to review and drive performance of its investments through the new Plan period to achieve performance targets and to provide long term sustainable income to support the Council's service delivery.

To further this focus it is necessary to develop an improved understanding of Portfolio and Property Risk and the development of future looking performance measurement in order to further consider and develop property categorisation into Core, Core + and Dispose which will inform future investment decisions.

Core Properties are those where long term retention is envisaged and are performing well with the priority being to maintain income stream with the minimum level of investment required.

Core + are properties as per Core but where there are potential investment opportunities whether physical (refurbishment/re-development) or through positive management (new lettings/restructure of leases/change of use)

Disposal properties are those that are performing below required levels, are high risk, do not support the long term aim of sustainable income or where disposal may be considered to generate value or release funds for investment elsewhere in the portfolio to enhance income, value, returns, or manage portfolio risk more effectively.

Should funds be raised by disposal it may be appropriate to consider re-investment in direct or indirect property investments (Unit Trusts and other funds) as part of the overall risk management approach agreed with the Head of Finance.

Currently the General Fund operates with zero borrowing but against a background of low interest rates and potentially positive economic outlook the Council will through the Plan period consider whether it is appropriate to borrow for investment to achieve growth and future sustainable increased revenues.

The Council does not intend to broaden its investment base but focus on incremental growth within the existing portfolio or through acquisition of adjacent/ nearby properties where additional synergies may be possible.

There is potential within the portfolio to create capital funding opportunities through securitisation or gearing of assets or creation of other financial products but given the Council's current known funding position and risk appetite it is not considered appropriate to develop or consider such opportunities.

Action

- Review portfolio performance annually through Plan period;
- Develop improved models of portfolio risk and future performance;
- Categorise portfolio into Core, Core+ and Dispose; and
- Develop business Plans for investment within the portfolio

5.1.1 Commercial Property

153 Properties including 97 retail (including shops, restaurants, public houses and shopping centres), 4 industrial, 18 offices, 11 residential and 23 other.

Capital Value £144.63m - Income £8.48m pa - Floor Area 210,567 m²

The Council's Investment in Commercial Property is completely Oxford centric and retail city centre biased with nearly three quarters of value in this category.

This has proved advantageous to the Council through the previous Plan period which has seen substantive uplifts in both rental and capital values.

In the longer term though this is a potential risk as the market responds to impacts of the Westgate Centre development.

Initially this has been seen through shifts out of the existing centre boosting rents in Queen Street and this growth should be consolidated by the pull of the centre moving the prime pitch south west.

In the medium term period there is the possibility of threats to values in Cornmarket as multiple retailers vacate and reposition. Other streets such as George Street which has a high dominance from restaurant and leisure sector and Broad Street focussed on the tourist market are less likely to be impacted although there will be competition from the restaurant and cinema provision in Westgate.

Longer term there is expected to be an expansion of the Oxford retail market with an increased and more varied offering but the Council needs to continuously review and consider how Council properties may be used to manage or influence the change in ways to provide wider strategic benefits to the city centre.

The Council will also where possible attempt to influence landlords and property owners of vacant commercial property in the city centre to bring these back into use and to consider temporary uses such as 'pop up shops' etc so as to assist in maintaining the vitality of the centre notwithstanding the relatively low level of vacancies in Oxford City centre.

The Council will need to continue to review its holdings through the Plan period to ensure the risk profile is managed in line with the Council's appetite for risk balancing this with the need to achieve required financial returns and sustainable income.

Action

- Monitor and review portfolio risk profile and actively and efficiently manage;
- Develop strategy for how the City Council's property can be used to deliver greater diversity and vitality to the city's wider retail offer.
- Drive increase in sustainable income and values.

5.1.2 Agricultural Property

364 Hectares / acres including 4 Farms, long leased farmland, short term grazing land, seasonal lettings and vacant land

Capital Value £3.71M – Income £0.12m

Held as a property investment but with the holdings being small and fragmented they do not compare favourably with the market.

They do though hold potential as “land bank” to develop land for housing or other purposes (subject to Planning consents) or to influence development by others.

A review was undertaken in the previous Plan period and assets classified into ‘Hold’, ‘Dispose’ and ‘Potential Development’.

Hold properties are those providing a secure income stream and where long term opportunities may arise.

Dispose properties are those which are poorly performing, where there is no long term opportunity or where potential liabilities on the council for repair or otherwise can be mitigated through early disposal.

Potential Development properties are those where there may be opportunities in the short to medium term.

Management of the portfolio has been improved with a more consistent and commercial approach being adopted. This will continue to be the focus during the period of the new Asset Management Plan period.

New legislation amending the repair provisions Model Clauses has come into force clarifying responsibilities and adding additional responsibilities to the Landlord and the Council will review its strategy in the light of these implications.

Value added opportunities are long term and are currently constrained by Green Belt policies and in many cases not deliverable unless with agreement from other adjoining land owners.

Action

- Continue to manage in accordance with the previous Agricultural Review implementation Plan subject to further review of impact of new Model clauses;
- Continue management regime improvements;
- On lease renewals or lettings of agricultural land consider the appropriateness of exploring wider options for use including revenue generating opportunities or added social value

5.1.3 Markets

The Council operates a permanent Market (trading seven days a week) within ‘The Covered Market and a weekly casual market trading on Wednesday, Thursday and Saturdays in Gloucester Green.

■ Covered Market

120 trading units – 57 tenants – 2,323 m² trading area

Income - £1.2M - Capital Value £6.3M

One of the most important individual assets within the Investment Property portfolio.

Although the asset is highly valuable in property investment terms, the rationale for ownership extends beyond this providing value to the wider Community, retail and tourist offerings to the City and protection of a heritage building.

A visioning review by external consultants was undertaken during the previous Plan period and implementation of strategies arising is being undertaken in consultation with stakeholders.

A dedicated Markets Manager has been appointed and a Leasing Strategy for the market has been adopted, which provides 'A framework for regulating the tenant mix and locations of each unit for the market to ensure the future commercial success and vibrancy of the market.'

The Council will continue to apply this document to all future leasing decisions and applications for change of use.

In order to further drive improvement to the market and collective activity by all traders and the Council a 'Tenants Handbook – Operational Standards to Maximise Customer Satisfaction' has been prepared and will continue to be developed alongside hands on management activity and building good and effective relationships with the traders.

A significant proportion of leases within the market are aligned in terms of lease renewal dates with these next due in March 2017.

All commercial activities will take into account the wider benefits of the market to the City and the Council will seek solutions to minimise conflict and engender a consensual approach for the benefit of the City, the Council, the Traders and to build a thriving and vibrant market for the benefit of its customers and to ensure the continuing success of this Heritage Property.

Costs of maintaining and running this historic building are high and the Council will review to ensure efficient management commensurate with protecting the heritage and operating an efficient and effective market.

Capital investment will also be considered to enhance and improve the market with each aspect undertaken in consultation with all the markets stakeholders.

Action

- On-going implementation of the Covered Market Leasing Strategy;
- Continue visioning implementation;
- On-going development and updating of 'Tenant Handbook'
- Development of strategy for Lease renewals March 2017;
- Review cost and service delivery; and
- Develop investment Plan.

■ Gloucester Green:

A large mixed use development situated off of George street in the heart of the city centre. Constructed in the 1980's providing a bus station, underground car park, retail, office and residential accommodation around an enclosed public space which is utilised for a casual market on Wednesdays, Thursdays and Saturdays with up to 70+ stall holders per day.

During the previous Plan period the management of the market was tendered and new arrangements put in place for new investment in market stalls and to drive improvement of the market. This has revitalised the market, extended its offering and created a sustainable delivery model for the Council.

Action

- On-going improvement to market offering; and
- Improvement to public realm management.

5.1.4 Estate Shops

**67 lock up shops across the Council's Housing Estates
Income £600k – Capital Value £5M**

Transferred from the Housing Revenue Account to General Fund in 2014 and now forms part of the wider Investment Portfolio.

Whilst this suggests a switch to a more financially driven management regime, the social benefits of local shops within the Housing Estates are identified as significant and the Council will continue to consider this to ensure that the portfolio supports the Council's wider social initiatives where relevant and appropriate.

The Council will seek to support an appropriate tenant mix in each parade, to promote viable businesses and provide appropriate facilities to the community they serve and focus on a healthy offering, quality products and provision of some fresh produce where possible.

Action

- Continue effective management
- Have regard to social benefits and
- Drive improvements to offer where possible

Investment Portfolio Risks

- Oxford and retail centric portfolio adversely impacted by market change and development.
- Covered Market lease renewals protracted and creating unfavourable publicity.
- Government policy change resulting in detrimental impacts to Council's budgets and funding provision

5.2 Operational

5.2.1 Council Offices

4 Properties plus additional space in Horspath depot

Floor Space: 6410 m² – Staff: 623 – Occupancy: 10.2 m²/Person

Space occupancy reduced and consolidated through the previous Plan period under Offices for the Future 2 programme. Staff now primarily at St Aldate's Chambers and within its Direct Services Depot operation at Horspath, limited accommodation within the Town Hall, an outlying customer service centre in Cowley and proposed parking operations facility at Oxpens.

Space released has allowed subletting of some 6000 sq. ft. within the Town Hall to a third party Serviced Office operator alongside the continuing growth of its events activities. The Serviced Offices have proved extremely successful since opening in 2014 and add to the success of the business model for the Town Hall.

The Council will continue to explore all opportunities for continued space efficiencies, value enhancements, revenue cost savings and future flexibility: for example recently it acquired the former leasehold interests of St Aldate's Chambers and Horspath resulting in additional revenue savings of over £400,000 pa.

The Council will continue to drive this agenda in pursuant of flexible and imaginative use of office accommodation space especially given the growth in technology and its impact upon the work-force for service delivery.

Changes in working practices including technology likely to result in improvement in space utilisation. Opportunities for sharing and combining spaces with other partners will be explored where these can deliver improved service, working environment or synergies of operation promoting the 'One Council' ethos of working.

Action

- Implementation of Office for the Future 3 delivery programme;
- Further rationalisation of non-city centre offices and depot ancillary offices;
- Oxford Town Hall business Plan and programme; and
- Review Business Continuity Plan recovery.

5.2.2 Council Depots and Workshops

2 Major sites, 3 parks depots, 5 minor assets - meeting location and site specific needs

Floor space: 12,542 m² – Capital Value: £6m

Depots were substantially rationalised through the previous Plan period with a number of site disposals. The previous Plan identified a need to consider potential for rationalisation/ relocation of the two primary Depots but feasibility studies undertaken did not identify a financially viable business case.

The Council will continue to review its depot operation and will undertake a detailed bottom up review from first principles to identify precise requirements that arise from the needs of service delivery and the Direct Services market focus to identify whether there is scope to develop a viable business case.

Action

- Review depot operation and develop business case for rationalisation/relocation.

Operational Property Risks

- Concentration onto reduced number of sites increases Business Continuity Risks.
- Impact of technology change and changed working practices adversely impacts fitness for purpose of accommodation.

5.3 LEISURE

5.3.1 Community Centres

18 Centres on 0.96 Hectares providing 12122 m² of floor space

Capital Value £13.6M

A Community Centre Strategy Review is being undertaken in 2015 and will contain a review of needs and catchment areas and criteria for offering leases.

A repair and maintenance shortfall of £1.6M has been identified and will be addressed through the Plan period.

The Council will continue to review identify and promote opportunities to increase the social benefits delivered from its community centre properties.

Action

- Community Centre Strategy Review to be completed and implemented;
- Leasing arrangements to be put in place as per strategy criteria; and
- Maintenance shortfall to be addressed to deliver fit for purpose portfolio.

5.3.2 Sports Facilities, Recreation Grounds and Play areas

9 Primary Assets on 6 sites including 4 Swimming pools (three indoor and one outdoor), 1 Ice Rink, 3 Leisure Centres and 1 Athletics Ground providing some 11,334 m² of floor space on 24 Hectares / acres

75 other recreation facilities including sports pitches (grass and all weather), tennis courts, bowls pitches, street sports areas, play areas and playgrounds with some 3066 m² of floor space on 97 Hectares / acres. In total there are 87 Playgrounds across all city sites including parks.

Capital Value £25.1M

A Draft Leisure and Wellbeing Strategy is to be adopted during 2015.

The broad thrust of this is to enhance and improve facilities and participation levels alongside reducing user subsidies to zero in the Plan period.

No new development is envisaged but a number of sites will see investment and expansion and provision of new facilities.

Ferry Leisure Centre adjoins Diamond Place for which the council has issued a Supplementary Planning document to promote re-development of the area on a mixed use basis. This provides for potential improvement/ expansion of the leisure facilities possibly in conjunction with new community facilities, entrance and Health Centre.

Delivery of services at the primary facilities is through a partnership contract with Fusion Lifestyle which has been extended to 2024. Under this arrangement the Council leases facilities to the company who deliver the services.

No change to these arrangements is envisaged in the Plan period.

Sports and Playing Pitch provision will be managed and delivered in accord with the 2012-2026 Playing Pitch Strategy. Here again this is largely about improving and modernising facilities including completion of a major pavilions investment programme.

Carbon usage of facilities such as the Ice Rink and Outdoor Pool are high and initiatives will be pursued to reduce and manage energy more effectively.

The Council will continue to review identify and promote opportunities within the sports and Leisure portfolio to increase the social benefits delivered.

Action

- Leisure and Well Being Strategy implemented;
- Playing Pitch Strategy implemented including completion of pavilions investment;
- Carbon reduction and management delivered; and
- Pavilion model lease to be developed and implemented.

5.3.3 Parks, nature reserves, countryside areas, amenity land and open space

178 assets totalling 616 Hectares / acres including 7 large city parks, 26 local parks, 22 neighbourhood parks, 28 countryside and nature reserve properties including Shotover Country Park east of the City and Port Meadow in north Oxford and other smaller areas of open space and amenity land including riverside and mooring assets, towpaths and gardens.

The Council acknowledges the significant value to the community generated by its Parks, Nature Reserves and Countryside areas.

These areas are largely held by the Council as public assets for the benefit of the community alongside the protection of sites of scientific interest, conservation/ preservation of wildlife, natural habitat and flora/fauna of the area together with protection of the setting and environment of Oxford.

These are a valuable resource which the Council will continue to maintain in an effective and efficient manner seeking opportunities to enhance wherever possible.

The Council will also continue to work with other landowners and influential bodies such as Natural England, Oxford Preservation Trust, and Environment Agency for the benefit of the wider Oxford community together with community groups who assist in managing the areas.

The Council will continue to adopt a flexible management approach wherever possible to maximise the social benefits generated.

Action:

- Work with partners; and
- Consider opportunities in the parks portfolio to increase the social benefits generated.

Leisure Portfolio Risks

- Community centre strategy review not completed or implementation not delivered
- Failure to work appropriately with partners
- Potential opportunities not exploited
- Quality of holdings deteriorate

5.4 Amenity

5.4.1 Allotments

29 Open allotments, 27 Freehold & 2 Leased in

Provision > one plot per 125 head of population

The Council's current operational model has devolved responsibility to Allotment Associations, who administer and take responsibility for letting individual plots to members. This has created an efficient management structure with a community focus and ensures the Council is able to deliver its core responsibilities and statutory duties.

The Council acknowledges the substantial benefits of Allotment provision in terms of sustainability, health and well-being.

During 2015 the Council implemented and agreed reviews of the rentals charged to Allotment Associations in accordance with the lease terms to achieve a more consistent approach between sites.

Continued review will be undertaken during the Plan period to ensure on-going fitness for purpose and where appropriate consideration of alternative and innovative delivery models.

The Council will continue to adopt a flexible management approach wherever possible to maximise the social benefits generated.

Action

- Review of operating model to ensure fitness for purpose during the period of the AMP; and
- Consider opportunities in the allotments portfolio to increase the social surplus generated.

5.4.2 Car Parks

14 public car parks including 3 Park and Rides, 1 decked, 1 underground and 9 surface car parks (excluding car parking in parks)

4296 public spaces including 702 City Centre and 3023 Park & ride Spaces

Gross Revenue >£7.1M

The car parking offer of the city is evolving and changing in response to development proposals and activities and car usage.

1300 spaces were lost to accommodate Westgate redevelopment. Partially compensated by additional deck at Oxpens (January 2015) providing 200 spaces.

Former Coach Parking provision at Oxpens relocated to Redbridge Park and Ride to support the maintenance of parking provision during the Westgate development. During the adoption of this AMP period a new underground car park within the new Westgate Shopping Scheme will open (due late 2017).

The Council's second multi storey car park at Barns Road adjacent to the Templar's Square shopping centre was held leasehold and was surrendered to the landlord during 2015 as part of wider plans by the landlord for development at Templar's Square and reflecting the low usage and over provision of car parking around the centre.

Adequate vehicle parking provision in the city is one of the components of the wider transport issues of the city which often results in severe congestion on all routes into the

city at peak times forming excessive strain on the infrastructure and roads.

As a result a new 'Oxfordshire Transport Strategy' is being developed by Oxfordshire County Council: Oxford City Council issued its Oxford Transportation Strategy Consultation Response in April 2015.

Key directions of travel indicate an increasing modal shift towards cycling and walking, improvements to park-and-ride facilities either on existing sites or via new site provisions, reduced and 'low traffic' city centre, increased pedestrianisation, consolidation and reduction in city centre parking with charging structures to reflect these policies which will deter long term parking schemes and promote alternate modes of travel.

The Council in managing its car park holdings will need to be agile and proactive in order to respond to the changes proposed. Where there are potential commercial opportunities within the portfolio the Council will explore these opportunities in pursuit of its Corporate priorities for housing and regeneration, provided that this is consistent with the broader objectives for the car park portfolio and the wider transport strategy.

Actions

- Expansion of Seacourt Park-and-Ride capacity and facilities;
- Investment in city centre and non-city centre car parks; and
- Consider all commercial opportunities to advance the Council's corporate priorities.

5.4.3 Cemeteries

4 Cemeteries on 15.49 Hectares (acres) with 465 m² (XX sf) of buildings including chapels of rest and other buildings

Only the cemeteries at Wolvercote and Botley are open for new burials but they are predicted to be closed for new burials between 2018/21 and 2021/24 respectively.

The Council will review its current policies for grave re-use and fees and charges to protect its ability to continue to make provision of this service.

Additionally the Council is committed to finding new provision(s) of Cemetery space to meet demand and requirements for the future and is currently investigating a number of potential sites within the AMP period both within and outside of its current portfolio and land holdings.

Given land constraints within the City provision may well need to be outside the current City boundaries and there will be a need to work together with adjoining Council's with regard to any development proposals.

Consideration may be given to use of Compulsory Purchase powers to secure land if this is not possible by negotiation.

Action

- Review policies for grave re-use and charging; and
- Identify and develop new cemetery site to meet requirements.

5.4.4 Garages

2328 garages and car spaces - Income >£900k pa - Value £9.4M

27,871 m² (XXsf.) of floor space on approx. 4.86 Hectares (XX acres) of land

The Council will continue to provide essential garage and car parking spaces for the benefit of its council house tenants. However it is considered that there may be opportunities to introduce a more commercial approach to the letting of garages/car

spaces and provision for increased income has been provided for within budget setting. It is also appropriate to explore potential development opportunities especially residential schemes to maximise benefit from these sites.

Actions

- A review of rents charged and alignment of rents charged to non-council tenants with the prevailing market levels; and
- A review of garage sites to promote opportunities for development.

5.4.5 Heritage and Environment

■ Heritage Buildings

The Council has significant land and building holdings in key parts of the City Centre and elsewhere in the City. In some cases this property not only supports the Council in delivering its services or supporting its budgets but also it contributes to the historic and/or environmental fabric of the City.

In managing and reviewing its property holdings the Council will be mindful of this and where it considers that the historic or environmental fabric of the City may be prejudiced unless it continues its ownership, it will retain and invest in its ownership.

The Council has five heritage assets including parts of the historic city wall and the historic Carfax Tower which remains the highest building in the city centre and in addition maintains a number of other monuments across the city without necessarily land ownership.

The Council will continue to actively maintain and manage its heritage assets for the benefit of the community.

Action

- Consider heritage implications in all property activities; and
- Manage and maintain heritage buildings effectively.

■ Heritage Assets

In addition to buildings the council holds an extensive range of other heritage assets including the Council's Plate Room Silver along with the Ceremonial Mace, Antique Furniture, Civic Regalia, Antique Firearms and Pictures, Drawings and Artwork.

These are primarily displayed or available to view in the Town Hall and have been professionally valued at over £2m.

The Council will continue to ensure their security and maintenance as appropriate to secure their long term future and acknowledges their value to the community as part of the heritage and history of the City.

Action

- Ensure security and maintenance to ensure long term future of assets.

Risks Amenity Portfolio

- Inappropriate and inefficient allotment model.
- Car parking provision insufficient to support city needs.
- Disagreement/inappropriate transport policies impacting on the Council's Plans and assets.
- Suitable site for Cemetery not available.
- Heritage buildings and assets not suitably maintained.

5.5 SURPLUS PROPERTY

The council has been very successful in minimising its surplus property stock either by disposal or by letting and currently has only seven assets falling into this category: less than one third of one per cent of the Council's stock.

Of these seven sites three are subject to restrictive covenants with Oxford Preservation Trust preventing alternative use, two are subject to conditional development agreements with third parties, one is subject to on-going negotiations and only one is vacant.

Action

- Continue to proactively manage surplus property to minimise and mitigate cost impacts at earliest opportunity.

5.6 DEVELOPMENT and REGENERATION ASSETS

The council has almost 700 assets covering over 1214 Hectares of land within the General Fund together with a further approx. 7500 council dwelling and other assets in the HRA and involvement through a joint venture with Grosvenor with the development of some 850 homes and other facilities at Barton.

These substantial assets give the council scope and opportunity to identify and bring forward direct schemes to enhance value or contribute to wider regeneration initiatives or to use its assets to leverage other land and asset owners to unlock potential developments to support delivery of corporate priorities.

A number of schemes are currently at various stages of fruition and developments are outlined below but implementation will deliver substantially against the Council's corporate priorities and provide significant regeneration within the City.

Current initiatives include:

- Barton – housing led redevelopment delivered through a public / private Joint Venture vehicle
- Northway – housing and community facilities delivered through private sector development
- Cowley - housing and community facilities delivered through private sector development
- Westgate Shopping Centre Redevelopment – City Centre retail and leisure extension and redevelopment to the shopping centre providing in excess of £500m of private sector investment;
- Blackbird Leys – regeneration of central and public realm areas and provision of much needed affordable housing;
Rosehill – regeneration of central and public realm areas and provision of much needed affordable housing;
- Barton – regeneration of central and public realm areas and provision of much needed affordable housing;
- Oxpens – Commercial and residential mixed use regeneration project to the edge of the City Centre.
- Northern Gateway
- Diamond Place
- Gloucester Green
- Templars Square
- Land for affordable home development

The Council will look at the potential for General Fund borrowing in order to invest in its existing portfolio or adjacent/ nearby properties where additional synergies may be possible to bring forward development initiatives to drive , sustainable value and income, economic growth, job creation, housing provision, and social benefit. Use of innovative delivery structures, separate companies, partnerships, joint ventures or direct investment may be appropriate.

Consideration will be given to the potential to leverage or influence third parties, though use of the Council's property portfolio to bring about wider development and regeneration.

The scope for such activity and areas for investment are not limited and could include consideration of building houses for sale and for rent as part of initiatives to improve tenure mix within the City or maximisation of returns to support the Council's wider corporate priorities.

Action

- Delivery of Barton;
- Delivery of Westgate;
- Blackbird Leys regeneration strategy;
- Rosehill completion;
- React to externally produced regeneration and change;
- Work closely with partners for influencing regeneration although not necessarily utilising property assets:
- Review and explore potential for borrowing for investment in existing portfolio; and
- Implement programme, if viable and appropriate.

Development and Regeneration Risks

- Capability and resource insufficient to deliver.
- Funding and capital availability insufficient to deliver.
- Partners ineffective in delivery.
- Government policy and funding changes impacting ability to deliver.

5.7 CARBON MANAGEMENT and SUSTAINABILITY

The Council is fully committed to reducing carbon and improving sustainability across its property portfolio and corporately has set challenging targets which have been incorporated into the performance measures in this Plan.

For its operational portfolio and new build and other construction projects the Council will implement appropriate measures to drive this commitment and will draw on Salix funding where business cases can be built.

It is though more difficult to achieve change and improvement in its investment portfolio where much of the control is with the leasehold tenants under the terms of their leases. The council will though, where it undertakes works, consider the viability of including appropriate measures within the projects where this is justified given the investment strategy for the property.

The Council will also attempt to influence and leverage tenants to improve Carbon Management and Sustainability through its Landlord relationship with them. This potential may be enhanced by introducing 'Green Leases' when undertaking new lettings but there is a need to investigate the viability and benefits of such a solution.

Energy Performance Certification ranks properties from A (the best) to G (the poorest) and is required on all disposals or letting of property to inform and assist the buyer/occupant.

In 2018 changes to the regulations may lead to properties in the lowest two ratings (F&G) not being lettable.

The Council will review the viability of undertaking EPC surveys across the lettable portfolio in order to identify the scale/quantum of any shortfall in ratings and plan improvements where appropriate given the investment strategy for the property.

Such activity would not only drive improved Carbon Management and Sustainability but could provide leadership to others in Oxford through the Low Carbon Oxford Partnership. It may also position the Council to take advantage of non-domestic Green Deal if and when this is brought forward by the government.

Further areas to be reviewed and considered include:

- Provision of Heat Networks
- Maximisation of PV and other renewable energy systems within the Council's property stock
- All development to BREAM Outstanding or Excellent
- Installation of Smart Metering
- Early consideration of energy/carbon impacts/Salix potential in all projects
- Water reduction targets for operational buildings
- Improved energy bill and payment processes
- Procurement of building energy – gas, electricity, woodchip and water from 2017 when the market is liberalised
- Generation of on-site energy through renewable energy technology
- Maximising benefit through use of Salix/Salix plus energy efficiency revolving loan funds
- Use of whole-life costing in any decisions that impact Council energy and water cost.

Action

- Implement Carbon Management and Sustainability initiatives in all projects where viable business case
- Consider utilising green lease arrangements on renewals and new lettings where appropriate and possible
- Investigate and review viability of undertaking EPC surveys on let portfolio
- Review and investigate the further areas and measures outlined

5.8 PROPERTY DATA MANAGEMENT

Effective data management is essential in order to manage the portfolio and the Council is fully committed to investing and maintaining appropriate data systems in this regard.

Extensive data checking and validation has been undertaken during the previous Plan period to ensure accuracy and quality and the next steps in development are to expand and improve data in the areas of maintenance and insurance and reports from the system in order to further enhance the efficiency of Asset Management delivery and management.

The council is further fully committed to government initiatives on Transparency and its

E-Pims system which provide for portfolio data to be publically available and relevant information will be available on the Council's website.

Action

- Develop increased functionality relating to Maintenance ,insurance, vacant space and use
- Improve reporting capability
- Deliver requirements for Transparency and E-Pims

5.9 PROPERTY HEALTH AND SAFETY

The Council is fully committed to meeting its statutory obligations and requirements in relation to Property Health and Safety in its General Fund portfolio. This is underpinned by regular inspection of property to identify issues, defects and potential risks to Health and Safety and programmes of maintenance and repair alongside certification of gas, electric and fire safety risk assessment where responsibilities fall to the C.

The Council further reminds third party tenants of their responsibilities and requests information and documentation to substantiate compliance.

The Council as Landlord cannot enforce provision of such data or compliance but through this mechanism can identify High Risk properties and cases where non-compliance may exist and adjust its own activities appropriately where possible.

Action

- Regular inspection and maintenance regime in place
- Continuing review of tenant compliance

6.0 Capital Programme

The management and planning of the Council's capital programme is undertaken by the Corporate Asset Management and Capital Board (CAMAB). This Board oversees capital funding, capital expenditure, disposal programmes, prudential borrowing and funding strategy together with oversight of the capital bidding and business case development processes.

To ensure a consistent and structured approach and an appropriate level of project management is applied to drive timescales delivery and cost the council has introduced a 'Gateway' process which helps the management of and is mandatory for all projects over £100k.

This has resulted in a much improved oversight and control through a series of approval gateways at inception, feasibility, procurement, implementation and completion and parallel financial reporting and monitoring.

The Capital Budget currently allocates some £35m of expenditure over the four year period 2015/16 to 2018/19 within the General Fund which is funded from existing resources and incomes with no borrowing.

	2015/16	2016/17	2017/18	2018/19
General Fund	£17,907,999.00	£7,592,330.00	£5,371,000.00	£4,413,500.00

In the event that viable business plans for investment in excess of these levels the Council will need to consider whether this is funded from increased revenues, disposals, borrowing or other financial instruments.

7.0 Asset Condition / Planned Maintenance

The previous Plan ranked the condition of operational assets under four headings Good, Satisfactory, Poor and Bad and set targets to achieve 50% of properties within Good and Satisfactory.

Significant progress with addressing a back log of maintenance has been achieved as a result of the additional funding allocated through the previous Plan period and on-going rationalisation and disposal of surplus space so that the operational portfolio is now 100% within the target categories.

The survey and ranking process has now been extended to the whole portfolio and current status is as shown in the table below.

Assets Ranked by Condition

Designation	Definition	Floor Area (m ²)	No of Assets	%
Good	Properties performing as intended and operating efficiently	49,788	172	19
Satisfactory	Properties performing as intended but showing minor deterioration	186,049	641	71
Poor	Properties showing major defects and or not operating as intended	26,204	90	10
Bad	Life expired and or serious risk of imminent failure.	0	0	0

The Council's Maintenance strategy during the Plan period will be

1. Operational properties that will be required for the foreseeable future and running costs are at acceptable levels will be maintained on a planned basis to achieve and maintain a good rating alongside consideration to improvement works to reduce revenue costs, carbon management and sustainability.
2. Operational properties that will be required for the foreseeable future but where running costs are above acceptable levels will be maintained on a planned basis to maintain a Satisfactory rating alongside consideration to improvement and works to reduce revenue costs of the building where a viable business case can be made to reduce these to within acceptable figures.
3. Operational properties that do not meet future defined requirements but where revenue costs are acceptable for short term retention will be maintained at minimum maintenance levels (i.e. health and safety/wind and watertight, legislative and contractual requirements).
4. Operational properties not required for the future, shall, if temporarily occupied by the Council, be maintained at minimum maintenance levels consistent with their expected life, or, where vacant, to meet legal requirements and to preserve value, if appropriate.
5. Investment properties will be classified into Hold, Invest and Dispose and maintenance strategy as follows:

Hold - maintained at a minimum of satisfactory rating commensurate with maximising income and value and tenant retention where appropriate.

Dispose - maintained at a minimum of satisfactory and to preserve value.

Invest – maintained to good rating commensurate with maximising income and value and tenant retention where appropriate and consider improvements that are value enhancing or improve carbon management or sustainability.

To align with this strategy funding has been included in the capital and revenue budgets as follows and providing some £3.5m over four years

2015/16	2016/17	2017/18	2018/19
£1,403,060	£750,060	£674,060	£674,064

8.0 Running Costs

The Council's Environmental and Sustainability Team is capturing data on core environmental running costs and has clear targets for reduction in CO² emissions, energy, water consumption and waste disposal which are under the oversight of the Council's Cleaner Greener Board.

There is scope and opportunity to integrate this environmental data with other property running costs alongside staff and operational costs in managing the portfolio to profile and understand total costs on a property by property basis. In order to better inform decisions on hold, dispose, invest strategies and establish true return on investment and to drive improvement and efficiencies through targeted investment.

This is not a simple or easy process and few organisations have achieved full transparency and understanding of costs and development will be undertaken on a slow step by step approach so as not to overstretch or burden existing resource levels.

Appendix 1 General Fund Property Data

Appendix 2 Risk Register

Appendix 2 Action Plan

Appendix 3 References

Freehold Portfolio

	Investment Assets		Non-Investment Assets		Total
	Short Lease out	Long Lease Out	Operational	Socio Economic	
No.	181	57	11	426	675
Site Area	389 Hectares	21 Hectares	5 Hectares	834 Hectares	1249 Hectares
Floor Area	35,314 m ²	185,596 m ²	19,169 m ²	97,030 m ²	337,108 m ²
Value	£85.92M	£71.86M	£11.98M	£91.91M	£261.67M
Income	£6.81M	£3.22M	£81.5K	£1.72M	£11.83M
Yield	7.9%				

Leasehold Portfolio

	Investment Assets		Non-Investment Assets		Total
	Short Lease out	Long Lease Out	Operational	Socio Economic	
No.	1		3	25	29
Site Area	0.19 Hectares		0.18 Hectares	38.48 Hectares	38.85 Hectares
Floor Area	1,843 m ²		4,198 m ²	763 m ²	6,804 m ²
Value	£3.12m		£8.3M	£2.64M	£14.07M
Income	£0.29M		-	£0.5k	£0.29M
Rent Paid	£0.4k		£34k	£393k	£427k

INVESTMENT PORTFOLIO							
Category	Type	No.	Site Area (Ha)	Floor Area (m ²)	Value	Income	YIELD
Prime	Retail (City Centre)	62	5.47	31,788	£56.3m	£3.39m	6.87%
Secondary	Retail (Other)	11	0.51	2303	£1.65m	£0.102m	9.55%
Tertiary	Retail (Estates)	67	0.96	5807	£5.06m	£0.59m	11.66%
Prime	Shopping Centres ¹	3	7.18	117,150	£58.94m	£3.56m	6.04%
Prime	Restaurants/ PH (City Centre)	19	0.38	6,378	£13.68m	£1.12m	7.44%
Prime/ Secondary	Restaurants/ PH (Other)	3	0.59	603	£0.6m	£0.05m	10.64%
Tertiary	Restaurants/ PH (Estates)	1	0.3	471	£0.04m	£0.001m	-
Secondary	Offices (City Centre)	14	2.05	28,478	£5.81m	£0.5m	8.67%
Secondary	Offices (Other)	4	6.27	11,862	£2.59m	£0.14m	7.02%
Secondary	Industrial	5	0.32	1,564	£0.84m	£0.077m	9.13%
Secondary	Leisure	3	0.49	1,159	£0.39m	£0.032m	8.2%
Prime/ Secondary	Hotels	2	0.06	764	£1.46m	£0.1m	7.26%
Prime	Arts (Theatre/ Cinema/)	2	0.26	3,166	£3.28m	£0.25m	7.63%
Secondary	Agriculture	15	364.4	2,732	£3.71m	£0.12m	3.1%
Prime	Residential	11	0.6	3,858	£3.95m	£0.22m	6.19%
Prime/ Secondary	Other	17	19.59	4,672	£2.59m	£0.12m	4.55%
	TOTAL	239	409.43	222,755	£160.89m	£10.37m	6.45%

NON INVESTMENT PORTFOLIO - OPERATIONAL							
Category	Type	No.	Site Area (Ha)	Floor Area (m ²)	Value	Income	Rent Paid
Prime/Secondary	Offices ²	4	0.56	10,834	£14.3m	£0.08m	£0.02m
Prime/Secondary	Depots/Workshops	10	4.42	12533	£5.98m	-	£0.01m
	Total	14	4.98	23,367	£20.28	£0.08m	£0.03m

NON INVESTMENT PORTFOLIO – SOCIO ECONOMIC							
	Type	No.	Site Area (Ha)	Floor Area (m ²)	Value	Income	Rent Paid
	Allotments	31	69.27	481	£0.16m	£0.01m	£0.001m
	Cemeteries	4	15.53	470	£0.46m	-	-
	Community Centres	18	2.37	12,122	£13.66m	£0.02m	-
	Car Parks ³	16	14.18	304	£21.36m	£0.16m	£0.39m
	Heritage Buildings ⁴	5	0.08	299	£1.03m	0.002	-
	Heritage Assets ⁵	5	-	-	£2.39m	-	-
	Infrastructure ⁶	17	2.59	-	£0.11m	-	-
	Land and Open Spaces	144	249.14	-	£0.25m	£0.06m	£0.03m
	Parks, Nature Reserves and Countryside	34	367	1,260	£1.04m	-	-
	Public Conveniences	17	0.13	545	£1.04m	-	-
	Recreation Grounds and Play Areas	75	97.72	3123	£2.81m	-	£0.001m
	Social Partnership ⁷	72	25.19	67,227	£21.97m	£1.47m	£0.001m
	Sports and Leisure Facilities	6	24.31	11,371	£26.65m	£0.001m	-
	Surplus ⁸	7	4.67	1733	£1.64m	-	-
	Total	451	872.18	98,935	£94.57m	£1.72m	£0.42m

Notes:

- 1 Recognises three shopping centres Westgate, Templars Square and Covered Market
- 2 Includes Town Hall with a gross area of 6689 m². but of this:
 - 155 m² is occupied offices
 - 572 m² is let offices
 - remainder is meeting rooms, a museum and a café. All operate under their own business plan and as a profit centre rather than as a fully operational area.
- 3 Includes Gloucester Green Bus station and licence fee income from Bus companies. Income quoted does not include income from public parking charges.
- 4 Excludes St Giles War Memorial and St Michaels Marston War Memorial both maintained by Council but on sites where the Council does not have registered ownership. Excludes income from Carfax Tower which is operated and managed by a third party on behalf of the council.
- 5 Five asset groups covering the Council's Plate Room Silver including the Ceremonial Mace, Antique Furniture, Civic Regalia, Antique Firearms and Pictures, Drawings and Artwork owned by the Council and principally displayed in the Town Hall
- 6 Includes bridges, footpaths and roads owned and maintained by the Council
- 7 Largely let properties where the Council recognises the Social Value of the occupant, use or facilities delivered. Includes Citywide Garages (2328 units) as single asset.
- 8 Of the seven sites, three are subject to restrictive covenants with Oxford Preservation Trust preventing alternative use, two are subject to conditional development agreements with third parties, one is subject to on-going negotiations and one is vacant.

Corporate Property Asset Management Protocols

- 1.0 Introduction
- 2.0 Purpose of asset management protocols
- 3.0 Links to corporate priorities
- 4.0 The Council's role as a property owner
- 5.0 Acquisitions, Investment and Capital spend
- 6.0 Disposals
- 7.0 Development/regeneration
- 8.0 Letting and tenant mix strategy (excluding Covered Market "Leasing Strategy")
- 9.0 Covered Market Leasing Strategy
- 10.0 Community lettings
- 11.0 Environmental impact
- 12.0 Restrictive covenants
- 13.0 Landlord's consent
- 14.0 Service charges
- 15.0 Insurance
- 16.0 Health and Safety
- 17.0 Rent arrears
- 18.0 Repairs and maintenance
- 19.0 Rent reviews and lease renewals
- 20.0 Dilapidations
- 21.0 Tenancy associations
- 22.0 Commercialisation opportunities
- 23.0 Valuation
- 24.0 Property Subsidisation
- 25.0 Equality and Diversity

1.0 Introduction

- 1.1 The purpose of the Asset Management Plan 2015/2020 is to provide a framework for the strategic management of the Council's General Fund assets as a Corporate Resource. Its aim is to set out the Council's vision, aspirations and objectives for its portfolio, and outlines an Action Plan for how it aims to achieve these outcomes.

2.0 Purpose of Asset Management Protocols

- 2.1 The Asset Management Protocols will provide a consistent framework of values to determine and shape how the Council implements the Asset Management Plan 2015/2020.
- 2.2 These Asset Management Protocols will define detailed areas of asset management activity, which will provide an insight into the corporate approach adopted in the management of the council property portfolio.

3.0 Links to Corporate Priorities

- 3.1 The Asset Management Protocols will consist of generic objectives and practices that are aligned to a private sector "institutional" or corporate owner and occupier of property assets. However in addition, the protocols will reflect the historic legacy, local circumstances, the community and social role of the council and the corporate priorities of the council.
- 3.2 The Asset Management Protocols also reflect wider trends and central government policy. These will evolve and be reflected in refinements to the Asset Management Protocols over time. The key external influences that have been reflected in this policy area:
- Promotion of access to public services
 - Value For Money
 - Good governance principles
 - The Capital and Investment Strategy – Prudential Accounting
 - The E Government agenda
 - The efficiency savings requirements
 - Support of partnering, collaboration, third sector and multi-agency approaches across various services
 - Promotion of overall socio-economic well-being
 - Regeneration, renaissance and growth
 - Welfare change
 - Funding pressures
 - City Deal

4.0 The Council's Role as a Property Owner

- 4.1 Beyond its scale and cost, the Council's property portfolio is significant also in the impact it makes on the City's economy and environment. The quality and condition of Council properties makes an important impact on the environment.
- 4.2 Under-used or vacant property represents an actual as well as opportunity cost to the Council. Also, by under-exploiting a scarce land asset, under-used or vacant property often prevents another more beneficial use or form of development from taking place.
- 4.3 The Council recognises the importance of indirect as well as direct costs of holding under-used property assets and is committed to a continuous process of property review to monitor and promote opportunities for identifying and releasing surplus property.

- 4.4 The requirement for property as a resource does not necessitate its ownership and the Council should similarly consider alternative tenure options within the context of its corporate financing strategy.

5.0 Acquisition, Investment and Capital Spend

5.1 Operational and Service Requirement

Land and property interests will only be considered for acquisition if, after consultation, the following circumstances apply:

- The acquisition will make a positive contribution to the current delivery of Council services.
- All other methods for the delivery of this service have been investigated and a full Property Options Appraisal has been undertaken which highlights this acquisition route as the most economically advantageous and efficient method of service delivery.

In addition to the above, the following circumstances may apply:

- The acquisition of the interest has potential for future strategic regeneration and/or redevelopment purposes in pursuit of the Community Strategy or Council Strategic aims and priorities.
- No other available land and property asset can provide a more cost effective and/or efficient point of service delivery.
- There is an adopted Council Plan/policy/strategy, with resources identified, which will bring the land or property into beneficial use in the foreseeable future.
- There is potential for advantageous shared use.
- The investment in land and buildings is used as a part of a wider treasury management function for the allocation of capital to provide an investment/revenue return to support front line services. Any investment decision would meet target hurdle rates of return appraised using discounted cash flow/internal rates of return methodology.

5.2 Compulsory Purchase

The Council has powers to acquire land and property by use of Compulsory Purchase Powers in order to carry out a function which parliament has decided is in the public interest. Commonly the powers are used to support development of land or to resolve issues with empty property with a view to bringing them back into use. Because of their nature in depriving people of their assets albeit with compensation the Council will not proceed without having considered all other alternatives and obtaining executive board approval in all cases before issuing orders.

Properties acquired under such a process will normally be intended for re-sale either before or after value added activity to achieve the specific goals of the Council unless a viable and credible business case exists otherwise and appropriate funding is available.

The Council will establish and maintain a rolling budget to undertake such activity.

5.3 Investment/Capital Spending

Where the council is considering capital spend or investment the following criteria shall apply:

- Direct investment into new property acquisition for investment return which display the following characteristics:
 - Low risk of tenant default and therefore robust income profile
 - Adequate liquidity of investment
 - Strategic opportunity which complements an existing City Council holding
 - Would protect the income from and value of an existing City council property holding
 - Enhances or contributes to long term revenue of the City Council
 - Forecast Return on Investment (ROI) of more than 4%
 - The prospect of materially enhanced returns – above a ROI of 4% through active asset management
- Direct investment into existing stock held by the City Council where a credible business case exists to add value through:-
 - Incremental Town Planning validation and or
 - Refurbishment and or
 - Redevelopment
- Direct investment into land or property for development or refurbishment
 - Where a credible business case exists to add value and/ or,
 - Appropriate for delivery of other corporate objectives; or
 - Appropriate to achieve long term strategic planning
- Planned Maintenance

The Council has undertaken a baseline Condition Survey to underpin future planning of its maintenance programmes. This is reviewed and budgeted on an elemental basis to develop a prioritised approach to work.

Using this as a base the Council will develop annual programmes of work and will on cyclical basis refresh the condition surveys to maintain an on-going and prioritised five year programme having regard to the buildings significance and the legal statutory and contractual significance and the impact on Health and Safety

The survey programme will ensure adequate information is available each year to inform and populate budgets and ensure appropriate funding.

The portfolio will be categorised on the following criteria

A=Good – Performing as intended and operating efficiently

B=Satisfactory – Performing as intended but showing minor deterioration

C=Poor – Showing major defects and or not operating as intended

D=Bad – life expired and or serious risk of imminent failure

6.0 Disposals

6.1 Land and property will be considered to be surplus or under-used if, following consultation, any of the following statements apply.

That the interest:

- No longer makes a positive contribution to the current delivery of Council services.
- Has no potential for future strategic regeneration and/or redevelopment purposes in pursuit of the Corporate Plan aims and objectives.
- An alternative site can provide a more cost effective and/or efficient point of service delivery.
- The income from the site is below that which could be achieved from:
 - An alternative/more intensive use.
 - Investment of the capital receipt (i.e. uneconomically let)
- Has no potential to re-gear, or otherwise manage the lease in a more economically and advantageous way.
- There is no adopted Council Plan/policy/strategy, with resources identified, which will bring the site into beneficial use in the foreseeable future.
- There is no potential for advantageous shared use.

6.2 Disposals will be managed by Corporate Property as part of a programme to deliver capital receipts targets. These targets will be driven by the Council's wider needs and the potential to release surplus capital inherent in the portfolio. This may lead to the Council's targets being exceeded.

6.3 The Council will, as a matter of general policy, seek to achieve best consideration in all property disposals other than where specific cases can be sustained for sales at less than best consideration. Transfers for community use will normally include the imposition of "community lock out clauses" to ensure the enduring use is for the wider community.

7.0 Development/Regeneration

- In certain cases the Council will hold property interests in anticipation of some wider benefit to be secured through re-development, sometimes for long periods.
- These property interests will be maintained in a secure and safe condition. Where possible, holding costs will be defrayed by securing temporary rental or licence fees.

7.1 The continued holding of these properties usually has an opportunity cost and this is not generally justified where the redevelopment potential is small or remote. Continued justification will need to be substantiated on the basis of specific development proposals and estimated timescales, holding cost and return assumptions

7.2 In pursuance of the Council's Regeneration Strategy it will be appropriate for a Planning brief to be prepared for any land capable of redevelopment to identify the most advantageous use and nature of the redevelopment, and should have the objective of stimulating further regeneration in the locality.

7.3 An evaluation should be carried out in each case, as appropriate, to identify whether additional land should be acquired to enhance the impact and viability of any redevelopment.

7.4 Where the land forms or could form part of a larger redevelopment scheme in private ownership the property can be offered to the owner by private treaty at an appropriate price reflecting beneficial value and subject to positive planning covenants producing additional

benefits for the Regeneration Strategy. Alternatively it may be appropriate in certain circumstances for various forms of joint ventures or joint promotion agreements to be considered.

- 7.5 The Council seeks to achieve regeneration and beneficial change by leadership of redevelopment and stimulation of diversity and quality in employment, service and residential accommodation, to be accomplished through a combination of land ownership and planning powers and processes.

8.0 Letting and Tenant Mix Strategy (excluding the “Covered Market)”

- 8.1 The Council will pursue a commercial letting policy designed to promote efficient management and maintain or enhance asset values and grow income flow, in accordance with the Portfolio Business Plan.
- 8.2 The Council will promote diversity in the retail estate so as to maximise retail opportunities to local residents and visitors, and encourage economic prosperity and vibrancy of the city.
- 8.3 The Council recognises that the prime goal of shops or other retained assets on housing estates and in residential neighbourhoods will often be to provide facilities for residents and because of the significant poverty and deprivation that is present the Council acknowledges that maintaining access to such service provision is important.

This though only one of a number of key drivers impacting these properties including access to the best pricing, creation of employment, improving health, enhancing the local economy and creating vitality and the council will consider all of these in achieving an appropriate tenant mix and these considerations will take precedence over maximisation of tenant income.

- 8.4 The Council will comply with the Government’s ‘*A Code of Practice for Commercial Leases in England and Wales*’ which is designed to offer potential tenants a varied range of tenure options, subject to the principles of good estate management.
- 8.5 The Council will ensure that commercial units are available also to all people in accordance with the Council’s equality and diversity policies. The Council will also provide documentation in a format that is accessible to people with disabilities.

9.0 Covered Market Leasing Strategy

The Council will develop and publish regularly a ‘Leasing Strategy’ for the covered market and all new lettings and applications for consent will be considered in accordance with the adopted ‘Leasing strategy’ document.

10.0 Community Lettings

- 10.1 The Council’s policy is to adopt the principles advocated in the RICS report ‘*Whose Property Is It Anyway?*’ and the findings of the Quirk review. This policy will be supplemented by the contents and principles established by the Localism Act.
- 10.2 The Council recognises the importance of providing support to voluntary organisations that provide services to the community compatible with the Council’s wider objectives and the Community Strategy. Traditionally this support has taken the form of “soft” rental terms on Council properties.
- 10.3 This traditional approach is seen as damaging from three perspectives. First, it promotes under-management by voluntary organisations of important resource costs. Secondly, it

makes it more difficult to perform day to day property management decisions sensibly, for example enforcing repairing covenants. Thirdly, a suppressed rent not only reduces the income receivable but also damages the underlying asset value base of the Council, and the performance analysis and understanding thereof.

- 10.4 The Council's preference will be to let properties on proper commercial lease terms and open market rents on an "arm's length basis", and where appropriate, to replace the hidden rental subsidy with an overt grant subsidy, with appropriate fully offsetting adjustments to budgets. This will also make the Council's overall support to the voluntary sector as a whole more visible and transparent.
- 10.5 Notwithstanding this preference the Council acknowledges a need to be flexible and innovative in terms of leasing and ownership options so as to provide solutions best fitted to individual needs.
- 10.6 The Council will maintain a record of all community and social lettings to ensure transparency

11.0 Environmental Impact

- 11.1 The Council seeks to own and occupy property in an environmentally responsible way with a commitment to reduce carbon emissions in accordance with corporate targets
- 11.2 New buildings should aim to achieve a Building Research Establishment Environmental Assessment Method (BREEAM) assessment of at least "Very Good" and ideally "Excellent", subject to commercial considerations of capital and life cycle cost. All new technologies for new build and retrofit will be considered and where possible prioritised for General Fund assets.
- 11.3 Where buildings are directly managed by the Council all property services i.e. repair and maintenance activity will have due regard to environmental and sustainability considerations and life cycle costing in the design, specification and implementation.
- 11.4 The Council will implement and comply with the Heat Network Regulations 2014 (As amended 2015) in relation to its property assets

- 11.5 The Council will comply with regulations relating to Energy Performance Certificates in relation to its property assets

12.0 Restrictive Covenants

- 12.1 The Council will not seek to breach covenants placed by third parties on its land where still enforceable but will seek to negotiate its modification or removal where appropriate to do so.
- 12.2 In relation to covenants the Council has imposed, it will seek to enforce such covenants where it is rational, sensible and proportional to do so, or, where no longer required, seek payment for its release or partial release where lawful to do so and in accordance with policy and fee/charging schedules to be prepared and agreed.
- 12.3 The principles of such fee and charging schedules are as follows:
- Right to Buy Covenants – Administration Fee
 - Qualified Covenants for extensions and minor alterations – Small fixed charge plus Administration Fee
 - Qualified Covenants for separate units of accommodation – Enhanced fixed charge plus Administration Fee
 - Absolute Covenants for extensions and minor alterations – Small fixed charge plus Administration Fee
 - Absolute Covenants for separate units of accommodation – Charge based on up to 50% of increased value

13.0 Landlord's consent

- 13.1 All requests for consent from the Council should be submitted in writing with supporting information to the Head of Housing & Property.
- 13.2 Requests will be dealt with in a reasonable time period and replied to in writing confirming if consent will be granted, or alternatively stating grounds for refusal of consent. Consent will not be granted until the completion of a formal licence where required.
- 13.3 The Council will outline scale fees if applicable for providing consent and the process of providing formal consent.
- 13.4 The Council will have regard to principles of good estate management practice in considering any application, and will consider financial, non-financial matters and the impact on the remainder of the Council's landholdings, existing and adjacent tenants, and or impact on the Community and economic prosperity of the area

14.0 Service Charge

- 14.1 Where ever practicable, the Council will endeavour to re-charge "landlords outgoings" in running buildings let to occupying tenants
- 14.2 The basis of the recharge will be subject to an agreed formula, and will be administered by the Council's Regeneration and Major Projects area.
- 14.3 Service charge accounts will be levied on the basis of "on account" payments, half yearly, or annual re-charges, and or reconciliations running between March and February or such other period as appropriate for the efficient management and collection of service charges. Full reconciliations will be provided where possible within three months of closing the account for the year.

- 14.4 The Council will where possible comply with the RICS Service Charge Code of Practice.

15.0 Insurance

- 15.1 The Council will endeavour where permitted to re-charge insurance premiums to tenants where they are insured under the terms of the Council block policy.
- 15.2 The Council will insure on the basis of an "All Risks" commercial insurance policy, which where possible will include Terrorism insurance where this is commercially available in the insurance market.
- 15.3 A copy of the insurance schedule will be provided to the tenant if requested.
- 15.4 All re-charges of insurance premiums will be administered annually in advance and to align with the insured period under the Council's block policy.
- 15.5 Where responsibility for insurance rests with the tenant, the tenant will be required to evidence this insurance to the Council upon reasonable notice period.

16.0 Health and Safety

- 16.1 Where premises are let the Council will ensure that all and any common facilities are compliant with relevant Health and Safety Legislation
- 16.2 Tenants may be required from time to time to evidence upon request statutory compliance with health and safety legislation including but not limited to Gas, Electric, Asbestos and Fire Risk relating to their leased accommodation. In receiving such information the Council does not accept any responsibility or liability for compliance or any breach of statutory requirements by the tenant.

17.0 Rent Arrears

- 17.1 The Council will act promptly and diligently in recovering rent arrears in order to protect revenues for front line services.
- 17.2 Rent is deemed to be in arrears if on the day it becomes due the Council is not in receipt of cleared funds.
- 17.3 The Council will use whatever means are available or appropriate to recover arrears of rent, including distraint, legal proceedings, Bankruptcy, Winding up Orders or referral to debt recovery specialists.
- 17.4 It is advised that any tenants who are experiencing problems should make contact with the Regeneration and Major Project area of the Council as soon as is practicable.

18.0 Repair and Maintenance

- 18.1 The Council will display a preference to let property on a full repairing and insuring basis, and therefore the tenant will be responsible for repair and maintenance of the assets in accordance with the express provisions of the lease/license, and requirements under statute.
- 18.2 The Council will undertake to comply with all covenants
- 18.3 The Council will ensure that its properties are maintained in accordance with corporate standards. A poor physical condition can contribute to an atmosphere of decay in the

immediate area whereas properties that are well maintained and secure can sustain or elevate the tone of the neighbourhood. The Council recognises that responsible ownership and occupation of property includes acting as a good neighbour by maintaining it in a good condition. It also recognises that insufficient expenditure on maintenance and management is normally reflected in a proportionately greater erosion of value.

19.0 Rent Reviews and Lease Renewals

- 19.1 This area of professional activity will be co-ordinated by the Council's Regeneration and Major Projects Area, in conjunction with the Council's Legal department. The activity may be instigated in-house or may be undertaken by appropriately qualified external professional advisers.
- 19.2 Where the council implements rent reviews and lease renewals, it will seek to establish the highest market rental value supported by comparable evidence, to preserve the capital value and income flow of the portfolio.
- 19.3 Where the Council implements lease renewals it will seek to impose terms that are commensurate with market practice, RICS guidance, and that preserve the value and income flow from the portfolio.
- 19.4 In accordance with the Letting/Tenant Mix Strategy, the council in all new leases will consider providing tenants with priced options in relation to monthly/quarterly in advance rents, upwards and downwards reviews, and all other reasonable requests. The council is required to secure best consideration in rent review and lease renewals activity.

20.0 Dilapidations

- 20.1 The council will undertake interim and terminal dilapidations schedules where appropriate to do so. The costs of preparation and service will be advised at the time of preparation and will be recovered where it is permitted to under the terms of the lease/license.
- 20.2 The Council will comply with the *Dilapidations Protocol 2012 of Property Litigation Association*, and will use its best endeavours to mitigate any claim for damages and costs.

21.0 Tenant Associations

- 21.1 The Council will promote and encourage the adoption of Tenancy Associations or member of Tenant Bodies etc.
- 21.2 All such Associations will have their primary relationship with the Regeneration and Major Projects area of the Council.

22.0 Commercialisation opportunities

- 22.1 The Council will explore all opportunities to generate additional income from its portfolio of Land and Buildings, although not limited to these will include:
- Telecoms/way leaves etc.
 - Wind turbines
 - Advertising
 - Kiosks
 - Promotional displays/events
 - Markets/street trading
 - Pop up shops

- 22.2 In all instances the Council will have regard to the impact of the activity on neighbouring owners, tenants and the community and neighbourhood.

23.0 Valuation

- 23.1 Professional property valuation services will be undertaken by the Regeneration and Major Project area of the Council. These will be undertaken by RICS qualified members of staff for a range of purposes across both commercial and residential sectors. Alternatively, the Regeneration and Major Projects area will be responsible for commissioning external valuation advice from appropriately qualified professionals.
- 23.2 An internal system of Quality Assurance is observed.
- 23.3 All valuations comply with Chartered Institute of Public Finance and Accountancy requirements in relation to valuation and asset register requirements of the end of year accounts.
- 23.4 The Council will outline scale fees, for undertaking valuations if appropriate.

24.0 Property Subsidisation

- 24.1 The Council is empowered, in certain circumstances, to grant interests in property at less than best consideration. However, this often disguises the actual costs of property in any particular project. All consideration is taken to ensure that valuations reflect any such subsidies when setting rental levels.

25.0 Equalities and Diversity

- 25.1 The Council has a Diversity and Equalities Action Plan and it will ensure that all actions taken under the AMP support this Action Plan. In the delivery of projects Equality / Diversity Impact Assessments are undertaken as necessary.
- 25.2 The Council will continue its work on Disability Discrimination Act access to public buildings. All of our buildings have had accessibility surveys and have accessibility Plans in place.
- 25.3 Wherever appropriate the Council will also support equalities initiatives in property management and construction.

DRAFT

Appendix

Asset Management Plan Risk Register

No.	Risk Description	Gross Risk		Cause of Risk	Consequence	Mitigation	Current Risk		Further Management of Risk: Transfer/Accept/Reduce/Avoid	Monitoring Effectiveness	Residual Risk	
		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										
		I	P				I	P			I	P
1	No up to date AMP	4	4	Plan not prepared or not adopted	Ineffective management of property assets, loss of income, missed opportunities	Up to date Plan prepared and adopted	3	3	Accept	Effective	2	1
2	Inappropriate AMP	4	4	Plan not fit for purpose	Ineffective management of property assets, loss of income, missed opportunities	Professional preparation and input. Effective consultation across all stakeholders	3	3	Reduce - Annual Plan reviews and stakeholder consultation, performance measurement, benchmarking and CAMAC Board oversight.	Effective	2	1
3	AMP actions not undertaken	4	4	Lack of resource, lack of funds, no stakeholder buy in	Ineffective management of property assets, loss of income, missed opportunities	Effective and agreed resource, capital and revenue Plans to support Plans	3	3	Reduce – Annual Plan reviews and stakeholder consultation, performance measurement, benchmarking and CAMAC Board oversight.	Effective	3	2
4	Speed of delivery insufficient	3	4	Ineffective cumbersome or slow delivery and decision processes, lack of resourcing	Ineffective management of property assets, loss of income, missed opportunities	Effective processes, ISO + IIP systems in place, appropriate delegated authorities	2	3	Reduce – Empowered and motivated staff	Ineffective	2	2

5	Inability to Recruit	3	3	Terms and conditions, staff availability, working conditions not suitable	Loss of or failure to retain staff or to recruit to meet requirements	Flexible HR and recruitment policies	3	3	Reduce – Effective appraisal and development systems	Effective	2	2
6	Market	4	3	Adverse market conditions	Adverse impact on values, receipts and income, capital receipts and spend	Market intelligence, professional staff, responsive decision making	3	3	Reduce – Clarity and understanding of portfolio and property risk, performance measurement	Ineffective	3	3
7	Lack of supporting policy framework	3	3	Corporate policies not available, out of date	Ineffective management of property assets, adverse cost and revenue impacts	Corporate Leadership, Policies reviewed and updated on timely basis	3	2	Reduce – Annual Plan reviews and stakeholder consultation, performance measurement, benchmarking and CAMAC Board oversight.	Effective	2	2
8	Development activity	3	4	Development of new Westgate Shopping Centre, Oxpens, Templars Square, Northern Gateway	Change to values and rents in the city, changes to occupancy and voids	Market intelligence, professional staff, responsive decision making	3	3	Reduce – Clarity and understanding of portfolio and property risk, performance measurement	Ineffective	3	3
9	Infrastructure changes	3	4	Implementation of major road schemes, redevelopment of railway station, pedestrianisation , congestion charging, car parking changes, transportation changes	Changes to values and rents, occupancy and voids	Market intelligence, professional staff, responsive decision making	3	3	Reduce – Clarity and understanding of portfolio and property risk, performance measurement	Ineffective	3	3
10	Planning Change	3	4	Changes to zoning, green belt, statutory framework and legislation	Impact on values rents and opportunities	Market intelligence, professional staff, responsive decision making	3	3	Reduce – Portfolio and property knowledge and property strategies in place	Ineffective	3	3

11	Reduced Council funding	4	4	Change to Council's income from reduced Central Government funding and other statutory change	Inability to fund schemes, provide resource	Grow property income and value sufficiently to reduce need for funding	3	3	Reduce – Consideration of alternative delivery models	Ineffective	3	3
12	Failure to maintain properties and assets	3	3	Lack of awareness, funding or resource or ineffective processes and systems	Deterioration of properties and assets, loss of value and income, damage to heritage, health and safety risk	Portfolio knowledge, sufficient funding, effective processes and systems	2	3	Reduce – Performance measurement Benchmarking	Effective	2	2
13	Failure to understand Social Value of properties and assets	3	3	Lack of awareness, failure to quantify social value	Inappropriate decisions	Portfolio knowledge, stakeholder consultation, development of social value models	2	2	Reduce – Benchmarking, awareness of best practice	Ineffective	2	1
14	Failure to effectively use premises	3	3	Failure to review space, implement best working practices, invest, upgrade technology	Excess space retained, higher costs	Performance measurement, space standards, benchmarking	2	2	Reduce – Stakeholder consultation	Effective	2	1
15	Failure to identify opportunities	4	3	Lack of awareness, funding or resource or ineffective processes and systems	Missed opportunities, failure to grow income and value	Portfolio knowledge, sufficient funding, effective processes and systems	3	3	Reduce – Performance measurement Benchmarking	Ineffective	3	2
16	Failure to manage sustainability and energy consumption	3	3	Lack of awareness, failure to quantify sustainability issues, failure to understand energy consumption	Inappropriate decisions, increased costs, environmental impact	Performance measurement, energy targets and standards,	2	2	Reduce- Benchmarking, awareness of best practice	Effective	2	1

17	Failure to innovate	3	4	Culture, processes and systems not supporting behaviour	Missed opportunities, inappropriate decisions	Corporate leadership and vision, flexible and supportive systems, culture of innovation embedded, corporate risk appetite understood	3	3	Reduce – Effective risk management Performance appraisal	Ineffective	3	2
18	Failure to work with partners	3	3	Failure to communicate and liaise with third parties	Synergies and opportunities from shared activity and partnerships missed	Regular liaison and communication with third parties, ethos of shared and maximised community value	3	2	Reduce – Awareness of best practice	Ineffective	2	2
19	Oxford Centric Portfolio	4	4	Impact of a locationally limited investment portfolio	Excessive sensitivity to local regional changes and impacts	Market knowledge Performance measurement and projection, effective and rapid decision making	3	3	Reduce – Consider non oxford investment	Ineffective	3	2
20	Retail Centric Portfolio	4	4	Impact of predominantly retail investment portfolio	Excessive sensitivity to local and regional changes to retail market	Market knowledge Performance measurement and projection, effective and rapid decision making	3	3	Reduce – Consider change to Investment mix of portfolio	Ineffective	3	2
21	Adverse publicity/ public opinion	3	3	Inappropriate decisions, inadequate stakeholder consultation	Unfavourable Press and media outputs	Effective stakeholder consultation, awareness of impacts of decisions	3	2	Accept	Ineffective	2	2
22	Business Continuity	4	3	Loss of space and property due to risk event	Impacts/failure to deliver operational business, loss of income	Effective business continuity Plans in place	3	3	Accept	Ineffective	3	3
23	Technology change	3	3	Accommodation unfit for purpose	Inefficient delivery, excess space use, higher costs	Market knowledge	3	2	Accept	Ineffective	3	2

24	Community facilities unfit for purpose	3	3	Failure to complete Community Centre Review or failure to implement	Incorrect space and facilities delivered, cost impacts	Complete effective Community Centre Strategy Review and implement	2	2	Reduce – Performance measurement Benchmarking	Ineffective	2	1
25	Changes to leisure management model	4	3	Failure of current management contracts	Changed requirements, cost and value	Performance measurement, Contract management and review, financial monitoring	3	3			2	3
26	Ineffective management and delivery of allotments	3	3	Inappropriate delivery model	Cost ,income and social value impacts	Review delivery model	2	2	Reduce – Market knowledge. Best practice awareness	Ineffective	2	1
27	Car parking provision in city insufficient	4	3	Insufficient car parking, loss of facilities	Loss of income, poorer city image, deterrent to public visits, tourism, employment	Market knowledge, effective and timely decisions, clarity and implementation of strategy	3	3	Accept	Ineffective	2	2
28	Cemetery provision insufficient	3	3	Existing facilities full/end of life failure to obtain/develop new facilities	Loss of facility, public discontent	Clarity of requirements, Identify potential sites and negotiate acquisition on timely basis	2	3	Accept	Effective	2	2
29	Data Management	3	3	Failure to maintain accurate data and records	Loss of income, poor management	Quarterly data checks, change control process	2	3	Accept	Effective	2	2
30	Health and Safety	3	3	Failure to ensure Property Health and Safety	Injury to people/ loss of property, income. Claims against council	Regular property inspections and maintenance programmes, Tenant assurance programme	3	2	Accept	Effective	2	2

Risks identified have been assessed on the basis of Impact (I) and Probability (P) in worst case scenario (Gross Risk) and position after mitigation actions are taken (Residual Risk) together with assessment of Current Risk with actions and mitigations currently in place

References:

Oxford City Council Website:

www.Oxford.City.gov.uk

OCC's Constitution

Audit Commission website: Total Place / One Council Use of Resources criteria

Making Assets Work – the Quirk Review of community management & ownership of public assets.

Building Research Establishment Environmental Assessment Method (BREEAM)

Local Government Act 1972 s.123

RICS Property Asset Management: Public Sector Asset Management Guidelines
Jan 2008

IESE (Improvement & Efficiency South East)

CIPFA best practice notes and recommendations for Asset Management Plans

OCC Corporate Plan

This page is intentionally left blank

To: City Executive Board
Date: 17 March 2016
Report of: Head of Financial Services
 Head of Business Improvement
Title of Report: Integrated Performance Report for quarter 3 2015/16

Summary and recommendations	
Purpose of report:	To update Members on Finance, Risk and Performance as at the end of Quarter 3, 31 December 2015.
Key decision:	No
Executive Board Member:	Councillor Ed Turner
Corporate Priority:	Efficient and Effective Council.
Policy Framework:	Corporate Plan
Recommendation(s): That the City Executive Board resolves to:	
1. Note the projected outturn position and the performance and associated risk information contained in the report; and 2. Recommend to Council approval of an additional capital budget of £0.150 million for electrical works at Cowley Marsh Depot to be funded from the service's projected underspend.	

Appendices	
Appendix A	Corporate Integrated Report
Appendix B	City Regeneration Integrated Report
Appendix C	Organisational Development and Corporate Services Integrated Report
Appendix D	Community Services Integrated Report
Appendix E	Assistant Chief Executives Integrated Report
Appendix F1	General Fund Forecast Outturn
Appendix F2	Capital Programme Forecast Outturn

Introduction and background

1. This report sets out the projected outturn position for finance and performance as at the end of the third quarter of 2015/16, together with the risks faced. A brief summary is as follows:
2. Finance
 - a. **General Fund** – the outturn position is estimated to be a £0.444 million underspend on a latest net budget of £23.3 million. Key variances are: £0.195 million underspend due to expenditure plans associated with the Educational Attainment budget still being defined; £0.500 million underspend in Direct services due to the fall in fuel prices and increased car parking income; £0.149 million overspend in Planning & Regulatory due to income targets not being met across the service and £0.106 million overspend in Housing & Property due to overspends on Home Choice payments, repairs on Community Centres and caretaking costs. More detail is available in Appendices A2 and B2.
 - b. **Housing Revenue Account** – the HRA is projected to overspend by £0.273 million against the latest budget of £34.520 million and the approved HRA Deficit of £0.208 million. More detail is available in Appendices B and F3.
 - c. **Capital Programme** – the Capital outturn position is a projected underspend of £5.146 million against the latest budget of £41.966 million, this is made up of £5.161 million slippage and a £0.015 million overspend. More detail is available in Appendices A and F2.
3. Performance - 14 corporate performance indicators (74%) are being delivered as planned, 2 (10%) are below target but within acceptable tolerance limits and 3 (16%) are not meeting their target. These are detailed in paragraph 12 below and in Appendix A attached.
4. Risk Management – There is one red corporate risk and four amber risks as at 31 December. These are listed in paragraphs 11 to 14 and Appendix A.

Background

5. Finance, Performance and Risk information is reported in an integrated format to the City Executive Board on a quarterly basis.
6. Reports as at the 31 December 2015 are attached at Appendices A to F. The reports use a Red, Amber and Green (RAG) reporting methodology. These reports are available to Members in summary form on-line via the intranet on a monthly basis.

Financial Dials

7. The following tolerances apply to the financial dials in the summary reports:
 - Green** – Forecast outturn is within 100% of the latest approved budget.
 - Amber** – Forecast outturn is within 100% - 105% of the latest approved budget.
 - Red** – Forecast outturn is over 105% of the latest approved budget. Performance in this area is a potential concern and will be commented on within the report.

General Fund Revenue

Assistant Chief Executive

8. An underspend is being forecast due to expenditure plans associated with the Educational Attainment budget still being defined. It is unlikely that this budget will be fully spent by the end of the financial year.

Planning and Regulatory

9. Income generation across Building control, HMO Licencing, Planning Policy, Food Hygiene courses, Planning Fees, Enforcement of Housing Act and Street Trading Licences are all under achieving and therefore an adverse variance of £0.149 million against an income budget of £3.017 million is being forecast in this area.

Housing and Property

10. An overspend of £0.106 million is forecast due to additional use of the Home Choice payment scheme, additional repairs to Community Centres and unbudgeted caretaking costs at Bury Knowle House and Barton Community Centre.

Direct Services

11. Direct Services are projecting a net underspend of £0.500 million due to Car parking showing a further favourable variance and fuel prices continuing to decrease and expenditure in this area reducing. The service are managing the budget pressure that was identified in December 2014 relating to the cost of disposal of dry recycle of approx. £0.600 million.
12. An additional Capital budget is required for remedial electrical works at Cowley Marsh Depot, these have been identified following a health and safety review and will cost approx. £0.150 million to carry out. The City Executive Board are recommended to approve an additional capital budget of £0.150 million, utilising the revenue underspend within the service.

Performance Management

Indicators not on target

13. Corporate and Directorate performance is reported within Appendices A to E. Of the nineteen Corporate Performance Indicators five are not on target: three are outside acceptable tolerance limits and two are within acceptable tolerance limits as set out below. Indicators outside acceptable tolerance limits are as follows:
 - a. **The number of Council apprenticeships created through Council investment for those who live in Oxford** – 6 apprentices were employed in December, short of the target of 26. There are a total of 19 apprentices in post at present, of which 6 are from Oxford. Numbers have dropped due to the ebb and flow of apprentice in various stages of their training. Two more have been appointed since December.
 - b. **The number of training places and jobs created as a result of Council investment and leadership** - current performance is 464 jobs and training places against a third quarter target of 519. We are expecting to see a positive increase in this target when the contract for the refurbishment of the Tower Blocks commences in January 2016.

- c. **The number of people estimated to be sleeping rough** – the annual estimate (November 2015) saw an increase from 43 to 56 against a December target of 45. This is due to a number of factors including a lack of move-on accommodation into the private rented sector and social housing and changes to the benefit system impacting EEA nationals in particular. Initiatives such as Real Lettings and the ethical landlord model are being developed to try and tackle these issues.

Indicators within acceptable tolerance limits

14. There are two performance targets which, although not completely met, are within acceptance tolerance limits and do not give cause for concern at this stage:
- Delivery of Efficiency Savings** – savings to date are marginally below target but are expected to be achieved the end of the year.
 - The percentage of estimated HMOs in the City that are licenced** – performance is at 71% against a December target of 73%.

Risk

15. Corporate and Directorate risks are reported within Appendices A to D. Risks are measured according to the matrix shown below:

Probability							
>90%	Almost Certain	5	5	10	15	20	25
50-90%	Likely	4	4	8	12	16	20
30-50%	Possible	3	3	6	9	12	15
10-30%	Unlikely	2	2	4	6	8	10
<10%	Rare	1	1	2	3	4	5
			1	2	3	4	5
		Impact	Insignificant	Minor	Moderate	Major	Catastrophic

16. The risk relating to the delivery of the HRA Business Plan following the announcement of the Chancellor's Summer budget in July which has significant ramifications for the Council's Medium Term Financial Plan, and in particular the Housing Revenue Account remains as a Red risk within the Corporate Risk Register.
17. The HRA Business Plan has been reworked to take into account the announcements made in the summer budget. There are still a number of issues which need to be clarified by the Government, including the levy that the Authority will be required to pay in respect of the High Value Council Housing Initiative and the level of rent increase the authority will be able to charge after the first four years. Each could have a material effect on the Authority's HRA Business Plan.
18. There are four amber Corporate Risks as listed below with more detail contained in Appendix A:
- Resilience of the Information and Communications Technology function

- b. Delivery of the Medium Term Financial Plan
- c. Partnership Risk
- d. Recruitment and Retention

Financial implications

19. All financial implications are covered in the body of this report and the Appendices.

Legal issues

20. There are no legal implications directly relevant to this report.

Level of risk

21. All risk implications are covered in the body of this report and the Appendices.

Equalities impact

22. There are no equalities impacts arising directly from this report.

Report author	Nigel Kennedy Helen Bishop
Job title	Head of Financial Services Head of Business Improvement
Service area or department	Financial Services/Business Improvement
Telephone	01865 252708
e-mail	nkennedy@oxford.gov.uk / hbishop@oxford.gov.uk

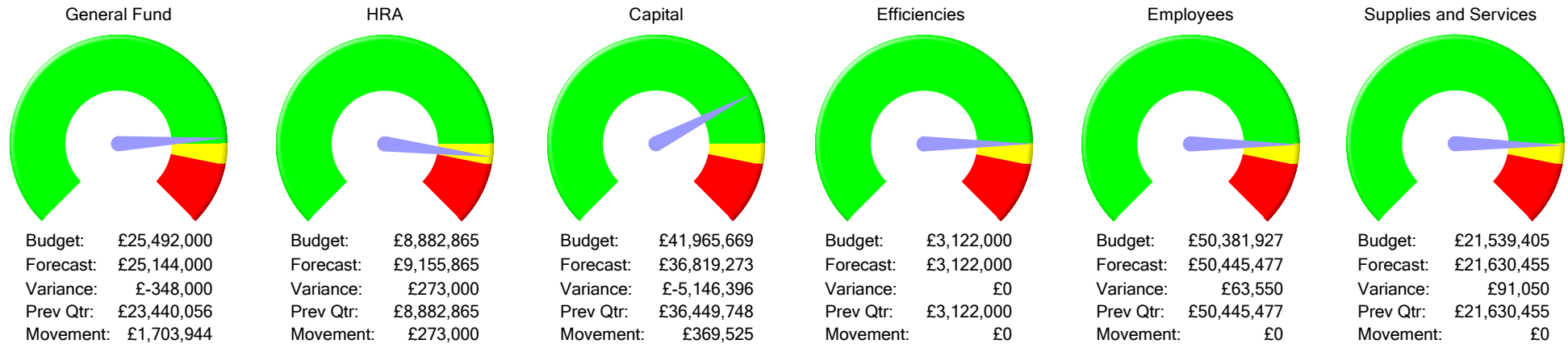
Background Papers: None

This page is intentionally left blank

Appendix A

Corporate Integrated Report Q3 2015/16

Financial Performance



Performance Summary

Priority	No Data	Red	Amber	Green
Vibrant and Sustainable Economy	0 (0%)	2 (50%)	0 (0%)	2 (50%)
Meeting Housing Need	0 (0%)	1 (20%)	1 (20%)	3 (60%)
Strong and Active Communities	0 (0%)	0 (0%)	0 (0%)	2 (100%)
Cleaner Greener Oxford	0 (0%)	0 (0%)	0 (0%)	4 (100%)
An Efficient and Effective Council	0 (0%)	0 (0%)	1 (25%)	3 (75%)
Total	0 (0%)	3 (16%)	2 (11%)	14 (74%)

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	2 (11%)	4 (21%)	13 (68%)

Direction of Travel

Priority	No Data	Declining	No Change	Improving
Vibrant and Sustainable Economy	0 (0%)	2 (50%)	0 (0%)	2 (50%)
Meeting Housing Need	0 (0%)	1 (20%)	1 (20%)	3 (60%)
Strong and Active Communities	0 (0%)	0 (0%)	0 (0%)	2 (100%)
Cleaner Greener Oxford	0 (0%)	1 (25%)	1 (25%)	2 (50%)
An Efficient and Effective Council	0 (0%)	1 (25%)	1 (25%)	2 (50%)
Total	0 (0%)	5 (26%)	3 (16%)	11 (58%)

Risk Management

Service	No Data	Red	Amber	Green
Strong and Active Communities	0 (0%)	0 (0%)	1 (50%)	1 (50%)
Cleaner Greener Oxford	0 (0%)	0 (0%)	0 (0%)	1 (100%)
An Efficient and Effective Council	0 (0%)	1 (25%)	3 (75%)	0 (0%)
Total	0 (0%)	1 (14%)	4 (57%)	2 (29%)

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	1 (13%)	4 (57%)	2 (29%)

Direction of Travel

Service	No Data	Declining	No change	Improving
Strong and Active Communities	0 (0%)	0 (0%)	2 (100%)	0 (0%)
Cleaner Greener Oxford	0 (0%)	0 (0%)	1 (100%)	0 (0%)
An Efficient and Effective Council	0 (0%)	0 (0%)	4 (100%)	0 (0%)
Total	0 (0%)	0 (0%)	7 (100%)	0 (0%)

This page is intentionally left blank

CORPORATE SUMMARY

1 OVERALL SUMMARY POSITION

- 1.1 The overall financial position on the General Fund as at the end of December 2015 is showing a net underspend of £0.444 million. Key variances are £0.195 million underspend in the Assistant Chief Executive's area due to expenditure plans associated with the Educational Attainment budget still being defined; £0.500 million underspend in Direct services due to underspends on fuel cost and increased car parking income; £0.149 million overspend in Planning & Regulatory due to income targets not being met across the service and £0.106 million overspend in Housing & Property due to overspends on Home Choice payments, repairs on Community Centres and caretaking costs. The Housing Revenue Account is forecast to have a net overspend of £0.273 million. The Capital Programme is forecast to spend less than budget by £5.146 million.
- 1.2 Of the corporate performance targets, 14 (74%) are being delivered as planned, 2 (10%) are below target but within acceptable tolerance limits and 3 (16%) are not meeting their target.
- 1.3 There is one red corporate risks which is detailed below.

2 FINANCE OVERALL

General Fund

- 2.1 The forecast General Fund outturn as at the end of Quarter 3 shows service expenditure £0.484 million under budget.

Corporate Budgets

- 2.2 At the time the interest income budget was set, interest rates were predicted to rise throughout 2015/16. This has not happened and current forecasts are that there will be no rise in the Base Rate until the first quarter of 2017 at the earliest; hence there is a pressure of £0.040 million.
- 2.3 This quarter is reporting a favourable variance of £0.484 within service expenditure and together with the £0.040 million underachievement of investment income result in an overall corporate variance of £ (0.444) million.

Housing Revenue Account (HRA)

- 2.3 The Housing Revenue Account (HRA) outturn is expected to be an overspend of £0.273 million as at Q3. More detail is contained in Appendix D2.

Capital

- 2.4 The Capital monitoring position as at 31st December 2015 is shown in more detail at Appendix F2. The forecast outturn shows a net variance of £(5.146) million. Key variations are detailed below: -

General Fund movements due to slippage

- i. Bridge over fiddlers stream - £0.223 million
- ii. Flood Alleviation at Northway and Marston - £2.481 million

General Fund movements due to under/(over)spends

- iii. Investment Purchase - £1.4 million underspend in year ahead of further approval for future years
- iv. Disabled facilities grant – (£0.015) million
- v. CCTV to speedwell street – (£0.040) million
- vi. Blackbird Leys leisure centre improvements - £0.116 million
- vii. Cutteslowe Lower pavilion - £0.098 million
- viii. Various car parking projects - £0.260 million

HRA movements due to slippage

- ix. Rose Hill Community Centre - £0.175 million

- x. Great Estates - £0.448 million

Savings and Efficiencies

- 2.5 The Council's budget identifies £1.228 million of efficiencies, £0.526 million of service reductions and £1.368 million of additional fees and charges for 2015/16; a total of £3.122 million savings and efficiencies. As at the end of December it is anticipated that all savings and efficiencies will be delivered.
- 2.6 Cumulative efficiencies, service reductions and additional fees and charges achieved as at the end of December were £2.339 million.

3 PERFORMANCE

- 3.1 **Overall the Council's performance against its corporate targets is Good** with 14 (74%) being delivered as planned, 2 (10%) below target but within acceptable tolerance limits and 3 (16%) not meeting their target. Exceptions to targeted performance are set out below:

Corporate performance indicator exceptions

Red:

- 3.2 **Vibrant and Sustainable Economy:** The number of training places and jobs created as a result of Council investment and leadership – current performance is 464 jobs and training places against a third quarter target of 519. We are expecting to see a positive increase in this target when the contract for the refurbishment of the Tower Blocks commences in January 2016.
- 3.3 **Vibrant and Sustainable Economy:** The number of Council apprenticeships created through Council investment for those who live in Oxford – There are a total of 19 apprentices in post at present, of which 6 are from Oxford against a total of 26. Numbers have dropped due to the ebb and flow of apprentice in various stages of their training. Two more have been appointed since December.
- 3.4 **Meeting Housing Need:** The number of people estimated to be sleeping rough – the annual estimate in November 2015 saw an increase from 43 to 56 against a target of 45. This is due to a number of factors; a lack of move-on from the hostel system into the private rented sector and social housing and changes to the benefit system impacting EEA national in particular. Initiatives such as Real Lettings and the ethical landlord model are being developed to try and tackle these issues.

Amber:

- 3.5 **Efficient and Effective Council:** The delivery of the Council's efficiency savings – savings to date are £2,339,000 and marginally under the December target of £2,341,500. This target is expected to be achieved by the end of the year.
- 3.6 **Meeting Housing Need:** The percentage of estimated HMOs in the City that are licenced – performance is at 71% against a December target of 73%.

4 RISK

Red:

- 4.1 The Corporate risk register was reviewed in the first quarter of the year and then updated to include one red risk relating to HRA Business Plan Delivery following the announcements contained in the Chancellor's Summer Budget in July which have significant ramifications for the Council's Housing Revenue Account.

Amber:

4.2 There are four amber risks identified on the Corporate Risk Register relating to:

- resilience of the ICT function due to a number of projects running concurrently and limited resources, however this is being mitigated with additional project resources;
- the risk of the potential reduction in funding to our partners;
- recruitment and retention issues meaning that key posts are left vacant or filled with temporary staff;
- Medium Term Financial Plan savings – this is anticipated to change to green once the final budget report is approved during Q4.

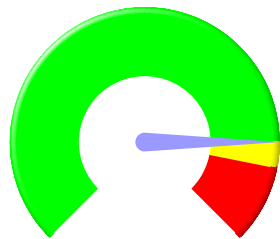
This page is intentionally left blank

Appendix B

City Regeneration Integrated Report Q3 2015/16

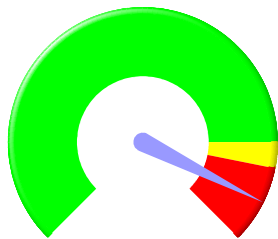
Financial Performance

Partnerships Team



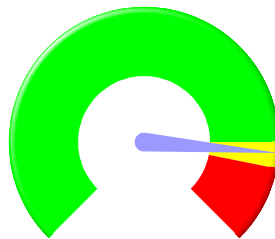
Budget: £960,447
Forecast: £960,447
Variance: £0
Prev Qtr: £960,447
Movement: £0

Planning and Regulatory



Budget: £1,261,587
Forecast: £1,410,887
Variance: £149,300
Prev Qtr: £1,061,587
Movement: £349,300

Housing and Property



Budget: £-5,200,129
Forecast: £-5,093,789
Variance: £106,340
Prev Qtr: £-4,950,129
Movement: £-143,660

Performance Summary

Service	No Data	Red	Amber	Green
Housing and Property	0 (0%)	2 (25%)	0 (0%)	6 (75%)
Planning and Regulatory	0 (0%)	0 (0%)	2 (40%)	3 (60%)
Total	0 (0%)	2 (15%)	2 (15%)	9 (69%)

Risk Summary

Service	No Data	Red	Amber	Green
Housing and Property	0 (0%)	2 (22%)	5 (56%)	2 (22%)
Planning and Regulatory	0 (0%)	4 (40%)	6 (60%)	0 (0%)
Total	0 (0%)	6 (32%)	11 (58%)	2 (11%)

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	2 (15%)	1 (8%)	10 (77%)

Direction of Travel

Service	No Data	Declining	No Change	Improving
Housing and Property	0 (0%)	2 (25%)	2 (25%)	4 (50%)
Planning and Regulatory	0 (0%)	0 (0%)	1 (20%)	4 (80%)
Grand Total	0 (0%)	2 (15%)	3 (23%)	8 (62%)

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	4 (18%)	10 (36%)	4 (18%)

Direction of Travel

Service	No Data	Declining	No change	Improving
Housing and Property	0 (0%)	1 (11%)	8 (89%)	0 (0%)
Planning and Regulatory	1 (10%)	4 (40%)	4 (40%)	1 (10%)
Total	1 (5%)	5 (26%)	12 (63%)	1 (5%)

This page is intentionally left blank

REGENERATION AND HOUSING DIRECTORATE

1. Directorate Overview

- 1.1 There is a financial pressure of £0.255 million within the Directorate overall.
- 1.2 For the Directorate as a whole 9 (70%) performance measures are on target with 2 (15%) off target but within acceptable tolerances and 2 (15%) off target.
- 1.3 There are 6 red risks and 11 amber risks for this Directorate.

2. Directorate Financial Performance

- 2.1 The Directorate is currently estimating a projected outturn of £(2.723) million against a budget of £(2.978) million which is an adverse variance of £0.255 million.

Partnerships Team

- 2.2 The Partnerships Team is projecting no variance to budget at this stage.

Planning and Regulatory

- 2.3 Income generation across Building control, HMO Licencing, Planning Policy, Food Hygiene course, Planning Fees, Enforcement of housing act and street trading licences are all under achieving and therefore an adverse variance of £0.149 million against an income budget of £3.017 million is being forecast in this area.

Housing and Property

- 2.4 An overspend of £0. 106 million is forecast on the Home Choice payment scheme due to additional use of the scheme, overspends are also forecast on additional repairs to Community Centres and unbudgeted caretaking costs at Bury Knowle House and Barton Centre.

Housing Revenue Account

- 2.5 The summarised HRA position as at 31st December is show in Appendix F3. The HRA is forecasting an adverse variance of £0.273 million

Income

- 2.6 Dwelling rents continues to show a favourable variance due to a number of factors including: less RTB sales than expected; more properties being used for temporary accommodation and therefore generating higher levels of income; void properties moving into formulae rent and the completion of the affordable homes programme.

Expenditure

- 2.7 The purchase of goods associated with the Furnished Tenancy Scheme are overspending year to date, as are the revenue costs associated with new builds due to disturbance payments being made. Other areas of budgetary pressure include external ground works, electrical upgrades and warden control activities.

3. Directorate Performance – Exceptions

Planning and Regulatory

- 3.1 Processing of minor planning applications – year to date performance was 64% compared to a target of 70%, which has been due to a backlog of applications earlier in the year. A ‘blitz’ initiative has been undertaken to address this and performance has started increasing towards target levels. Performance for the month of December was 77%.
- 3.2 Processing of other planning applications – year to date performance was 77% compared to a target of 82%, which has been due to a backlog of applications earlier in the year. A ‘blitz’ initiative has been undertaken to address this and performance has started increasing towards target levels. Performance for the month of December was 82%.

Housing & Property

- 3.2 Capital receipts – receipts to date are £74,000 against a year to date target of £1,710,000, but most of the target is due to be met just before the year end with the sale of Temple Cowley Pool.
- 3.3 Rental income arrears – Arrears are at 23% compared to a target performance of 5%. This has already reduced down to 5% for January 2016 so can be viewed as an anomaly.

4. Risk Performance- Exceptions

- 4.1 There are two red risks identified in Housing & Property and four in Planning and Regulatory. There are also eleven amber risks listed below. All of the amber risks are currently being managed as part of day to day business activity and are not currently expected to rise to a level of red risk

Red:

Planning and Regulatory

- 4.2 Delays to key project milestones where there is an unavoidable dependency on the performance of outside agencies or partners e.g. statutory bodies or government agencies, to deliver part of the project or a statutory requirement or consent. For example the new local plan for examination by the Planning Inspectorate. .
- 4.3 Substantial changes to the planning system including relaxation of Change of Use, Prior Approval regime extended, and the impact of expectations of politicians and the local community impacting on resources and priorities.
- 4.4 Opposition to emerging statutory plans, and to planning applications and decisions from:
- vocal and organised local opposition before decision;
 - opposition at Examination or committee stage; or
 - Legal Challenge after Adoption or planning decision
- 4.5 Inability to secure a partnership agreement in order to deliver work plan commitments with pace required to deliver the work plan of Oxford Growth strategy and related work including City Deal scheme implementation.

Housing and Property

- 4.6 Implications on the HRA business plan and the delivery of planned investments in social housing arising from the announcements contained in the Chancellor's Summer Budget in July. Some changes are required to be made to the HRA Business Plan to help mitigate the pressures are being determined through the budget setting cycle.
- 4.7 Increased costs of homelessness resulting from less effective homelessness prevention work and higher homelessness acceptance.

Amber:

Planning and Regulatory

- 4.8 Six amber risks have been identified in this area relating to various service issues: not embedding HMO licensing, major service failure due to significant loss of ICT or staff, managing workloads, service specific project delays, non-achievement of income targets, and public health protection.

Housing and Property

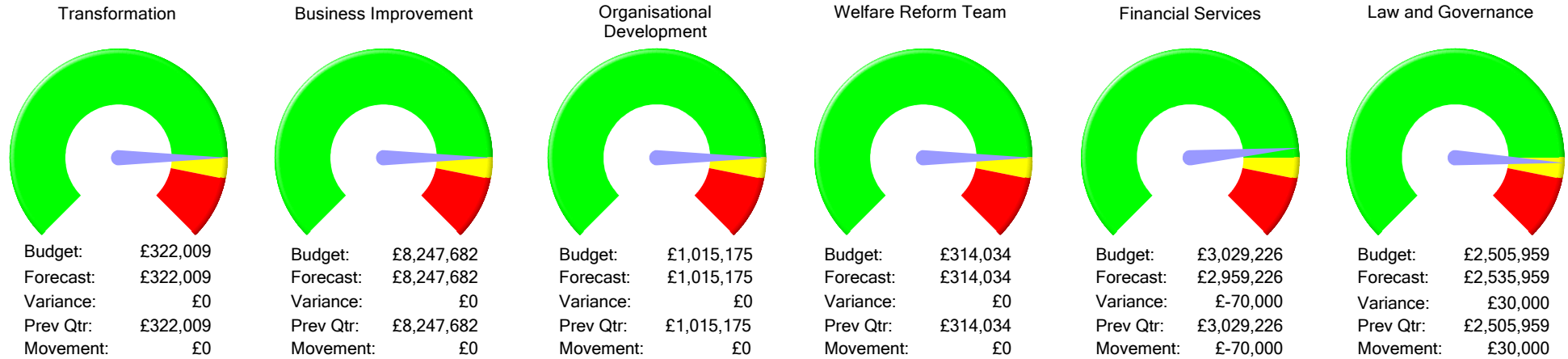
- 4.9 Five amber risks have been identified in this area relating to various service issues: inability to recruit and/or retain staff on proposed terms and conditions, delivery failure of adult homelessness pathway, property related health & safety failure, delivery failure of affordable housing and ICT re-investment projects - delivery failure.

This page is intentionally left blank

Appendix C

Organisational Development and Services Integrated Report Q3 2015/16

Financial Performance



Performance Summary

Service	No Data	Red	Amber	Green
Business Improvement	0 (0%)	1 (33%)	1 (33%)	1 (33%)
Financial Services	0 (0%)	3 (30%)	0 (0%)	7 (70%)
Law and Governance	0 (0%)	0 (0%)	0 (0%)	2 (100%)
Organisational Development	0 (0%)	1 (33%)	2 (67%)	0 (0%)
Total	0 (0%)	5 (28%)	3 (17%)	10 (56%)

Risk Summary

Service	No Data	Red	Amber	Green
Business Improvement	0 (0%)	0 (0%)	1 (33%)	2 (67%)
Financial Services	0 (0%)	0 (0%)	2 (20%)	8 (80%)
Law and Governance	1 (17%)	0 (0%)	1 (17%)	4 (67%)
Organisational Development	1 (50%)	0 (0%)	0 (0%)	1 (50%)
Welfare Reform	0 (0%)	0 (0%)	0 (0%)	1 (100%)
Total	2 (9%)	0 (0%)	4 (18%)	16 (73%)

	No Data	Red	Amber	Green
Previous Quarter	1 (6%)	2 (11%)	4 (22%)	11 (61%)

	No Data	Red	Amber	Green
Previous Quarter	2 (9%)	0 (0%)	10 (33%)	10 (33%)

Direction of Travel

Service	No Data	Declining	No Change	Improving
Business Improvement	0 (0%)	1 (33%)	1 (33%)	1 (33%)
Financial Services	0 (0%)	2 (22%)	1 (11%)	6 (67%)
Law and Governance	0 (0%)	0 (0%)	2 (100%)	0 (0%)
Organisational Development	0 (0%)	1 (33%)	0 (0%)	2 (67%)
Grand Total	0 (0%)	4 (24%)	4 (24%)	9 (53%)

Direction of Travel

Service	No Data	Declining	No change	Improving
Business Improvement	0 (0%)	0 (0%)	1 (33%)	2 (67%)
Financial Services	1 (10%)	0 (0%)	8 (80%)	1 (10%)
Law and Governance	1 (17%)	0 (0%)	1 (17%)	4 (67%)
Organisational Development	0 (0%)	0 (0%)	1 (100%)	0 (0%)
Welfare Reform	0 (0%)	0 (0%)	1 (100%)	0 (0%)
Total	2 (10%)	0 (0%)	12 (57%)	7 (33%)

This page is intentionally left blank

ORGANISATIONAL DEVELOPMENT AND CORPORATE SERVICES DIRECTORATE

1. Directorate Overview

- 1.1 Financial performance within Organisational Development and Corporate Services is projected to be £0.040 million favourable.
- 1.2 For the Directorate as a whole 10 (55%) performance measures are on target with 3 (17%) below target but within tolerance limits and 5 (28%) off target.
- 1.3 Risk management is currently reporting no red risks and ten amber risks within the Directorate.

2 Directorate Financial Performance

- 2.1 The Directorate is currently estimated to have a projected outturn position of £15.393 million against a budget of £15.433 showing a favourable variance of £0.040 million.

Law and Governance

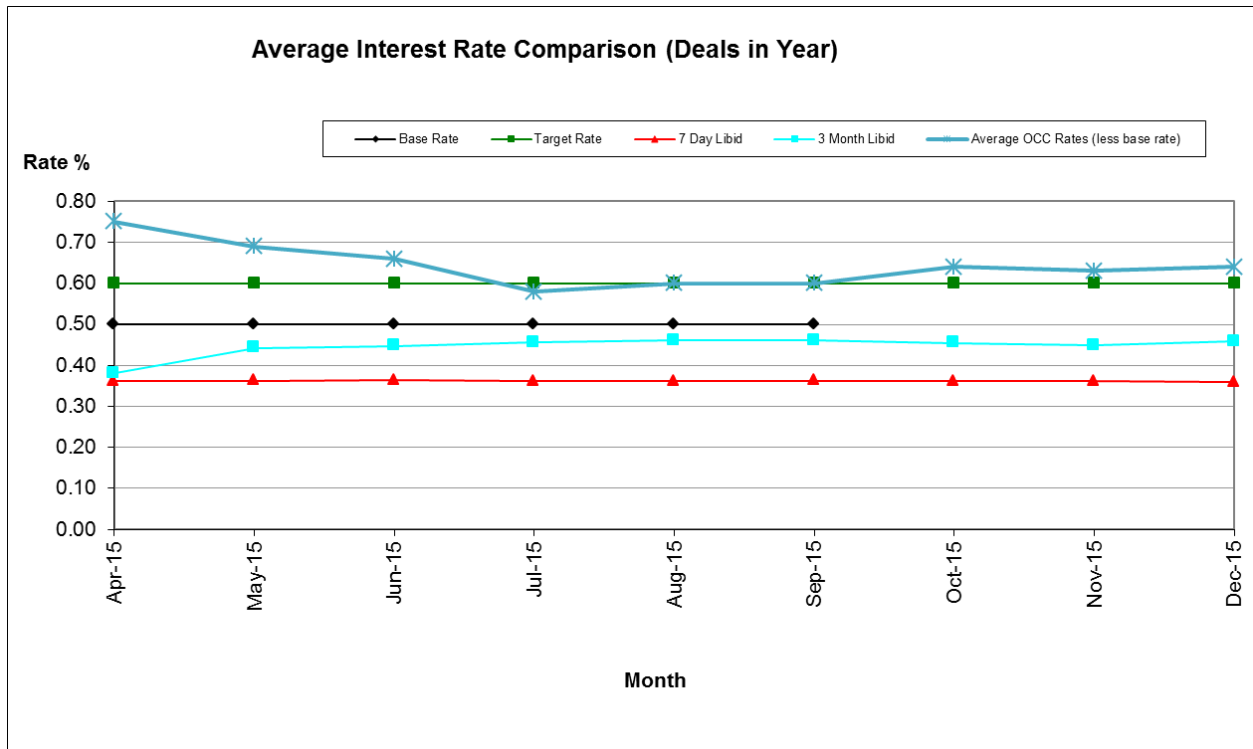
- 2.2 The service is forecasting an overspend of £0.030 million relating to staffing pressure for a trainee solicitor and maternity leave costs.

Financial Services

- 2.3 Financial Services is currently forecasting an underspend of £0.070 million which relates to staff turnover within the service.

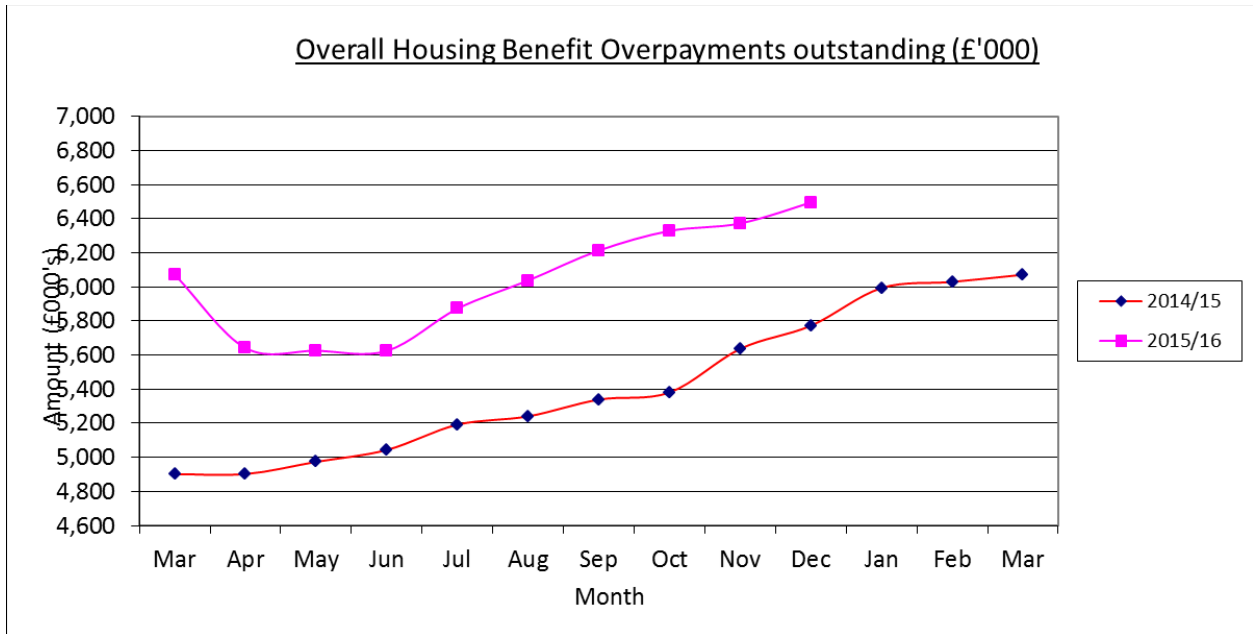
Treasury Management

- 2.4 The Base Rate remains at 0.5%. The total investments at the end of the quarter were £82 million at an average rate of return of 1.14%.



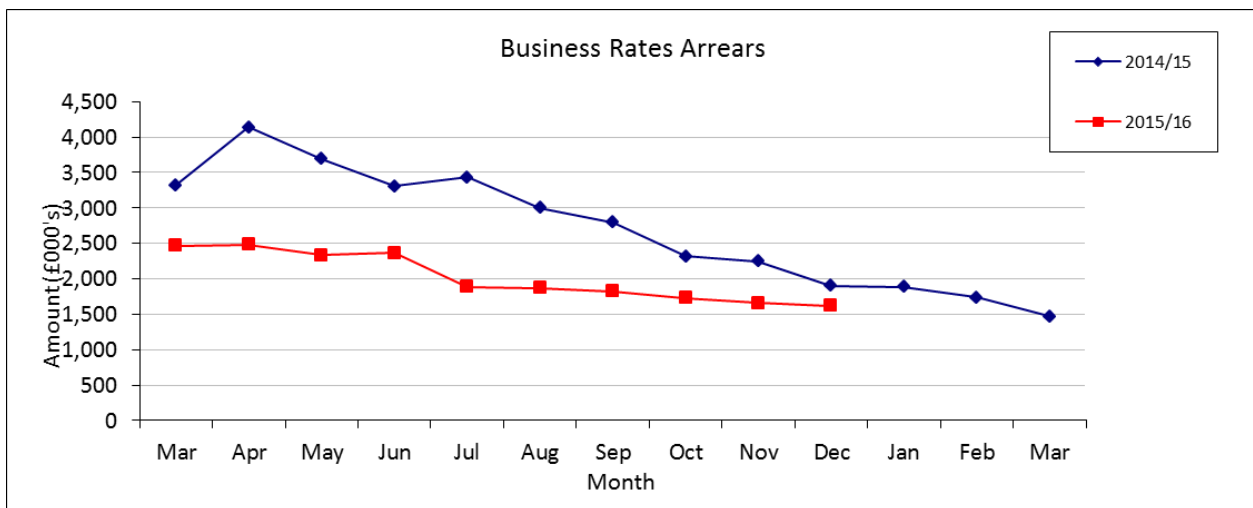
Housing Benefit Overpayments

- 2.5 The overall value of Housing Benefit Overpayments outstanding rose by £0.124 million over the quarter. The total value of Housing Benefits Overpayments as at 31st December was £6.496 million which is 12.5% higher than the equivalent 12 months previously. This increase is due to the extension of the Real Time Information data matching exercise and the Fraud and Error Incentive Scheme, both of which have increased the levels of fraud and error identification leading to an increase in identified overpayments. Just over £3m of the total outstanding relates to cases where there are currently no arrangements in place to clear the debt, these are subject to review by the end of March 2016, by which time the new Enforcement Agency contract will be in place and static debts will then be reviewed There is sufficient bad debt provision to cover this.
- 2.6 The benefits service continues to ensure it receives the maximum entitlement to subsidy. It therefore continues to monitor monthly the Local Authority Error and Administration delay figures, to ensure we remain below the lower threshold so that there is no loss in subsidy payments.



Business Rates

2.7 Arrears of non-domestic rates carried forward on April 1st 2015 were £2.469 million (£0.854 million (25.7%) down on the corresponding figure 12 months earlier.

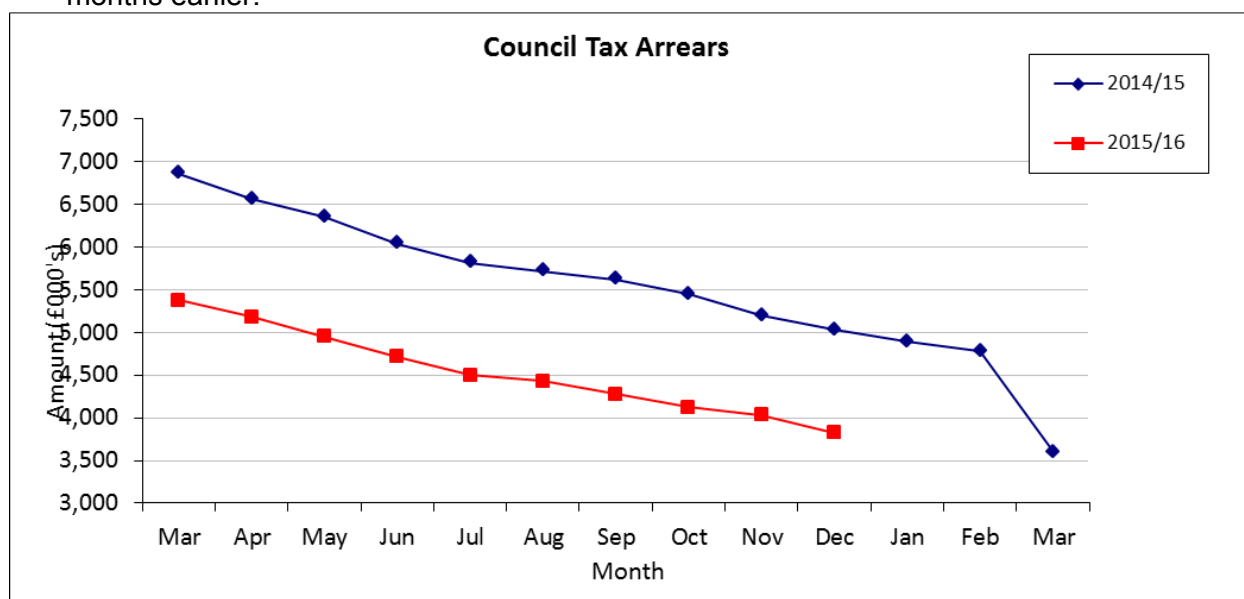


2.8 As at the 31st December arrears had fallen by 34.32% from £1.826 million to £1.621 million. The main reason is the overall collectable debit for prior years has fallen due to Rateable Value deductions. £0.181 million of write offs have also been processed in the current year.

2.9 The 2015/16 collection rate was 84.18% at the end of the quarter against the profiled target of 84%. The collection rate for 2014/15 has moved on from 98.80% at the end of 2014/15 to 99.23% nine months later.

Council Tax Arrears Collection

- 2.10 Council Tax arrears (i.e. payments due for years 1993-94 up to 2014/15) carried forward on 1st April 2015 were £5.392 million, a 21.4% decrease on the corresponding figure 12 months earlier.



- 2.11 Over the first three quarters of 2015/16 arrears fell by £1.568 million to £3.824 million, a 23.98% improvement on the level of arrears 12 months before. Payments (net of refunds) received in the first half of the year totalled £1.301 million and write offs of £0.206 million have been processed.
- 2.12 The collection rate for 2015/16 at the end of the quarter was 85.03%. The corresponding figure 12 months previously was 85.15%. The collection of arrears has exceeded the end of quarter profiled target of 84% by £0.765 million. The collection rate for 2014/15 has moved on from 97.67% at the end of 2014/15 to 98.49% nine months later.

3. Directorate Performance - Exceptions

Business Improvement

- 3.2 Days lost to sickness – Performance to December 2015 was at 4.95 days across the Council, just above the target of 4.5 days. We are continuing to manage sickness tightly and supporting employees through well-being initiatives. We will focus on the top 3 reasons for absence, which are Infections inc cold/flu; other musculo skeletal & Stomach, liver, kidney & digestion, to see what further improvements can be made.

Organisational Development

- 3.3 Percentage of employees with a disability – at December 2015, 8.45% of staff were identified as having a disability, against a target of 10%. Numbers remain fairly consistent, with little movement. HR & Payroll will be running a gap analysis in early 2016 around where staff have not reported anything and will look to ensure that data

gaps are explained. An analysis of the current data also suggests that some information might be mistakenly uploaded as a disability which might more appropriately be seen as a temporary medical condition which isn't covered by the Equality Act 2010.

- 3.4 Percentage of black and ethnic minority employees – the reported figure of 7.8% for December 2015 is the highest for the past five years and represents an increase of 0.7% on the previous year. Despite this, it fell short of our target of 9%. BME application rates are at their highest, averaging 22% for the year to date. HR and Payroll will be looking to follow up all continued data gaps early in 2016 to ensure that staff are reminded to complete their self-declarations.

Financial Services

- 3.5 Average number of days to manage open tenders – performance at December 2015 was at 185 days against a target of 120 days. This is due to one of the two procurements counted being extended to ensure that the tender evaluation was sufficiently robust.
- 3.6 Percentage of invoices paid on time –year to date performance at December was 85.4% against a target of 98%. A workshop in January was held to discuss performance and to try to identify how performance can be improved.
- 3.7 Time to process new benefits claims - performance for December was 15.51 days against a target of 14 days. During December, 252 applications were processed in an average of 8.39 days. This is our best monthly result in 2015/16 to date and the second consecutive when we have been within the challenging target of 14 days. Continued good performance over the next three months will see us close to the 14 day target by year end.

Business Improvement

- 3.8 Percentage of customers getting through first time on council main lines – year to date performance in December was 93.6% against a target of 95%. There are a number of initiatives in hand to bring this back on target, such as bringing the resilience contract for overflow calls to the contact centre in house from 1st February, increasing the number of CSOs that can work from home and asking part time staff if they would be willing to work additional hours.
- 3.9 Level of efficiency savings through process improvements – Performance at December 2015 stood at £102,063 against a target of £154,000. Current efficiencies identified (to be achieved this financial year and 2016/17) stands at £297,119. This excludes efficiencies achieved through Admin Review and significant cost avoidance identified through implementation of the new Fraud Detection system.

4. Risk Performance- Exceptions

- 4.1 There are no red risks in the Directorate but there are 5 amber risks detailed below. All these risks are currently being managed as part of day to day business activity and are not currently expected to rise to a level of red risk.

Business Improvement

- 4.2 Two amber risks have been identified in this area relating to the volume of ICT projects and not achieving savings targets.

Law and Governance

- 4.3 One amber risk identified in this area relates to ensuring ICT support is sufficient.

Financial Services

- 4.4 Two amber risks have been identified in this area relating to failure to recruit and retain key staff, and failure to deliver an efficient and timely year end process for annual Council Tax and NDR bills, Rents, Garage and leaseholder statements.

Appendix D

Community Services Integrated Report Q3 2015/16

Financial Performance

Low Carbon/ Cleaner Greener Policy



Budget: £682,862
Forecast: £749,439
Variance: £66,577
Prev Qtr: £682,862
Movement: £66,577

Community Services



Budget: £6,328,291
Forecast: £6,257,291
Variance: £-71,000
Prev Qtr: £6,328,291
Movement: £-71,000

Direct Services



Budget: £2,557,232
Forecast: £2,115,840
Variance: £-441,392
Prev Qtr: £2,557,232
Movement: £-441,392

Performance Summary

Service	No Data	Red	Amber	Green
Community Services	1 (8%)	1 (8%)	0 (0%)	11 (85%)
Direct Services	0 (0%)	1 (13%)	0 (0%)	7 (88%)
Low Carbon/ Cleaner, Greener Oxford	0 (0%)	0 (0%)	0 (0%)	1 (100%)
Total	1 (5%)	2 (9%)	0 (0%)	19 (86%)

Risk Summary

Service	No Data	Red	Amber	Green
Community Services	0 (0%)	0 (0%)	6 (60%)	4 (40%)
Direct Services	0 (0%)	0 (0%)	5 (50%)	5 (50%)
Low Carbon/ Cleaner, Greener Oxford	0 (0%)	0 (0%)	0 (0%)	2 (100%)
Total	0 (0%)	0 (0%)	11 (50%)	11 (50%)

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	0 (0%)	2 (9%)	20 (91%)

	No Data	Red	Amber	Green
Previous Quarter	1 (4%)	1 (4%)	9 (29%)	12 (35%)

Direction of Travel

Service	No Data	Declining	No Change	Improving
Community Services	0 (0%)	1 (8%)	2 (17%)	9 (75%)
Direct Services	0 (0%)	3 (38%)	2 (25%)	3 (38%)
Low Carbon/ Cleaner, Greener Oxford	0 (0%)	1 (50%)	1 (50%)	0 (0%)
Grand Total	0 (0%)	5 (23%)	5 (23%)	12 (55%)

Direction of Travel

Service	No Data	Declining	No change	Improving
Community Services	0 (0%)	1 (10%)	8 (80%)	1 (10%)
Direct Services	0 (0%)	0 (0%)	9 (90%)	1 (10%)
Low Carbon/ Cleaner, Greener Oxford	0 (0%)	0 (0%)	0 (0%)	2 (100%)
Total	0 (0%)	1 (5%)	17 (77%)	4 (18%)

This page is intentionally left blank

COMMUNITY SERVICES DIRECTORATE

1. Directorate Overview

- 1.1 Financial performance within Community Services is projected to have a favourable variance of £0.505 million.
- 1.2 For the Directorate as a whole 19 (90%) of performance measures were on target with two (9%) below target and one (5%) with no data available at the time of reporting.
- 1.3 There are eleven amber risks within the Directorate.

2. Directorate Financial Performance

- 2.1 The Directorate is currently estimated to have a projected outturn position of £9.063 million against a latest budget of £9.568 million, which is a favourable forecast of £0.505 million.

Direct Services

- 2.2 Building Services is currently ahead of the profiled budget position, it is anticipated to be ahead of position at year end; Car parking is showing an overall favourable variance of £0.200 million; Fuel prices continue to decrease and the expenditure in this area is reducing creating a favourable variance of £0.075 million; the new Motor Transport ATF lane is performing well and is forecasting a favourable variance of £0.160 million; Engineering series are also performing well and showing a favourable variance of £0.270 million; there are overall favourable variances for the establishment in Direct Services, which equates to £0.400 million after netting off additional costs of agency staff. Offsetting against this favourable position is the budget pressure that was identified in December 2014 relating to the cost of disposal of dry recyclate, which is estimated to be £0.600 million.

3. Directorate Performance – Exceptions

Community Services

- 3.1 Number of residents engaged with community partnership – the number as at December was 118 against a target of 150. This reflects a change in emphasis of the work of the Localities Team towards quality over quantity of interaction and work with residents.

Direct Services

- 3.3 Total void re-let time - The re-let time year to date is 33 days against a target of 28 days. To date we have re-let 227 voids. In December we re-let 26 voids in an average time of 37.2 days. The average year to date time to complete maintenance work is 24.3 days, in December the average time was 21.2 days.

4. Risk Performance- Exceptions

- 4.1 There are no red risk identified within the Directorate, and there are eleven amber risks listed below. All of the amber risks are currently being managed as part of day to day business activity and are not currently expected to rise to a level of red risk

Red:

- 4.2 There are no Red risks.

Amber:

Direct Services

- 4.3 The five amber risks relate to the management of trees, high levels of sickness absence, external income generation, ICT resilience and the increased costs of waste disposal.

Community Services

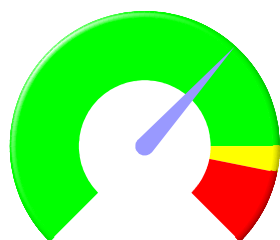
- 4.4 There are six amber risks within this service, relating to:
- Insufficient funding for developments
 - Breach in Health and Safety leading to incident/ injury/ fatality/ closure of leisure facility and/ or service disruption
 - Loss of key staff members
 - Failure to achieve sponsorship income targets
 - threats to public safety, environmental quality and economic viability (there is an enforcement schedule for the night-time economy to ensure compliance with licensing criteria and that matters are dealt with at an early stage; a regular “Nightsafe” meeting, run by the police, ensures public safety issues are responded to effectively)
 - safeguarding of vulnerable groups (with the mitigations that are in place such as good policy and procedures, appropriate DBS checks, safeguarding training, good governance, regular audits and checks it is unlikely that this risk will happen).

Appendix F

Integrated Report- Assistant Chief Executive Q3 2015/16

Financial Performance

Assistant Chief Executive



Budget: £915,419
 Forecast: £720,522
 Variance: £-194,897
 Prev Qtr: £915,419
 Movement: £-194,897

Performance Summary

Service	No Data	Red	Amber	Green
Assistant Chief Executive	0 (0%)	0 (0%)	1 (17%)	5 (83%)
Total	0 (0%)	0 (0%)	1 (17%)	5 (83%)

Risk Summary

Service	No Data	Red	Amber	Green
Assistant Chief Executive	1 (50%)	0 (0%)	0 (0%)	1 (50%)
Total	1 (50%)	0 (0%)	0 (0%)	1 (50%)

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	0 (0%)	1 (17%)	5 (83%)

Direction of Travel

Service	No Data	Declining	No Change	Improving
Assistant Chief Executive	0 (0%)	1 (17%)	4 (67%)	1 (17%)
Grand Total	0 (0%)	1 (17%)	4 (67%)	1 (17%)

	No Data	Red	Amber	Green
Previous Quarter	2 (40%)	0 (0%)	0 (0%)	3 (50%)

Direction of Travel

Service	No Data	Declining	No change	Improving
Assistant Chief Executive	0 (0%)	0 (0%)	0 (0%)	1 (100%)
Total	0 (0%)	0 (0%)	0 (0%)	1 (100%)

This page is intentionally left blank

CHIEF EXECUTIVES DIRECTORATE

1. Overview

- 1.1 Financial performance within the Assistant Chief Executive service (which includes Community Strategy and Partnerships, External Affairs, Communications, Corporate Consultation, Corporate Plan, Research & Policy Development, Business Partnerships, Safeguarding Adults and Children) is forecasting a favourable variance of £0.194 million.
- 1.2 For the Service as a whole, 4 (83%) of performance measures are on target, with one (17%) below target but within acceptable tolerance limits.

2. Financial Performance

- 2.1 The Service is currently estimated to have an underspend of £0.194 million, which is due to expenditure plans associated with the Educational Attainment budget still being defined.

3. Directorate Performance – Exceptions

- 3.1 Number of monthly data briefings – eight Charts of the Month had been published by December, one short of the target of nine. This was due to other work pressures.

4. Risk Performance- Exceptions

- 4.1 There are no red or amber risks identified for the service at the end of Q3.

This page is intentionally left blank

GF Outturn Report 15/16 @
31st December, 2015 Q3

	Approved Budget (per Budget book)	Latest Budget	Projected Outturn against Latest Budget @ 31st December, 2015	PO Variance	PO Variance (Prev Quarter)	PO Variance Mvt from Previous Quarter
	£000's	£000's	£000's	£000's		
Directorates						
Assistant Chief Executive	644	915	721	(195)		(195)
Assistant Chief Executive	644	915	721	(195)		(195)
Partnerships Team	495	960	960			
Planning and Regulatory	1,679	1,262	1,411	149	200	(51)
Housing and Property	(4,709)	(5,200)	(5,094)	106	250	(144)
Regeneration & Housing	(2,535)	(2,978)	(2,722)	256	450	(194)
Low Carbon / Cleaner Greener Policy	789	683	749	67		67
Community Services	5,218	6,328	6,257	(71)		(71)
Direct Services	2,158	2,557	2,057	(500)		(500)
Community Services	8,165	9,568	9,064	(504)		(504)
Transformation	527	322	322			
Business Improvement	7,084	8,248	8,248		107	(107)
Organisational Development	690	1,015	1,015			
Welfare Reform Team	141	314	314			
Financial Services	3,116	3,029	2,959	(70)		(70)
Law & Governance	2,589	2,506	2,536	30		30
Organisational Development & Corporate Services	14,147	15,434	15,394	(40)	107	(147)
Directorate Total Excl SLA's & Capital Charges	20,421	22,940	22,456	(484)	557	(1,041)
SLA's & Capital Charges	10	(257)	(257)			
Corporate Accounts	(151)	755	795	40		
Contingencies	3,025	2,054	2,054			
Total Corporate Accounts & Contingencies	2,874	2,809	2,849	40		
Net Expenditure Budget	23,304	25,492	25,048	(444)	557	(1,041)
Transfer to / (from) Ear Marked Reserves		(2,188)	(2,188)			
Net Budget Requirement	23,304	23,304	22,860	(444)	557	(1,041)
Funding						
External Funding (RSG)	4,463	4,463	4,463			
External Funding (NNDR Retention)	6,048	6,048	6,048			
Council tax	12,072	12,072	12,072			
Less Parish Precepts	(172)	(172)	(172)			
Collection Fund Surplus	547	547	547			
Section 31 Grants	346	346	346			
Total Funding Available	23,304	23,304	23,304			
(Surplus) / Deficit for year		()	(444)	(444)	557	(1,041)

This page is intentionally left blank

Capital Budget and Spend as at 31st December 2015									
Capital Scheme	Latest Budget 2015/16	Profiled Budget	Spend to 31st December 2015	Variance to Profiles Budget	% Spend Against Latest Budget	Forecast Outturn	Outturn Variance to Latest Budget	Outturn Variance due to Slippage	Outturn variance due to Over/ Under spend
	£	£	£	£	£	£	£	£	£
C3039 ICT Infrastructure	86,365	86,365	48,674	(37,691)	56%	86,365	0		0
C3044 Software Licences	175,000	175,000	174,859	(141)	100%	175,000	0		0
C3045 Mobile Working	75,902	75,902	75,241	(661)	99%	75,902	0		0
C3047 Oracle 11g Upgrade	25,000	25,000	9,000	(16,000)	36%	25,000	0		
C3053 New Council website	101,119	101,119	96,944	(4,175)	96%	101,119	0		
C3054 Purchase of web service (API's)	78,050	78,050	10,298	(67,753)	13%	78,050	0		
S03 Business Improvement	541,436	541,436	415,016	(126,420)	77%	541,436	0	0	0
<u>S106 Funded Schemes</u>									
F1323 Bridge Over Fiddlers Stream	228,016	0	3,770	3,770	2%	5,000	(223,016)	(223,016)	
F7007 Woodfarm / Headington Community Centre	0	0	0	0		0	0		
F7009 CCTV Gipsy Lane Campus	0	0	0	0		0	0		
F7010 Work of Art Said Business School	0	0	0	0		0	0		
F7011 Headington Environmental Improvements	59,004	0	0	0	0%	59,004	0		
F7012 Rose Hill Recreation Ground Improvements	3,300	3,300	0	(3,300)	0%	3,300	0		
F7019 Work of Art Rose Hill	0	0	0	0		0	0		
F7020 Work of Art Shotover View	0	0	0	0		0	0		
F7022 Wyatt Road Recreation Ground	0	0	0	0		0	0		
F1332 Improvements to Pembroke Street	120,000	120,000	119,000	(1,000)	99%	120,000	0		
F7024 St Clements Environmental Improvements	0	0	0	0		0	0		
		0							
<u>Grants</u>		0							
E3511 Renovation Grants	25,000	18,750	16,917	(1,833)	68%	25,000	0		
E3521 Disabled Facilities Grants	501,000	459,250	478,833	19,583	96%	516,000	15,000		15,000
S11 Planning & Regulatory	936,320	601,300	618,520	17,220	66%	728,304	(208,016)	(223,016)	15,000
M5014 West End Partnership	335,000	0	0	0	0%	335,000	0		
M5022 Investment Purchase - Oxpens	8,400,000	0	0	0	0%	7,000,000	(1,400,000)	(1,400,000)	
S10 Partnerships Team	8,735,000	0	0	0	0%	7,335,000	(1,400,000)	(1,400,000)	0
<u>Community Centres</u>									
B0033 Community Centres	50,000	50,000	38,167	(11,833)	76%	50,000	0		
		0							
<u>Covered Market</u>		0							
B0027 Covered Market - Improvements & Upgrade to Roof	124,789	124,789	113,148	(11,641)	91%	124,789	0		0
B0028 Covered Market - New Roof Structures to High St Entrances	92,598	92,598	12,565	(80,034)	14%	92,598	0		0
B0036 Investment ~ Covered Market	179,604	179,604	13,055	(166,549)	7%	179,604	0		
		0							
<u>Investment Properties</u>		0							
B0003 Roof Repairs & Ext Refurbishment 44-46 George St	0	0	0	0		0	0		
B0040 Investment ~ Broad Street	92,087	58,600	0	(58,600)	0%	92,087	0		
B0041 Investment - Misc. City Centre Properties	29,725	2,000	1,785	(215)	6%	29,725	0		
B0043 Investment George Street	163,340	0	850	850	1%	163,340	0		
B0044 Investment - Outer City	0	0	0	0		0	0		
B0045 Investment ~ St. Michael's Street	0	0	0	0		0	0		
B0046 Investment - Ship Street	52,184	0	93	93	0%	52,184	0		
B0072 23-25 Broad Street	1,400	1,400	1,393	(7)	100%	1,400	0		
B0092 Acquisition of Investment Properties	693,000	0	0	0	0%	693,000	0		
		0							
<u>Miscellaneous Council Properties</u>		0							
B0032 Bury Knowle House	87,900	0	19,225	19,225	22%	87,900	0		
B0067 Fencing Repairs Across the City	3,430	3,430	3,430	0	100%	3,430	0		
B0077 Direct Services Depots	404,131	329,771	10,266	(319,505)	3%	404,131	0		
B0078 Allotments	0	0	0	0		0	0		
B0079 Street Sports Sites	0	0	0	0		0	0		
B0082 Garages	123,309	123,309	125,442	2,133	102%	123,309	0		
B0088 Barns Road Car Park	163,000	163,000	163,000	0	100%	163,000	0		
		0							
<u>Parks & Cemeteries</u>		0							
B0048 Leisure - Cemeteries	10,000	10,000	6,828	(3,172)	68%	10,000	0		
B0050 Leisure ~ Depots	0	0	0	0		0	0		
B0065 Parks & Cemetery - Masonry Walls & Path Improvements	40,000	40,000	35,304	(4,696)	88%	40,000	0		
		0							
<u>Town Hall & St Aldates Chambers</u>		0							
B0054 Town Hall	256,940	230,391	224,990	(5,401)	88%	256,940	0		
B0068 Town Hall - Conference System Refurbishment	78,841	59,000	51,577	(7,423)	65%	78,841	0		
B0090 St Aldates Security	4,000	4,000	3,113	(887)	78%	4,000	0		
B0091 Town Hall Boiler Replacement	157,500	100,000	98,256	(1,744)	62%	157,500	0		
		0							
<u>General Fund Housing Projects</u>		0							
M5019 Homelessness Property Acquisitions	357,080	357,080	357,080	0	100%	357,080	0		
M5020 Empty Homes CPO Revolving Fund	0	0	0	0		0	0		
M5021 Equity Loan Scheme for Teachers	150,000	0	0	0	0%	150,000	0		
S13 Housing and Property Total	3,314,858	1,928,972	1,279,566	(649,406)	39%	3,314,858	0	0	0
E3554 Additional SALIX Plus funding	78,000	78,000	77,678	(322)	100%	78,000	0		
E3555 Flood Alleviation at Northway & Marston	2,596,000	15,000	14,094	(906)	1%	115,000	(2,481,000)	(2,481,000)	
F0015 Cycle Oxford	164,910	135,704	103,647	(32,057)	63%	164,910	0	0	
S20 Environmental Sustainability	2,838,910	228,704	195,420	(33,284)	7%	357,910	(2,481,000)	(2,481,000)	0
<u>Community Facilities</u>									
G3015 NE Marston Croft Road Recreation Ground	0	0	0	0		0	0		
G3018 St Ebbes Deaf and Hard of Hearing Centre	0	0	0	0		0	0		

Capital Scheme	Latest Budget 2015/16	Profiled Budget	Spend to 31st December 2015	Variance to Profiles Budget	% Spend Against Latest Budget	Forecast Outturn	Outturn Variance to Latest Budget	Outturn Variance due to Slippage	Outturn variance due to Over/ Under spend
	£	£	£	£	£	£	£	£	£
G3019 Wood Farm Neighbourhood Community Facility Improvements	0	0	0	0		0	0		
		0							
Community Safety		0							
E3556 Additional CCTV to Speedwell street	0	0	21,210	21,210		40,000	40,000	40,000	
G6014 CCTV Project	0	0	0	0		0	0		
G6015 CCTV Rose Hill	2,810	2,810	2,810	0	100%	2,810	0		0
		0							
Museum of Oxford		0							
B0075 Stage 2 Museum of Oxford Development	0	0	0	0		0	0		
		0							
Indoor Sports		0							
A4808 Blackbird Leys Leisure Centre Improvements	168,278	37,000	36,773	(227)	22%	51,773	(116,505)	(116,505)	
A4810 New Build Completion Pool	102,827	31,000	37,403	6,403	36%	102,827	0		
A4814 Leisure Centre Substantive Works	0	0	2,943	2,943		0	0		
A4815 Leisure Centre Improvement Work	77,355	77,355	77,355	0	100%	77,355	0		
A4835 Biomass store at Cutteslowe Park to supply new pool	0	0	0	0		0	0		
A4829 Oxford Spires Academy	500,000	400,000	400,000	0	80%	500,000	0		
		0							
Sports Pavilions		0							
A4816 Pavilions General	317,413	238,060	239,411	1,351	75%	317,413	0		
A4840 Cutteslowe Lower Pavilion	698,000	10,000	2,478	(7,522)	0%	600,000	(98,000)	(98,000)	
A4832 Pavilions Grey Water Harvesting	0	0	0	0		0	0		
		0							
Outdoor Sports		0							
A3129 Donnington Recreation Ground Improvements	0	0	0	0		0	0		
A4820 Upgrade Existing Tennis Courts	72,000	72,000	66,132	(5,868)	92%	72,000	0	0	
A4821 Upgrade Existing Multi-Use Games Area	20,000	29,396	17,747	(11,649)	89%	20,000	0	0	
A4833 Horspath Athletics Ground	170,000	170,000	164,129	(5,871)	97%	170,000	0	0	
A4834 Cutteslowe Park Splash Feature	0	0	0	0		0	0		
A4839 New Skate Park -Northway, Bertie Place and Rosehill	0	0	0	0		0	0		
		0					0		
Parks & Cemeteries		0							
A4826 Parks Works	157,648	157,648	151,079	(6,569)	96%	157,648	0		
A4830 Develop new burial space	35,275	15,275	13,300	(1,975)	38%	35,275	0		
S22 Community Services Total	2,321,606	1,240,544	1,232,770	(7,774)	53%	2,147,101	(174,505)	(174,505)	0
Vehicles									
R0005 MT Vehicles/Plant Replacement Programme.	2,718,589	1,692,593	1,690,059	(2,534)	62%	2,718,589	0		
T2280 - Heavy Goods Vehicle Testing Facility	51,288	51,288	88,980	37,692	173%	51,288	0		
		0							
Cleansing Services		0							
T2269 Toilet improvements	22,000	22,000	21,143	(857)	96%	22,000	0		0
T2277 Food waste collection from flats	207,000	186,300	184,635	(1,665)	89%	207,000	0		0
T2282 Solar Compacting Bins	0	0	0	0		0	0		
T2284 Waste & Recycling Compactors	50,000	0	0	0	0%	50,000	0		
		0							
Car Parking & Highways		0							
B0037 Car Parks	84,361	59,053	69,880	10,827	83%	84,361	0		
B0081 Car Parking Oxpens	592,804	292,845	225,170	(67,675)	38%	349,804	(243,000)	(243,000)	
B0086 Extension to Seacourt Park & Ride	115,000	23,219	129,702	106,483	113%	130,000	15,000	15,000	
T2273 Car Parks Resurfacing	452,703	411,960	452,703	40,743	100%	460,000	7,297	7,297	
T2274 Gloucester Green Car Park Waterproofing	88,170	49,838	49,838	0	57%	49,838	(38,332)	(38,332)	
T2279 Dunnocks Way Parking Project	83,124	30,756	0	(30,756)	0%	83,124	0		
T2283 Sandy Lane Resurfacing	105,285	105,285	0	(105,285)	0%	105,285	0		
S23 Direct Services Total	4,570,324	2,925,136	2,912,110	(13,027)	64%	4,311,289	(259,035)	(259,035)	0
B0074 R & D Feasibility Fund	135,000	135,000	11,768	(123,232)	9%	135,000	0	0	
C3052 Fraud Solutions and Data Warehouse	41,000	41,000	35,000	(6,000)	85%	41,000	0		
G6013 Superconnected Cities	844,860	633,645	231,971	(401,674)	27%	844,860	0		
S32 Finance Total	1,020,860	809,645	278,739	(530,906)	27%	1,020,860	0	0	1
Cycling and Public Realm	0	0	0			0	0		
Western Conveyance Channel	0	0	0			0	0		
Third Party CIL Funding	0	0	0	0		0	0	0	0
GF Total	24,279,314	8,275,738	6,932,141	(1,343,597)	29%	19,756,758	(4,522,556)	(4,537,556)	15,001
Housing Revenue Account Capital Programme									
External Contracts									
N6384 Tower Blocks	1,139,000	523,940	313,290	(210,650)	28%	1,139,000	0		
N6386 Structural	231,000	152,460	23,480	(128,980)	10%	231,000	0		
N6387 Controlled Entry	10,000	2,500	(944)	(3,444)	-9%	10,000	0		
N6389 Damp-proof works (K&B)	95,000	36,100	36,338	238	38%	95,000	0		
N6392 Roofing	308,000	231,000	173,640	(57,360)	56%	308,000	0		
N6393 External Doors	210,000	50,400	33,336	(17,064)	16%	210,000	0		
N6394 Windows	113,000	13,560	2,136	(11,424)	2%	113,000	0		
N7020 Extensions & Major Adaptions	623,000	182,165	87,305	(94,861)	14%	623,000	0		
N7026 Communal Areas	158,000	93,220	93,494	274	59%	158,000	0		
N7027 Environmental Improvements	50,000	10,500	7,758	(2,742)	16%	50,000	0		
N7036 Food Waste Collection	58,000	36,000	2,018	(33,982)	3%	58,000	0		
		0							
N7033 Energy Efficiency Initiatives	163,000	114,100	108,799	(5,301)	67%	163,000	0		
N7037 Solar Panels	215,000	193,500	230,816	37,316	107%	215,000	0		
N7038 Insulation Works	400,000	300,520	293,401	(7,119)	73%	400,000	0		
N7039 Investment Programme Delivery	0	0	0	0		0	0		
		0			184				

Capital Scheme	Latest Budget 2015/16	Profiled Budget	Spend to 31st December 2015	Variance to Profiles Budget	% Spend Against Latest Budget	Forecast Outturn	Outturn Variance to Latest Budget	Outturn Variance due to Slippage	Outturn variance due to Over/ Under spend
	£	£	£	£	£	£	£	£	£
New Build		0							
B0034 Rose Hill Community Centre	3,778,355	3,050,000	3,458,712	408,712	92%	3,602,894	(175,461)	(175,461)	
N7029 HCA New Build	2,789,000	2,789,000	2,242,442	(546,558)	80%	2,789,000	0		
N7031 Homes at Barton	50,000	20,500	18,415	(2,085)	37%	50,000	0		
N7032 Great Estates: Estate Enhancements and Regeneration	1,051,000	349,427	252,082	(97,345)	24%	602,621	(448,379)	(448,379)	
N7040 Blackbird Leys Regeneration	15,000	0	0	0	0%	15,000	0	0	
		0							
Internal Contracts		0							
N6385 Adaptations for disabled	573,000	443,960	550,032	106,071	96%	573,000	0		
N6390 Kitchens & Bathrooms	3,178,000	2,170,735	1,566,025	(604,710)	49%	3,178,000	0		
N6391 Heating	1,659,000	1,227,788	1,042,546	(185,241)	63%	1,659,000	0		
N6388 Major Voids	464,000	370,411	179,334	(191,077)	39%	464,000	0		0
N6395 Electrics	356,000	246,423	248,881	2,458	70%	356,000	0		
Housing Revenue Account	17,686,355	12,608,210	10,963,337	(1,644,873)	62%	17,062,515	(623,840)	(623,840)	0
Grand Total	41,965,669	20,883,947	17,895,478	(2,988,470)	43%	36,819,273	(5,146,396)	(5,161,396)	15,001

This page is intentionally left blank

HRA Outturn Report 15/16 @ 31 December, 2015 Q3	Latest Budget	Actual YTD	Budget YTD	Variance YTD	% Budget Spent to 31 December, 2015	Projected Outturn against Latest Budget @ 31 December, 2015	PO Variance	PO Variance Mvt from Previous Month
	£000's	£000's	£000's	£'000's	%	£000's	£000's	£000's
Dwelling Rent	(41,705)	(32,100)	(31,728)	(372)	77%	(42,304)	(600)	(160)
Service Charges	(1,244)	(1,273)	(1,077)	(195)	102%	(1,437)	(193)	
Furniture & Other Rent	(781)	(611)	(554)	(57)	78%	(813)	(32)	44
Major Project Team Fees				()	0%			(337)
Net Income	(43,729)	(33,984)	(33,360)	(624)	78%	(44,554)	(825)	(453)
General Management	5,451	3,699	3,786	(87)	68%	5,511	60	42
Special Services	2,656	2,085	1,976	109	79%	2,731	75	(256)
Other Expenditure	1,898	947	1,099	(153)	50%	1,897	()	1,297
Bad Debt Provision	346	178	248	(70)	52%	346		
Responsive & Cyclical Repairs	10,398	7,875	7,500	375	76%	10,398		(307)
Interest Paid	7,922	5,940	5,940	()	75%	7,920	(2)	
Depreciation	5,849	4,409	4,409		75%	5,878	29	
Total Expenditure	34,520	25,133	24,959	174	73%	34,681	162	777
Net Operating Expenditure/(Income)	(9,209)	(8,851)	(8,401)	(451)	96%	(9,872)	(663)	324
Interest Received	(40)	(69)	(69)		174%	(92)	(53)	
Other HRA Reserve Adjustments	(60)	(92)	(79)	(13)	154%	(59)		1,767
Revenue Contribution to Capital	10,505	7,490	7,490		71%	10,505	()	(3,219)
Total Appropriations	10,406	7,329	7,342	(13)	70%	10,353	(53)	(1452)
Total HRA (Surplus)/Deficit	1,196	(1,522)	(1,058)	(464)	(127%)	481	(716)	(1,128)

This page is intentionally left blank

To: City Executive Board
Date: 17 March 2016
Report of: Executive Director of Organisational Development & Corporate Services
Title of Report: Universal Credit Delivery Partnership Agreement

Summary and recommendations	
Purpose of report:	To authorise the Executive Director Organisational Development and Corporate Services to approve the Delivery Partnership Agreement with the Department of Work and Pensions for the provision of services required for 2016 and in subsequent years as a consequence of the roll out of Universal Credit.
Key decision:	Yes
Executive Board Member:	Councillor Susan Brown, Board Member for Customer & Corporate Services
Corporate Priority:	None
Policy Framework:	Corporate Plan Priority Vibrant and Sustainable Communities
Recommendation(s): That the City Executive Board resolves to:	
1. Authorise the Executive Director for Organisational Development and Corporate Services to enter into arrangements with the Department of Work and Pensions for the provision of services for the delivery of Universal Credit in 2016 and in subsequent years, provided that (s)he is satisfied that the full terms of the agreement are acceptable and properly reflect the principles set out in the report.	
Appendices	
Appendix 1	Risk Register

Introduction

1. On 16 February 2015, the national rollout of Universal Credit began. Universal Credit is a new benefit which amalgamates Jobseekers Allowance, Income Support, Employment & Support Allowance, Working Tax Credits, Child Tax Credits and Housing Benefit. The Government's aim in rolling out Universal Credit is to simplify the benefits system and improve work incentives.
2. The Department of Work & Pensions (DWP) have committed to working with local authorities until 2020 to deliver Universal Credit. DWP will be administering Universal Credit from its regional service centres and supporting claimants to get into work through the Jobcentre Plus (JCP) network. Local authorities (LAs) have been asked to help support more vulnerable claimants with their claims, although this is not a statutory duty.
3. Where local authorities choose to provide support, DWP requires local JCP offices and LAs to enter into local Delivery Partnership Agreements (DPAs). These set out the respective roles of the organisations in delivering Universal Credit and provide for payments to be made to LA's in respect of the activities they carry out to support the DPA. On 2 April 2015, the City Executive Board authorised the Executive Director for ODCS to enter into an agreement with the DWP for 2015/16. This report is seeking delegated authority for the Executive Director for ODCS to enter into new agreement(s) for 2016/17 and subsequent years.

Rollout

4. Universal Credit was first announced in November 2010, and was intended to be rolled out nationally from October 2013. Difficulties in delivering an IT system which links Her Majesty's Revenue and Customs earnings information with a new DWP infrastructure has led to a much slower rollout than originally planned.
5. Universal Credit was introduced in Oxford on 20 April 2015 for single claimants without children. The trigger for applying for Universal Credit is the need to make a claim for Jobseekers Allowance, i.e. where someone loses their job, or leaves the education system. As such most applicants for Universal Credit are under the age of 25.
6. From May 2016, Universal Credit will be extended to all household and claim types. The roll out will be on a phased basis and extended to 5 Jobcentre areas per month until the end of the year, from which point it will be extended to 50 Jobcentres per month. We don't yet know when Universal Credit will be extended in Oxford. DWP have stated that LAs will be notified six months in advance of the extension.
7. According to the DWP's statistical release on 20 January 2016, there were 397 Universal Credit claimants in Oxford. Of these 179 have housing costs and 38 of these are Council tenants

Provision of Services

8. Schedule 1 of the current Delivery Partnership Agreement (DPA) outlines the responsibilities of the City Council. DWP are not yet able to release the template for the 16/17 agreement, but have stated that there will be little change. This is the reason for requesting delegation to agree the new DPA. The main responsibilities for the Council are currently as follows:
- Providing support to the Universal Credit Service Centre on housing cost issues
 - Supporting customers to make claims online
 - Providing personal budgeting support to customers identified as having a need for it
 - Manually processing claims for Council Tax Reduction (until DWP have developed the facility to transmit this information electronically) by providing Universal Credit income information in a manual format until October 2015
 - Supporting social landlords to prepare for Universal Credit
 - Providing Management Information to DWP
 - Supporting DWP with the evaluation of the first phase of national rollout
9. The Council has fulfilled all its obligations under the 2015/16 DPA, and as such has received the payments for this work agreed with DWP at the start of the year.
10. The Council's Welfare Reform Team is responsible for providing personal budgeting support and helping people make their claim online. However, only four referrals for personal budgeting support have been received from Jobcentre Plus (JCP) since Universal Credit was introduced in Oxford on 20 April 2015. This is a concern as a high proportion of people moving onto Universal Credit are accruing rent arrears. Partnership work is being undertaken with JCP to increase the number of referrals.
11. The Council is well prepared to support customers migrating to Universal Credit following its involvement in two Universal Credit pilots. Learning from this work has informed the development of the services which are required under the Delivery Partnership Agreement.
12. A project team was assembled to manage the implementation of Universal Credit prior to rollout in Oxford. This has ensured that teams dealing with Universal Credit customers have developed new processes, staff are adequately trained, and that communication of this work has been managed both internally and externally. Work on the migration to Universal Credit is overseen by an Officer Board.

Financial implications

13. The Council will receive payments for undertaking the activity outlined in the Delivery Partnership Agreement. The amount for 2016/17 is subject to negotiation with DWP during February and March.
14. For 2015/16 the Council will receive £50,426 from the DWP for providing support for Universal Credit. This figure was based on work volumes provided by DWP, and included set up costs of £12,000.

15. The ongoing costs to provide support for Universal Credit are £30,500 per annum. Of these £5,500 are already budgeted for, and relate to work carried out by the Welfare Reform Team (as one of the objectives of setting up this team was to support customers transitioning to Universal Credit). The remaining £25,000 relates to additional work created for the Benefits and Rents Teams. The income from the DWP is available to backfill staff in these teams carrying out Universal Credit work.

Legal issues

16. As stated above, the provision of the services under the DPA do not constitute a statutory obligation on the City Council.

Level of risk

17. An evaluation of the risks associated with the implementation of Universal Credit has been carried out. A detailed Risk Register is attached at Appendix 1.

Equalities impact

18. An equalities impact is not required as the Council has no control over the demographic make-up of customers who will migrate to Universal Credit.

Report author	Paul Wilding
Job title	Revenues & Benefits Programme Manager
Service area or department	Welfare Reform Team
Telephone	01865 252461
e-mail	pwilding@oxford.gov.uk

Background Papers: None

Nos.	Raised by	Date Raised	Probability	Impact	Gross Risk Score	Proximity	Description	Mitigation	Owner	Target Date	Revised Probability	Revised Impact	Residual Risk Score	Status	Date last rev'd by board	Comments
001	Paul Wilding	20/01/2015	3	4	12	Imminent	Insufficient communication between Council and JCP, resulting in poor communication of project to partners and customers	Diarise regular meetings throughout project timeline, and agree escalation routes for communication issues	Paul Wilding	13.2.15	1	4	4	Mitigation agreed		There are no additional escalation routes available to such organisations so they will have to call the customer line with the customer present.
002	Dave Lansley	20/01/2015	4	3	12	Short Term	Lack of escalation routes for support organisations to DWP required to raise queries on claims, resulting in excessive administration by escalating vis MP's etc.	Establish contacts at JCP and DWP that can be accessed, and provide list of contacts to relevant parties	Dave Lansley	20.4.15	3	3	9	Closed		
003	Mark Chandler	20/01/2015	4	4	16	Short Term	Customers receive incorrect advice on UC due to lack of ICT resource for making necessary changes to Lagan scripts, which would make it difficult for the contact centre to field UC enquiries	Flag up resource requirement to ICT as early, and plan the scripting work around resource availability	Mark Chandler	13.2.15	2	3	6	Closed		
004	Mark Chandler	20/01/2015	4	4	16	Short Term	Customers receive incorrect advice about UC due to training not being delivered as a result of the limited time people can be taken off the phones, esp due to end of year, and other training needs	Establish training needs and build training package at the earliest opportunity. Identify who requires the training and schedule this in.	Mark Chandler	27.2.15	1	3	3	Closed		Few referrals for support and delays in UC payment have led to an increase in this risk We will have to accept this as cases will not be referred.
005	Paul Wilding	21/01/2015	3	4	12	Short Term	Customers fail to receive a consistent message about UC due to support organisations and Housing providers being excluded from implementation plans	Ensure the UC Communications Plan includes actions to engage all partners in the city	Helen Thompson	27.3.15	2	3	6	Closed		
006	James Pickering	21/01/2015	3	3	9	Short Term	Overpayments are raised for customers as a result of receiving both UC and HB payments for their Housing costs	Establish a process for avoiding duplicate payments including the Council, JCP and DWP processing centres, and ensure notifications about new UC claims are dealt with promptly	Michele Baldrick	29.1.16	2	3	6	Open		
007	James Pickering	21/01/2015	3	4	12	Short Term	Customers fall into rent arrears as they are not able to access personal budgeting support before they receive their first UC payment	Establish a process for referring customers for support, plan likely volumes and ensure there is sufficient resource to meet the need	Dave Lansley	29.1.16	3	4	12	Open		
008	James Pickering	21/01/2015	4	3	12	Short Term	Customers risk eviction as UC cases with Housing costs are not notified to OCC	Arrange for all UC cases with Housing costs to be referred by JCP	Dave Lansley	11.4.15	4	3	12	Closed		

009	James Pickering	21/01/2015	4	3	12	Short Term	Customers accrue Council Tax arrears as they are not advised to claim CTR separately	Ensure the UC application process makes it clear to applicants that they need to apply for CTR. Ensure this is a key message to customers and partners	Nick Gibb	29.1.16	3	3	9	Open	
010	Paul Fleming	22/01/2015	3	3	9	Short Term	Lack of access to shared GCSX mailbox prevents team processing request from DWP	Work with service and County to get GCSX mail account setup early	Paul Fleming	30/01/2015	2	2	4	Closed	
011	David Rundle	23/01/2015	3	4	12	Long term	People unable to make claim for UC as they are not willing to enter personal data at public access points	Find out from other live sites whether this was a problem, and find out how it was addressed	Dave Lansley	20.4.15	2	3	6	Open	

Work with partners, esp JCP has helped reduce this risk

To: City Executive Board

Date: 17 March 2016

Report of: Executive Director Organisational Development & Corporate Services

Title of Report: Proposal to work with young people not in employment, education or training (NEET'S) – application to European Structural & Investment Fund

Summary and recommendations	
Purpose of report:	To request approval to deliver a project supporting young people into employment, education or training subject to securing funding from the European Structural & Investment Fund.
Key decision:	Yes
Executive Board Member:	Councillor Susan Brown, Board Member for Customer and Corporate Services
Corporate Priority:	A Vibrant, Sustainable Economy, Strong and Active Communities
Policy Framework:	None.
Recommendation(s): That the City Executive Board resolves to:	
1. To grant project approval to allow the Oxford City Council to deliver support for young people into employment, education or training, subject to securing the necessary funding from the European Structural and Investment Fund, as outlined in the report.	

Appendices	
Appendix 1	List of Partners
Appendix 2	Risk Register
Appendix 3	Initial Equality Impact Assessment
Appendix 4	Stage 1 Application

Introduction and background

1. The Oxfordshire Local Enterprise Partnership (LEP) is responsible for championing and developing the Oxfordshire economy. It seeks to achieve its aims by channelling a range of funding streams into local programmes. These include the Regional Growth Fund, the Local Growth Fund, the City Deal and European Structural and Investment Funds (ESiF).
2. One of the two main ESiF programmes is the Labour Market and Community Development Programme which aims to deliver a series of measures across the County to help local people enter and thrive in the local labour market, and support local communities in tackling some of their economic, environmental and social challenges. It is split into three strands as follows; Young People not in employment, education or training (NEETS), Unemployment and meeting lower level skills gaps, and Furthest from the Labour Market.
3. In October 2015, the Oxfordshire LEP in partnership with the Big Lottery's Building Better Opportunities programme released details of a tender opportunity which targets provision for NEETs. The funding call requested specialist provision across all of Oxfordshire but with a particular focus on priority areas in Oxford and Banbury.
4. The funding available is £734,100 over three years, with half provided through the LEP, and half as match funding from Big Lottery.
5. The project requires 193 participants to be supported, with 14% of participants (27 people) to be moved into work, and 17% to move into training or education (33). At least 27% of people who were economically inactive when joining the project must move into employment with training or job-search by the end of the project.
6. The value of the project requires approval from the City Executive Board (CEB) to go forward.

Project Outline

7. The Council in partnership with Aspire Oxfordshire Community Partnership Ltd have developed a proposal to bid for this funding, with the Council acting as lead partner. Bidding for this funding supports the following key objectives in the Council's Financial Inclusion Strategy:
 - Residents will be engaged by partners to support them to learn the skills they need to obtain work
 - Residents will receive training for the type of work which is available locally, so they are best placed to obtain employment
 - Residents will be supported to overcome barriers to work
8. Having recently delivered an employment support project financed by the European Social Fund, the Council has the necessary experience to manage this opportunity. In terms of project delivery, the Council's role will be to provide governance support; expertise in audit, performance management, monitoring and evaluation.
9. Oxford City Council will not be responsible for the delivery of frontline services but will be the lead partner, thereby enabling a number of local charities and social enterprises to access ESiF funding, which would not be possible otherwise. The

Council will also benefit from being able to access the services provided, ensuring they are targeted at priority areas.

10. The bid has been developed in partnership with Aspire, who will lead the operational delivery of the service. They will be responsible for ensuring partners have a shared identity and adhere to a Code of Best Practice, utilise a shared network of employers and partner agencies, common referral forms and processes, a dedicated participant database and shared communication channels and social media platform
11. To achieve the outcomes of the funding call, the Council's bid envisages employment support being offered through a partnership of community-based employment practitioner professionals, employed by a range of local organisations with a countywide reach. It will also support employers to meet the recruitment challenges they are currently facing, due to a shortage of available, skilled people. A list of partners is provided in Appendix 1 with a brief summary of what they will contribute to the project. The majority are based in the priority areas of Oxford and Banbury as it is anticipated the majority of referrals into the project will be from these areas. The Council's proposal assumes working with 220 participants.
12. The delivery model for this work complements both the approach of the Council's Welfare Reform Team and Youth Ambition Programme. A brief summary of project activity is detailed below:
 - A range of group/social activities including sports, outings, film, video and photography and a mobile outreach service in rural areas, to engage NEETs and to help build their initial self-confidence & engage with peers
 - Intensive, long term activities to build young people's self-esteem, aspirations, basic employability skills and work experience, including a diverse range of supported training, volunteering and work experience placements available in the project partnerships' own professional social enterprises ranging from retail, creative industry e.g. film, catering, sport, hospitality, warehousing, property & grounds maintenance and construction
 - Regular, 1-2-1 mentoring and coaching by experienced support workers to understand the young person's individual circumstances and help overcome entrenched barriers to employment and social inclusion
 - Building on strong relationships with local employers to offer real, diverse work experience and tasters, work trials and employment opportunities. Including offering in-work coaching support to both employer & employee for up to 6 months to sustain the transition into employment/education/training
13. In addition to these activities, the project will also provide:
 - Presentations at business networking events, support to participants to attend Jobs Fairs, 'Matchmaking' events to bring work-ready participants and supportive local businesses together, as well as provide support and mentoring to project participants to develop their own enterprise initiatives

- Individual funding will include childcare, subsistence & transport to ensure these young people can engage and sustain their project participation
 - The project will fund regular young persons, family, community & stakeholder engagement and involvement activities. Monitoring & evaluation activities will be funded to reflect regularly on project outcomes and performance
14. Partners for the project were selected following consultation with organisations already providing support to NEETs. Detailed feedback was sought on the initial bid proposals together with a request for what individual organisations felt they could contribute.
 15. There is a two stage bid process to access this funding. The outcome of stage one will be known in March 2016 with shortlisted applicants invited to proceed to stage two. At this point a detailed submission will be required explaining how participants will be supported including statements describing key processes, governance arrangements, and management of the audit requirements. The successful bid will be announced in June 2016 with the project commencing in July 2016.
 16. To support the development of the bid, an application can be made to Big Lottery's Performance Development Fund. The Council has requested £8,700 from this fund to support the development of engagement programmes, promotion of the project prior to commencement of delivery and focus groups to facilitate co-design of the detailed work programmes.

Financial Issues

17. There are no financial costs to the Council in delivering this project. Part of the funding will be used to cover the cost of an officer at Grade 7, to carry out the duties assigned to the Council in this project. This funding is not shown in the Council's budget as the outcome of the application is still pending.
18. As the lead partner the Council will be responsible for the entire project funding, and for ensuring the project is delivered in accordance with European regulations. There is a risk to the Council in taking on this role. Funding can be withheld or clawed back if the correct procedures have not been followed and if evidence is not available for items of expenditure.
19. A failure to deliver on outcomes is not penalised in the same way, providing we are able to clearly explain the reason for under performance. Experience gained in the last year in delivering an ESiF funded project will mitigate this risk. The audit requirements were met in full with no financial penalties being incurred. The risk register at Appendix 2 provides further details of the mitigating actions which will be put in place.

Legal Issues

20. Advice was provided by the Council's legal department to ensure that the project does not contravene State Aid regulations. Further advice will be required from Law & Governance in establishing the governance of the project, including the

establishment of service level agreements between the Council and the partners who will receive funding.

Level of Risk

21. A risk register is included at Appendix 2

Equalities Impact

22. An initial equality impact assessment is included at Appendix 3

Report author	Paul Wilding
Job title	Revenues & Benefits Programme Manager
Service area or department	Welfare Reform Team
Telephone	01865 252461
e-mail	pwilding@oxford.gov.uk

Background Papers: None

This page is intentionally left blank

Appendix 1 – ESiF NEET List of Partners

The table below contains all partners who will receive funding through the Council's proposal.

Aspire Oxfordshire Community Enterprise Ltd	A contracted employment, training and education provider in Oxford's homeless pathway and the county's drug/alcohol treatment and probation service. Provider of community job clubs for last 2.5 years in Oxford city.
South Oxfordshire Food & Education Alliance (SOFEA)	Worked with local schools and young people NEET to provide training and work experience programmes including through their warehouse enterprise and strong links to local business community, for 2+ years.
Banbury Young Homeless Project (BYHP)	BYHP has been supporting young unemployed people aged 16-25 (many vulnerable to homelessness) to improve their work and life skills with the help of the local business community, thus improving their futures.
Base 33	Provides intensive support to young people aged 13-24 experiencing challenges due to e.g. homelessness, drug & alcohol misuse. Includes a team of specialist youth workers experienced in engaging vulnerable young people.
Trax	Offers accredited training, basic skills and work experience programmes to young people aged 13-19 including in mechanics, catering and push bike maintenance. Provides 1-2-1 tailored support and onsite youth counselling.
Synolos	A multi-trade/subject workshop & training centre offering accredited training in practical subjects, basic skills, tasters & enterprise programmes to young people aged 13-24 e.g. furniture making, creative/printing services.
Yellow Submarine	The leading provider of engagement, employment and training services to young people with disabilities in Oxfordshire. Operator of two social enterprise cafes and an NVQ accredited training provider.
Oxford United Community Trust	Set up and run the Oxfordshire business networking group 'United in Business'. Run regular networking events for hundreds of Oxfordshire businesses and has run youth and community programmes in East Oxford for many years.
ACE Training	A specialist construction training centre providing apprenticeship and pre-apprenticeship training in brickwork, bench joinery, groundworks and carpentry in a hands-on workshop based learning environment.
Oxfordshire County Council Early Intervention Service (EIS)	Includes Early Intervention Hubs, Specialist NEET Services and Youth, Engagement and Opportunities Team, funded by the local authority.

This page is intentionally left blank

Appendix 2 ESiF NEET

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
Project Monitoring	Imposition of financial penalties in the event of inadequate project monitoring	Threat	Lack of monitoring results in project expenditure not being properly recorded and/or expenditure incurred on items ineligible for ESiF funding.	Improperly recorded, or ineligible items of expenditure not reimbursed by the programme, which the Council could be liable for.	26/1/16	Paul Wilding	4	4	3	1	3	1		Bid includes funding for a FT council resource to monitor expenditure and ensure all other audit requirements are met.	Ongoing		0	Paul Wilding
Reputation of Council	Reputational damage to Council	Threat	Outcomes set out in the funding call are not met.	As lead organisation the Council would appear responsible for objectives not being met, even though it is not directly delivering services.	26/1/16	Paul Wilding	3	4	2	2	2	2		Partners have been chosen who have a good track record in delivering similar services. Governance arrangements will ensure that poor performance is quickly identified and remedied.	Ongoing		50	Paul Wilding
Employment opportunities for young people with complex barriers to work	Lack of employment opportunities for young people with complex needs may make it difficult to achieve project outcomes	Threat	Many of the target participants in the project are young people facing barriers due to health or behavioural issues. National statistics show	Fewer employment outcomes are achieved and project objectives are not met.	26/1/16	Paul Wilding	3	4	2	3	2	3		Partners have been selected for this project on the basis of successful work they have carried out with young people to help them stay in education or help	Ongoing		0	Paul Wilding

This page is intentionally left blank

Initial Equalities Impact Assessment screening form

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 specifically consider whether:

- (A) The policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults*
- (B) The proposed policy / service is likely to have any significant impact on mental wellbeing / community resilience (staff or residents)*

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?

The project will aim to support young people who are not in education, employment or training. With a buoyant job market in Oxford, the target group tend to be those young people with more complex needs. This will include people with disabilities(physical and mental), people who are homeless (or recently homeless) and/or have dependency issues. By providing services to people who are traditionally excluded from mainstream provision, the project will help to reduce inequalities in employment support provision for young people in Oxford.

However as the project can only support 220 participants, the project may have to turn down some people who come to it for help. In such an event people will be referred to help form alternative provision in the City. In addition all potential participants may benefit from the awareness raising campaign that will be undertaken, promoting the benefits of employing a more diverse workforce.

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 project will lead to the establishment of a new employment service in Oxfordshire, promoting the benefits of employing young people who often struggle to access work.

An overview of the actions to be undertaken is provided in the main body of the report.

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

The project proposal has been developed in consultation with a range of providers in the city, including the ones listed in Appendix One. If the proposal is successful in getting through Stage One, a second more detailed application will be developed in collaboration with the partner organisations. At this stage, insight will also be obtained from potential participants in 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

The only adverse impact is in relation to the limited numbers that the project will be able to deal with. However anyone contacting people employed in the project, will at least be given some initial advice, and referred to an alternative provider for support.

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

The requirements of European funding require data to be collected on all project participants, so there will be a detailed record of the range of people supported. A full time resource will be dedicated to the monitoring of the project.

Lead officer responsible for signing off the EqIA:

Role: Revenues & Benefits Programme Manager

Date: 26 January 2016

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)
- Consultation
- 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 or Oxfordshire data observatory information where relevant)



Building Better Opportunities

Stage one application form (October 2015)

Publication code: BBO1D(2)

Further copies available from:

- ✓ Email general.enquiries@biglotteryfund.org.uk
- ✓ Phone 0845 4 10 20 30
- ✓ Text Relay 18001 plus 0845 4 10 20 30 (this is for those with a hearing or speech impairment)
- ✓ Our website www.biglotteryfund.org.uk/esf

Accessibility

Please contact us to discuss any particular communication needs you have.

Our equality principles

Promoting accessibility; valuing cultural diversity; promoting participation; promoting equality of opportunity; promoting inclusive communities; reducing disadvantage and exclusion. Please visit our website for more information.

We care about the environment

The Big Lottery Fund seeks to minimise its negative environmental impact and only uses proper sustainable resources.

Our mission

Helping communities and people most in need.

Our values

We have identified three values that underpin our work: being supportive and helpful, making best use of Lottery money and using knowledge and evidence. You can find out more about us, our values and the funding programmes we run by visiting our website www.biglotteryfund.org.uk

The Big Lottery Fund is committed to valuing diversity and promoting equality of opportunity, both as a grant maker and employer. The Big Lottery Fund will aim to adopt an inclusive approach to ensure grant applicants and recipients, stakeholders, job applicants and employees are treated fairly.

© Big Lottery Fund, [October, 2015]

Contents

Part one: Important information to check	3
Part two: Making an application	4
Part three: What will your project do?	8*
Part four: What difference will your project make?	8*
Part five: How will you carry out the project?	9*
Part six: Do you have the skills, experience and resources to run the project?	13*
Part seven: Your organisation and contact details	15*
Part eight: Checklist	21*

*These page numbers will be incorrect once you start completing the form.

Part one: Important information to check

How to make sure this application form works correctly

- ✓ You must register on our website to download your own copy of this application form. Go to www.biglotteryfund.org.uk/esf
- ✓ Save a copy of the form to your own computer.
- ✓ Type directly into this form. Text boxes should grow as you type into them. Don't copy and paste from another document as it may cause formatting problems which you might not notice. For example, it could cause you to go over the character limit for a question without realising it, or you may not be able to view all possible answers for a particular question.

Before you start completing the form

- ✓ You must be responding to one of the project outlines we have published on our website www.biglotteryfund.org.uk/esf
- ✓ We have produced other publications that you should be familiar with before making a start on your application. The following documents are available on our website:
 - Programme guide.
 - A summary of our partnership requirements.
 - Guide to delivering European funding.
 - Frequently Asked Questions.
- ✓ Make sure you've read the guidance in Part two of this form as it describes what we're looking for and how we will assess your application.

Completing the form

- ✓ Make sure you've answered every question and read through your application before you send it to us. Email your completed form to esf@biglotteryfund.org.uk putting the name of your organisation (question 23) and the project reference number (question 3) into the email subject line.

Deadline for applications

- ✓ Your application must reach us by the date we have given on the project outline you are responding to, so check this carefully. We won't accept applications after that date.
- ✓ We'll only look at the information provided on the form, so please don't send us any additional documentation.

Help with your application form

- ✓ If you have any questions about Building Better Opportunities or completing this application form, email us at esf@biglotteryfund.org.uk.

Part two: Making an application

The application process consists of two stages. Stage one is fully open and competitive and from this we'll select a shortlist of applicants to take through to stage two.

To submit a stage one application you need to respond to one of the project outlines published on our website. We'll only award one grant for each project outline, so it is vital you read these carefully before considering whether to apply. In some cases, we may refer you to the Local Enterprise Partnership (LEP) website for more information.

Each project outline describes a unique funding opportunity that is available through the programme, setting out what we expect that project to achieve and which areas or groups of people we are targeting. We'll also tell you how much funding is available to deliver that project.

Most of these grants are better suited to partnership working, so you'll probably need to approach other organisations that can help complement or fill gaps in the delivery of your project. Where other organisations are involved, one organisation will submit an application on behalf of the partnership. We call this applicant the 'lead organisation'.

We explain the types of organisations that can apply in the 'Programme guide'.

Role of the lead organisation

The organisation that completes and submits an application will have legal responsibility for all funding we award and will be financially accountable for any funds that are distributed to partners. They will be our main point of contact on behalf of any partnership. We expect this organisation to ensure the monitoring and delivery requirements we've set out in the 'Guide to delivering European funding' are being met by partners throughout the lifetime of the project and for up to ten years after the final payment.

Role of any partners

Partners will sign a partnership agreement with the lead organisation that sets out clear responsibilities for delivering the project. This includes the collection and reporting of evidence that we will use to track progress and make payments.

We explain more about working with other organisations in 'A summary of our partnership requirements'.

What happens when?

- ✓ We need to receive your stage one application form by the deadline given on the project outline you are responding to.
- ✓ It will take us around four months from this deadline to make a decision about whether to invite you to stage two.
- ✓ During our assessment, we will approach the LEP area European Structural and Investment Fund (ESIF) sub-committee for your area to provide a view on how well your proposals fit with the project outline.
- ✓ If you are successful at stage one, we'll send a letter confirming this. If we decide not to invite you to stage two, we will tell you why and also offer feedback on your application.
- ✓ If we offer you development funding, you'll be sent a grant agreement that you will need to sign and return to us to accept the money. We'll also need you to send us your bank details.
- ✓ We'll give you up to six months to submit a stage two application. How long we give will depend on the size and complexity of the project. You'll be able to submit your application as soon as it's ready, but we will only start our assessment once we receive all of the stage two applications relating to that project outline.
- ✓ You'll need to send us a detailed project plan and, if you're working with other organisations, a draft partnership agreement.
- ✓ It'll take us around three months to review and discuss the stage two application with you.
- ✓ We'll then make a final decision about whether to award you the grant.

What can I apply for?

We'll pay for most of the costs you will incur in the delivery of the project. But there are some things we can't pay for, such as:

- ✗ activities that do not contribute to the delivery of the targets identified on the project outline
- ✗ activities or staff costs that do not represent good value for money
- ✗ anything that is a statutory obligation or will replace statutory funding
- ✗ anything you start, or spend money on, before we confirm our funding
- ✗ equipment costing more than £1,000 per item
- ✗ furniture and refurbishment or landscaping work
- ✗ fundraising appeals, endowments and registration fees
- ✗ legal fees
- ✗ loans, fines, bank charges and interest payments
- ✗ overheads and other indirect costs that are more than 20 per cent of the total direct costs of the project
- ✗ projects that generate income or revenue
- ✗ purchase of land or buildings
- ✗ redundancy costs
- ✗ second-hand equipment
- ✗ staff training, unless specialist knowledge is required that could not have been identified before the project began
- ✗ VAT you can recover
- ✗ vehicles.

Direct costs

Most of your expenditure will be for direct costs. These are costs that can directly relate to a project activity, such as staff salaries, and are usually incurred on an item-by-item basis. We can pay for:

- ✓ staff costs, including National Insurance contributions, pension contributions and taxable incentives that are linked to pay
- ✓ staff and participant's expenses
- ✓ participant costs, such as childcare
- ✓ consumables, such as stationery or essential software
- ✓ venue hire and the lease or rental of buildings
- ✓ hire or operating lease of equipment

- ✓ small items of equipment costing up to £1,000 each
- ✓ depreciation of buildings and equipment.

Indirect costs

We can also pay for overheads and other indirect costs providing they do not total more than 20 per cent of the direct costs of the project.

List your estimates for indirect costs at question 12. At stage two, we'll ask applicants to calculate a flat rate for their indirect costs as this rate will normally apply across every payment we make.

We can pay a contribution towards:

- ✓ general administrative or support staff costs, where their duties cannot be separated from core work (for example, receptionists or HR staff)
- ✓ the cost of premises or small items of equipment that are not solely used for the project
- ✓ insurance, such as employer's liability and building insurance
- ✓ utilities and other overheads like telephone, postage, electricity, gas and water.

Development funding

If you are successful at stage one, we can pay you up to £50,000 to help with the costs of developing your stage two application. If you decide to apply for development funding (question 14), you can use it to pay for things like:

- ✓ consultation costs or expenses, including meetings and events
- ✓ communication and publicity of your development work to partners and other stakeholders
- ✓ staff costs and professional fees that specifically support the development work.

This funding is in addition to the amount available for your project.

How will your application be assessed?

In assessing your application we will be looking for evidence that:

Need (Part three and throughout)

- ✓ the project clearly addresses a particular project outline, including any references to the LEP website that we've noted
- ✓ the project will add value to and complement existing services, initiatives or strategies - including the local ESIF strategy - and is additional to any statutory duty or provision

Impact (Part four)

- ✓ the project will make a significant difference to the people and communities it aims to benefit
- ✓ there's a clear understanding at a local level of the barriers faced by the different groups of people who will benefit from the project, including the most socially excluded
- ✓ the project will integrate gender equality, equal opportunities and sustainable development throughout its delivery

Approach (Part five)

- ✓ the planning carried out to date, including the plans for involving the people who will benefit, suggests that further development work would be carried out effectively at the next stage
- ✓ the proposed activities appear to be the best way of addressing the barriers faced by the different groups of people who will benefit from the project
- ✓ the project costs, including development funding, are realistic and based on reasonable assumptions
- ✓ the project is likely to deliver at least the targets identified in the project outline

Capability (Part six)

- ✓ the lead organisation has the necessary skills, experience and resources to manage the project successfully in the local area, including monitoring compliance with ESF requirements
- ✓ individual partners have the right experience and role within the project to complement each other well
- ✓ the partnership is working from a strong foundation with clear plans for ensuring all organisations will work together effectively in the future
- ✓ there is a clear understanding of how State Aid rules may affect the project.

We will talk to the local LEP area ESIF sub-committee and our own local officers, as their feedback will help inform our assessment.

What else do I need to know?

Sustainable development

Sustainable development is about meeting the needs of the present, without compromising the ability of future generations to meet their own needs.

Alongside promoting employment and skills, in question 8 we'll look for the ways in which you will balance environmental, social and economic considerations in the delivery of the project. This could be about:

- ✓ using resources and energy as efficiently as possible
- ✓ enhancing or protecting the physical and natural environment
- ✓ improving people's wellbeing by developing their local environment.

Gender equality and equal opportunities

The need to treat everyone equally, regardless of their race, gender, age, religion and belief, sexual orientation, marital status or disability, plays an important part in the sustainable development of local economies.

We'll look across your application for the ways in which your project:

- ✓ is designed to meet the needs of all potential participants
- ✓ offers services that are accessible to the most socially excluded people, including how staff are supported to do this
- ✓ places equality issues high on its agenda, including identifying ways to create an equal and diverse workforce and to actively promote gender equality
- ✓ leads to under-represented groups having a genuine role in the way the project is run
- ✓ meets current legislation, including the Equality Act 2010.

Evaluation and learning

Evaluation is an important feature of Building Better Opportunities. Throughout the delivery of the project, we need organisations to collect and report information so that key learning can be used more widely to influence the planning of similar provision and future programmes.

We will procure an independent evaluator to carry out a programme-wide evaluation of Building Better Opportunities. To help us with this, we will ask some projects to participate in a sampling exercise looking at the longer term changes that have resulted from this funding. We'll also ask a sample of successful and unsuccessful applicants to take part in qualitative reviews around their experiences of being involved in the programme.

The Managing Authority will carry out their own overall ESF evaluation, which projects must contribute to if asked. This will likely include the tracking of some participants up to six months after they've left the project. The Managing Authority will carry this out using contact information provided by projects. There may also be other evaluation requirements that we'll discuss with you at stage two.

It is important for your organisation to understand why certain approaches work or don't work, to identify good practice, and to analyse how certain results or outcomes are being achieved. This forms an important part of project planning and management. We therefore strongly encourage you to develop self-evaluation plans and identify opportunities for reflecting on and sharing learning in addition to routinely collecting information that satisfies our monitoring requirements.

You may want project staff to carry out self-evaluation activities, or you may want to get support and advice from other agencies or consultants. We are happy for you to budget for this as long as your plans are in proportion to the size of the project. Typically, we encourage applicants to set aside between 5-10 per cent of their total project cost for evaluation activities. For more information about approaches to self-evaluation, please see our [Guide to self-evaluation](#) which is available on our website www.biglotteryfund.org.uk

State Aid

If our funding could give you or other organisations an advantage over other organisations offering similar services, or if the activities you want us to fund could affect trade between EU member states, then our funding might be considered to be 'State Aid'.

There are strict rules governing State Aid so it's important that you get your own advice about whether your project is affected. We ask you to tell us about this in question 22.

Any funding we offer is based on the assumption that, although the money provided by us constitutes state resources, the purpose for which it will be used will not lead to it being considered as unapprovable State Aid. If the purpose of the funding is subsequently deemed to be unapprovable, then we may withdraw it.

For more information about State Aid visit www.bis.gov.uk/policies/europe/state-aid

Part three: What will your project do?

1. What would you like to call your project?

Give your project a short title, something we can use in publicity if you are successful.

Write up to 70 characters, including spaces.

Unlocking Potential Through Community Enterprise

2. Which project outline are you responding to?

Tell us the reference number for the project outline this application form is addressing.

Oxf/2/3

3. What does your project involve?

By 'project' we mean the activities you plan to carry out using this funding. Be specific about what you will do, how you will do it and who will benefit.

Write up to 3,400 characters, including spaces (about 500 words). The box should increase as you type.

'Unlocking Potential for Oxfordshire Through Community Enterprise' will provide a comprehensive, intensive and integrated package of fun engagement activity, real work experience, accredited entry-level training, employability development, one-to-one holistic support and work readiness opportunity to 220 young people aged 17-19 NEET for 6 months or more in the county.

The young people NEET engaged in the project will develop quickly their self-confidence, self-esteem, work readiness & employability. They will be supported into meaningful employment, education & training opportunities with a diverse range of local employers and training providers, with ongoing in-work support to sustain progress.

The project will be delivered by nine experienced community partners across Oxfordshire with a strong track record of reaching, engaging and empowering young people NEET towards, into and during employment, training and education. The delivery partners will be supported in project governance and compliance commitments by Oxford City Council, using expertise gained in delivering an ESF funded project over the last year.

Funded project activity will include:

- A range of fun group/social activities including sports, outings, film, video & photography and a mobile outreach service in rural areas, to engage potential eligible young people NEET & to help build their initial self-confidence & engage with peers.
- Intensive, long term activities to build young people NEET's self-esteem, aspirations, basic employability skills and work experience, including a diverse range of supported training, volunteering and work experience placements available in the project partnerships' own professional social enterprises ranging from retail, creative industry e.g. film, catering, sport, hospitality, warehousing, property & grounds maintenance to construction.
- Regular, 1-2-1 mentoring and coaching by experienced support workers to understand the young person's individual circumstances and help overcome entrenched barriers to employment and social inclusion. This would include supporting the young people NEET to engage with local authority statutory services, JobCentre Plus, housing associations, the homeless pathway, drug & alcohol treatment service and probation service/Youth Offending Teams, as appropriate to overcome entrenched barriers.

- Building on our strong relationships with local employers at a community level to offer real, diverse work experience & tasters, work trials & employment opportunities. Including offering in-work coaching support to both employer & employee for up to 6 months to sustain the transition into employment/education/training.

Project partners would deliver presentations at business networking events, support participants to attend Jobs Fairs, arrange 'Matchmaking' events to bring work-ready participants & supportive local businesses together, as well as provide support and mentoring to project participants to develop their own enterprise initiatives.

Individual funding will include childcare, subsistence & transport to ensure these young people can engage and sustain their project participation.

The project will fund regular young persons, family, community & stakeholder engagement and involvement activities. Monitoring & evaluation activities will be funded to reflect regularly on project outcomes and performance.

Part four: What difference will your project make?

4. Where are the people and communities who will benefit from your project based?

- Give the main areas where the people and communities who will benefit live or are based.
- If your project will not be delivered across all of the areas we've specified on the project outline, or you will be working in additional areas, explain the reasons why.

Write up to 2,100 characters, including spaces (about 300 words). The box should increase as you type.

The project will be genuinely accessible to young people NEET, countywide. It will however include intensive engagement activity and employment support for young people NEET from known areas of high unemployment and multiple deprivation and poverty cluster areas in the county, particularly in Banbury and in Oxford City. In addition partnership activity will be readily available to young people NEET in or within public transport distance of the market towns of Didcot, Witney and Abingdon. Participant transport costs are included in the project outline. Roving mobile outreach will also be provided to engage with young people NEET isolated in rural pockets of deprivation in Oxfordshire.

This geographical targeting of service provision will be further informed from accessing data from JobCentre Plus and local authorities, e.g. Oxford City Council's Welfare Reform Team database and the County Council's Early Intervention Service database.

Confidence in reaching the young people who would benefit the most from the project is increased by working with 9 credible and experienced community organisations which have been supporting and engaging young people NEET in Oxfordshire for many years. Oxfordshire is 756 square miles. This bid, with its 9 partners, whose head offices are sited all across the County, from Didcot to Banbury, Oxford to Witney, has unrivalled local context, local knowledge, local management, and local volunteers. Local not at a county level, but local to the extent, that between partners there is no Oxford resident who is further than 15 miles from the head offices of one of our partners. Senior management on the frontline, with a genuine understanding of the need on their doorstep, which drills down to street names rather than districts, armed with the 'truly local' connections and expertise to make a difference.

5. What changes will your project bring about?

Alongside delivering the targets identified in the project outline, we're interested in the other kinds of changes you're trying to bring about.

Describe up to four changes, using straightforward language. We call these your project outcomes. To learn more about outcomes read our [Getting funding and planning successful project guide](#), which has examples of project outcomes. It's available on our website www.biglotteryfund.org.uk

Write up to 225 characters in each box, including spaces (about 30 words). The box should increase as you type.

1	Improved employment prospects for 220 young people completing supported training, education, volunteering, work experience & work taster opportunities and securing employment on our enterprises and with local businesses.
2	Oxfordshire employers having greater awareness of young people's barriers to employment and reflecting this in amended & inclusive recruitment processes, including offering more work trials & taster opportunities.
3	Over forty successful, sustained transitions into employment achieved due to partners providing six months of in-work support to young people and their employers engaged in the project.
4	Hundreds of brilliant examples of young people engaging in voluntary, co-designed employability support provided by social enterprise, local communities and employers, to realise sustained life changes.

6. How will local people and communities benefit from your project?

Describe the difference you expect your project to make to the people and communities who will benefit from it, including how your project will help the different groups of people we've identified in the project outline. Refer to the relevant parts of the local ESIF strategy or the LEP website that support this.

Write up to 3,400 characters, including spaces (about 500 words). The box should increase as you type.

A strength of the bid is our partnership depth, intensive focus on the individual, our growing links with many supportive businesses in the community, and our countywide reach. This will have a credible, lasting impact on the young people we will support and the communities in which they live.

Our consortium will work with young people who are experiencing low self-esteem, lack of confidence and chaotic lifestyles and who are subsequently less likely to find and maintain employment. This partnership can reach and support any young person NEET in Oxfordshire to improve their capacity to be ready for, and find employment through the provision of a holistic approach focusing on social & personal issues as well as providing opportunities for skills development and work experience. For example in West Oxfordshire, Base 33, Yellow Submarine and Synolos together offer a rich variety of opportunity to engage, holistic social support to get young people towards being "job ready" and then to build on this through skills development & opportunities for accreditation and work experience in environments that continue to recognise the social issues and are supportive, but more closely reflect the real workplace.

Project participants and local communities can benefit from access to and choosing from a diverse, pluralistic support network, alongside mainstream FE/HE provision and statutory support. The organisations are committed to challenging stereotypes in all forms, e.g. would encourage young women to start up their own business or move into a career in construction or grounds maintenance, and look to help parents to ensure their children make well-informed career and subject choices.

The project will empower genuinely the young people NEET by their engagement in a positive, supportive process that will encourage them to be involved on an equal footing in its design and delivery, enabling them to unlock their full potential including acting as project ambassadors and champions for change with businesses and employers across the county.

This project will enable us to develop our support offer for young people NEET who we support

onto placements and employment with local businesses in the communities, to help bridge the employment gap for marginalised young people through the provision of work based opportunities in our social enterprises and with organisations that are made more aware of the needs of these young people and can be supportive, nurturing and keep them in employment through our ongoing support and engagement. In turn these businesses will be able to demonstrate to their customers that they are community minded and supportive of local young people NEET. This investment, support and dialogue will benefit the wider community across the county through an increased understanding and tolerance of the needs of young people NEET and acknowledging the positive contribution they can make to businesses and their local communities.

7. How will your project actively seek to target those hardest to reach?

Explain how you will make sure local people and communities facing particular barriers will know about your project and feel able to take part. Be specific about how you will identify the most socially excluded people and explain what you will do tackle the barriers they face. Include how you'll address gender equality in the project.

Write up to 2,100 characters, including spaces (about 300 words). The box should increase as you type.

Young people NEET can be hard to reach. We would conduct an awareness campaign with existing signposting agencies in the run-up to the new project. We would engage regularly with local & community media and through project partners' social media to promote the service and highlight participant case studies. We would seek new participants to the service through word of mouth referrals through tried & trusted relationships our community organisations have built with our current/former participants, parents, wider family, friends and signposting organisations in the community, as well as through young people seeing our social media posts. Marketing campaigns based on the circulation of leaflets/posters would be deployed, but in a limited capacity & targeted in community locations such as youth clubs, referral agency offices, shopping centres & community centres. Most of all, we would offer fun, initial engagement activities that we know young people enjoy and would be a real incentive.

To encourage gender equality and project accessibility for all, participants' travel and childcare costs would be met by the project; nine diverse delivery partners are engaged and offer mobile rural outreach, and the project will engage a diversity of partner businesses in the community representing a wide range of professions to offer work experience and employment opportunity to all.

We would work closely with local authorities (the County Council's Early Intervention Service, including Early Intervention Hubs, Specialist NEET Services and Youth, Engagement and Opportunities Team) to help identify the most socially excluded young people. We would contact the following to help identify and signpost prospective participants: National Careers Service, Thriving Families, Connections Floating Support, Community & Youth Centres, HE/FE providers, Food banks, local religious and charitable organisations, Housing associations, Advice providers including Citizens' Advice Bureaux, Secondary/Academy schools, Sixth Forms, Probation Service, Youth Offending Team, Parent Carers' Voice Groups.

8. How will your project impact on the environment, economy and people's living conditions?

Explain how you'll use resources effectively and in a sustainable way. This may include creating less waste, saving energy, recycling, sourcing goods and services locally and using environmentally sustainable materials.

Write up to 2,100 characters, including spaces (about 300 words). The box should increase as you type.

Our project will support young people NEET to be equipped to move into employment, training and education vacancies, thereby supporting employers with recruitment and retention challenges in Oxfordshire. It would help ensure young people NEET have the opportunity to gain exposure to the real world of work, further education and training, in a supported environment. Addressing this deficiency in employability skills for young people has been identified as a priority for action by the Oxfordshire 2020 Skills Strategy; at present too many young people in Oxfordshire are not achieving their potential or finding employment opportunities. This project will improve the quality, diversity & effectiveness of employment development interventions for young people NEET including through improved business links & collaboration to benefit Oxfordshire's economy overall (such as on the Westgate Centre development pilot).

Sustainability will be achieved by delivering the project close to where young people live by community based organisations. The only travel costs which will be reimbursed will be those relating to public transport. There is evidence to suggest economically active people are more likely to recycle.

Working towards a "Cleaner, Greener Oxford" is one of the City Council's corporate priorities. Carbon reduction and environmental sustainability is embedded in all Council activities, and as such this project will adhere to the relevant local policy framework. All external support visits made by the City Council will be carried out using public transport. The action taken by Oxford City Council to deliver sustainable development meets the regulatory requirement of the ESF programme in this area.

The lead project delivery partner, Aspire, has an environmental policy and runs a countywide textile recycling project as well as cardboard, plastics and food waste recycling contracts. Project partner SOFEA operates the FareShare franchise to divert food waste in the county and Trax upcycles pushbikes from the tips and trains NEET young people to build them and sell them.

9. How will you improve overall provision for the local people and communities who'll benefit?

Explain how your project will join up with and enhance the services or activities run by other organisations working locally and nationally in the same field, whether or not you're working in partnership with them on this project. Make sure it's clear how your project will be additional to anything statutory bodies have an obligation to provide, as we can't fund this work.

Write up to 2,100 characters, including spaces (about 300 words). The box should increase as you type.

Mainstream FE/HE providers & employers in Oxfordshire do not have the resource & expertise to meet the multiple needs of young people NEET to engage them, support them towards & into employment, and then to sustain progress. This often leads to those young people most in need of support having to engage with either several different agencies or fail in mainstream provision, making only negligible progress toward the labour market. Young people having to engage with several services in order to move closer to the labour market also have enormous difficulty in seeing the purpose and sense of direction of each engagement.

The intensive, 1-2-1 and fun & positive engagement provided through our project would provide a supportive, individualised and therefore more "seamless" route into employment, and then support young people in-work and their employers, to sustain their progress. This is due to the collaborative nature of the partners involved, a shared greater awareness to help map out and access existing employment/education/training support for young people NEET, and a commitment to provide them with a full pathway of support from start to finish - from social activities to first engage and ending with support once placed in work/training. This is additional & alternative to existing FE/HE provision/career advice.

Our project comes from the starting point that young people NEET want to engage voluntarily to access professional, empathetic support to make the necessary changes to find employment.

So it would enhance what's on offer from Work Programme providers under mandated activity. The project partners would engage with local authorities and FE/HE providers to ensure its provision is joined-up and additional to statutory provision. The project partners bring additional, specialist skills and very experienced and successful practitioners: teaching, counselling, youth work, life coaching, psycho-dynamic therapies, enterprise, drug and alcohol education, offending behaviours, attachment disorders, Special Educational Needs such as Aspergers, and mental health.

Part five: How will you carry out your project?

10. What project planning have you already done?

Describe the project planning activities you've completed so far. Summarise the work that has been carried out to develop your project, including who completed it, who else was involved and how the work has been incorporated in this application.

Write up to 2,100 characters, including spaces (about 300 words). The box should increase as you type.

We have reflected on learning from project partners' own employment support activity and its evaluation. This has informed:

- Our approach to developing a community-based employment support approach
- The nature of the partnership
- The types of interventions intended by this project

The learning has been obtained from the following work

- Provision of contracted employment/education/training support to many hundreds young people NEET by project partners, countywide for 15+ years & community based 'Job Clubs' run in four areas in Oxford over the last 2.5 years
- The Council's own ESF-funded employment project
- Running Job Fairs in Oxford city and local communities such as on the Barton housing estate.
- Closer partnership working with JobCentre Plus
- Working with community organisations as delivery partners.

The Council and Aspire have organised quarterly meetings of Employment Practitioners in Oxford for sharing Best Practice and lessons learned across diverse organisations involved in employment support for 18 months resulting in several in-depth, 121 and small group consultation activities held with community-based organisations about what this project provision should look like and what it should achieve.

Aspire has invested time to consult with possible partners across the county about their local employment support ambitions and their clients' needs, including receiving detailed feedback on proposals from a range of community and social enterprise organisations dedicated to supporting young people NEET including e.g. Trax, Yellow Submarine, Synolos, SOFEA, BYHP. These findings have been incorporated into this stage 1 application.

Views on barriers to employment have also been sought by Aspire from 52 employers who are struggling to recruit and retain employees in Oxfordshire.

11. How will the people and communities who will benefit from your project be involved in developing and running it?

Explain how you've involved, or will involve, the local people and communities who will benefit as you've developed your plans. Describe their input and the say they'll have whilst you are running your project. Summarise any procedures you've put in place to make sure they have an ongoing role.

Write up to 2,100 characters, including spaces (about 300 words). The box should increase as you type.

The project focuses on delivering community based employment support, using organisations who are already delivering services and more importantly outcomes to young people NEET in the heart of the communities we intend to support.

It is intended to use project development funds to help identify additional potential participants to those we're already in contact with, and understand their needs and aspirations through carrying out surveys, focus groups, and analysing satisfaction of existing employment support schemes. This approach removes any assumptions on the part of the delivering partners and ensures we are delivering new work streams with the young people NEET as the customer at the heart of its design.

During the project we will carry out a detailed needs assessment with all participants, to develop a personalised program of wrap-around support.

The participant will be an equal partner in determining this program, as the project wants to do things "with" people, not "to" them, so will seek out opportunities to involve young people in its co-design (e.g. of the type and nature of social and engagement group activities) and to help champion the project and raise awareness among employers in particular.

Surveys and focus groups of both participants and employers, training providers and FE/HE providers engaging in the project will be used to provide feedback to enable the project to be refined and improved. Each project partner will engage each participant to provide feedback on their experience in the project. This evaluation will be on going throughout the life of the project and will inform and refine its delivery. A user group will be set up consisting of at least three volunteer participants to feed into the governance of the project.

Social media will be used to promote the project and to engage with potential participants and employers. This will also provide a platform for them to provide feedback on their experience, including through participatory video techniques.

12. How much will your project cost?

- Check which costs you can apply for under **What can I apply for?** at the beginning of the form. We recommend that you ask for the full amount listed on the project outline you are responding to.
- Include the cost of everything you'll need for your project. However, only include VAT in your costs if you can't recover it from HM Revenue and Customs.
- Be as detailed as you can, using clear headings followed by a short description.
- Use a different row for each heading.

Cost heading	Total cost (£)
Year 1: the total cost of providing the comprehensive package of integrated activity as outlined in the project/rows below to 65 participants in countywide community locations as well as roving provision to rural areas, by 9 project partners (Aspire, ACE Training, Oxford United Community Trust, Trax, Yellow Submarine, BYHP, Base 33, Synolos and SOFEA).	
Offering engagement activities through sport, music, food and creative film activities and provision of roving outreach to rural areas, for 65 participants	
Intensive, long-term activities on the project partners' social enterprises, training courses or on local business placements, to engage these 65 project participants to build self-esteem, aspirations, skills and work experience	
Work readiness support to 65 participants to help access and sustain opportunities through coaching and mentoring, volunteering and work experience/tasters, skills training. In-work support at least 13 (20%) of	

individuals for up to 6 months.	
Participation costs: these are to re-imburse the 65 participants in the project who incur costs. We envisage the participant costs for the project being travel, childcare and subsistence costs on a weekly engagement basis, and specialist provision for training course participation not covered by mainstream funding sources, particularly in basic skills, numeracy and literacy.	
Indirect Costs (@ 6% flat rate of staffing costs). This includes traditional support service costs and applied as a flat rate across all delivery partners. These costs reflect only the resourcing costs associated with the project.	
Management of project including: - Audit & Compliance support - Monitoring & Evaluation - Communications - Performance Reporting/ provision of MI. This includes staff costs and indirect costs at 6% flat rate of staffing costs for project manager roles.	
Marketing & Publicity for the project	
Year 2: the cost of providing the comprehensive package of activity as outlined in the project/below to 75 participants in countywide locations by project partners (Aspire, ACE Training, Oxford United Community Trust, Trax, Yellow Submarine, BYHP, Base 33, Synolos and SOFEA. Engagement activities for 75 project participants through sport, music, food and creative film projects, and the provision of roving outreach to rural areas.	
Intensive, long-term activities on the project partners' social enterprises, training courses or through local business placements to engage the 75 project participants to build self-esteem, aspirations, skills and work experience.	
Work readiness support to help 75 participants access and sustain opportunities through coaching and mentoring, volunteering and work experience/tasters, skills training. In-work support to at least 15 (20%) of individuals for up to 6 months.	
Participation costs: these are to re-imburse the 75 participants in the project who incur costs. We envisage the participant costs for the project being travel, childcare and subsistence costs, and specialist provision for training course participation not covered by mainstream funding sources, particularly in basic skills, numeracy and literacy.	
Indirect Costs (@ 6% flat rate of staffing costs). This includes traditional support service costs and applied as a flat rate across all partners. These costs reflect only the resourcing costs associated with the project.	
Management of project including: - Audit & Compliance support - Monitoring & Evaluation - Communications - Performance Reporting/ provision of MI. This includes staff costs and indirect costs at 6% flat rate of staffing costs for project manager roles.	

Marketing & Publicity for the project	
Year 3: the cost of providing the comprehensive package of activity as outlined in the project/below to 80 participants in countywide locations by project partners (Aspire, ACE Training, Oxford United Community Trust, Trax, Yellow Submarine, BYHP, Base 33, Synolos and SOFEA)	
Engagement activities for 80 project participants through sport, music, food and film activities and provision of roving mobile outreach to rural areas	
Intensive, long-term activities on project partners' social enterprises, training courses or on local business placements, to engage the 80 project participants to build self-esteem, aspirations, skills and work experience.	
Work readiness support to help the 80 project participants access and sustain opportunities through coaching and mentoring, volunteering and work experience/tasters, skills training. In-work support to at least 16 (20%) of individuals for up to 6 months.	
Participation costs: these are to re-imburse the 80 participants in the project who incur costs. We envisage the participant costs for the project being travel, childcare and subsistence costs, and specialist provision for training course participation not covered by mainstream funding sources, particularly in basic skills, numeracy and literacy.	
Indirect Costs (@ 6% flat rate of staffing costs). This includes traditional support service costs and applied as a flat rate across all partners. These costs reflect only the resourcing costs associated with the project.	
Management of project including Audit, Compliance, Monitoring & Evaluation, Communications and Performance Reporting/ provision of MI	
Marketing & Publicity for the project Additional end of project evaluation, impact report, recommendations for future activity informed by participants, their family members, community and local authority stakeholders and project partners	
Totals	

13. How have you worked out your costs?

- Explain what your costs are based on, for example, quotes, estimates or what it has cost before.
- Be as specific as you can as to how you've calculated your costs, for example, explain how you've calculated VAT or inflation costs.

Write up to 2,100 characters, including spaces (about 300 words). The box should increase as you type.

Resource costs Staff costs are the forecast actual contribution to salaries, on-costs (NI and pension contributions) and expenses provided by the 9 project partners who will be deploying their staff to manage and deliver this new project. Years 2 & 3 both include a 2% uplift per year to reflect inflationary salary increases and incremental pay scale increases. These increases are based on the Government's decision to cap pay increases to the public sector at 1% for the next 5 years and also what our partners have advised they expect to happen in their sector. This is the core cost to enable delivery of the project and to ensure the holistic 1-2-1 support, including to overcome entrenched barriers, is realised. Participation in activity costs These costs have been based on the project partners' and Council's experience in running equivalent projects in 14/15 for travel, childcare, subsistence and specialist training. We have calculated a participant cost of £xx per annum per participant and apportioned this across the project to reflect the rate we anticipate the 220 participants will engage the project: Year 1 = 65,

Year 2 = 75, Year 3 = 80.

Marketing & Publicity

Figure based on previous equivalent projects and assuming much of the costs will be met through staff resourcing costs hence the reduced figure.

Monitoring & Evaluation

Having recently delivered an ESF project, we recognise that monitoring and evaluation is an ongoing activity. As such, much of this work will be carried out by the City Council resource, responsible for Audit, Compliance, Communications and Performance Management. Evaluations for our last 2 employment projects have not incurred any additional evaluation costs on top of staff time. However we have included an additional amount for the end of year 3 to ensure we undertake a comprehensive review and inform future projects. These additional costs are not double counted in the total project cost, and the indirect costs are apportioned accordingly.

Indirect costs

Indirect costs have been calculated at a flat rate of 6% per annum.

14. Do you need development funding?

☒ Yes ☐ No

If yes, the development costs you can ask for are explained under **What can I apply for?** at the beginning of the form.

- Include the costs of everything you will need to do to develop your project. However, only include VAT in your costs if you can't recover it from HM Revenue and Customs.
- Be as detailed as you can, using clear headings followed by a short description.
- Use a different row for each heading.

Item or activity	Total cost (£)
Development and implementation of advance communication and publicity of project work to partners and other stakeholders, including potential participant, community group and stakeholder meetings	2500.00
Staff costs associated with the development of project partner programmes, project procedures and policies and governance arrangements	5200.00
5 focus groups across the county to aid with co-design and to inform project deliverables - staff costs to arrange and host events, and reimbursement of e.g. travel costs to participants & partners	1000.00
	
	
	
	
	
	
Totals	8700.00

15. What are the most important activities you'll deliver during your project?

Describe the main activities you'll deliver and give the project years they will happen in.

- You can add up to 20 activities and can write up to 225 characters in each description (about 30 words).
- Write **All years** if an activity will happen throughout your project. The box should increase as you type.

Activity	Project year
Regular and intensive 1-2-1 mentoring & coaching to participants from community locations across the county, to understand individual circumstances and help overcome their specific barriers to employment and social inclusion.	All Years
Intensive, long-term, supported work experience &volunteering placements in a range of practical subjects and real commercial settings within project partners' enterprises to build self-esteem/aspirations/skills & experience	All Years
Taster courses and entry-level training in a range of practical subjects to raise participants' aspirations and prepare them for working life, further education and long-term training such as apprenticeships.	All Years
Strong relationships with a diverse range of local employers to offer real work tasters, experiences & employment opportunities to project participants, including engagement through regular Job Fairs & Matchmaker events	All Years
Offer project participants and their employers initial in-work coaching support to help sustain their transition into employment	All Years
Dedicated auditing and compliance support for partnership organisations	All Years
Organise regular participant, family, community and stakeholder engagement and involvement activities to ensure they inform the project activities and priorities.	All Years
Undertake monitoring and evaluation activities to reflect on the outcomes and performance of the partnership's activities, including self-evaluation activities and participatory video.	All Years
Support participants to create & progress their individual employment action plan and goals document, including core employability work such as CV writing, interview preparation and soft skills for the work environment.	All Years
To increase participants' basic skills notably in maths, English and digital literacy, to navigate with confidence national & local government sites, employment sites and use ICT & the internet.	All Years
Quarterly meetings for project partners involved in project delivery to maintain & develop Best Practice, a shared network of employers and partner agencies.	All Years
Regular engagement with influential stakeholders to ensure project enjoys strong local support and remains joined-up to existing/statutory service provision, particularly with JobCentre Plus and the local authorities	All Years
Run an awareness campaign with our signposting agencies and community partners in the run-up to the establishment of the new service	Development phase and Year 1

Improving participants' access to our service and employment development opportunities through the processing and payment of e.g. childcare and transport costs	All Years
A communications plan to promote and maintain awareness of the service	All Years
Support to undertake vocational learning and training to prepare them for working life, further education and long-term training such as apprenticeships.	All Years
Protecting participant data by using consent forms and ensuring all partners are DPA compliant. Reconciling receipts and submitting claims to the Big Lottery.	All Years
A range of user-led, fun group activities co-designed by service users that will engage new people, build confidence & soft skills, including sports to activities like cooking, film making and visits to music & arts events.	All Years
A mobile, roving engagement service (such as a minibus) to provide outreach and engagement to encourage potential project participants in rural areas to engage in the project.	All Years
Comprehensive evaluation of outcomes (quality&sustainability of jobs or other results achieved by participants; measuring progress made by participants who do not achieve results against the ESF targets; community benefits)	Year 3

16. How will your activities help you achieve the targets for the project?

Explain how your activities will help you achieve the targets we have given on the project outline you are responding to. If you plan to support more people than these targets, set out these numbers.

Write up to 3,400 characters, including spaces (about 500 words). The box should increase as you type.

Our activities will be delivered by a diversity of partnership providers and against a community-based organisation delivery model across the county. This gives us full confidence we can engage relatively quickly with the 220 young people NEET who would be eligible to benefit from this support the most over the project's lifetime, and perform comfortably against the project's desired results and outputs.

The diversity of locations from where the 9 project partners are located and the diverse, fun & positive range of engagement activities, work experience and training opportunities they offer, would help ensure the project engaged with a balance of male & female participants. Referrals from the agencies listed and from within the community gives us confidence we would attract a good mix of young people NEET who are unemployed or economically inactive. Including organisations such as Yellow Submarine would help ensure we engage participants with disabilities in a credible way also.

Partners' existing track records on reaching and then supporting their client groups into employment, education and training gives us confidence we can meet and exceed the outcomes set for this project, within budget. For example, Aspire's job club provision in 2014-15 supported 213 local people in Oxford City facing similar barriers to employment, delivering 465 one-to-one support sessions. Of these participants, 31% moved into education or training and 14% moved into sustained, paid employment.

The project participant target of 220 takes into consideration the likely additional support each community partner could put in place with this funding. It assumes each project participant will receive an intensive engagement (including for example a social activity or work experience session and a one to one support session over a day) on average once a week for between 4-12 months, with 65 people engaged in year 1, 75 in year 2 and 80 in year 3 over the project lifetime. The calculations also allow for quiet times in holiday periods, the likelihood of missed appointments and voluntary disengagement from the project due to the target groups' multiple barriers.

17. What targets are you intending to deliver?

For each target listed in the project outline, tell us what numbers of participants you are intending to work with.

- ✓ List all the targets stated in the project outline and give the number you will work with against the original target amount. For example “490 women against a target of 400”.
- ✓ We need to clearly understand the number of people you intend to work with in each of the participant groups, and the percentage of those that will progress to be counted in the results targets. If these differ from the minimum targets provided within the project outline, please explain this difference.
- ✓ If you intend to include any targets that are additional to the ones detailed in the project outline, list these separately.
- ✓ Note that the project must achieve at least the minimum targets provided within the project outline, so your application should not suggest lower targets.

Write up to 3,400 characters, including spaces (about 500 words). The box should increase as you type.

We will work with 220 people in our project with intensive support activities to improve their work readiness, against a project outline target of 193 people. We feel confident we can achieve this higher overall engagement target, given the diversity of geography and client group of the 9 community partners involved in the project, and their typical rates of engagement for this specific client group in the last 2 years.

A further 100-200 individuals may receive ad hoc signposting or referral support in-year, but not translate into active participants for the project partners e.g. due to lack of eligibility. Job Fairs and Matchmaker events we could support and organise across the county with JobCentre Plus and local authorities would attract c. 300 attendees for each event, not all of whom would be young people NEET engaging in this project.

We would anticipate securing the formal support of over 50 employers in the county for our supported work experience, training and employment support programme.

Within this total engagement figure of 220 we will adhere to the BBO programme outline engagement guidelines and keep a strong gender, ethnic and disability representation, i.e. we will aim to engage with 110 men and 110 women (against the outline target of 96 and 97 respectively); 45 people who are unemployed (against a target of 39); 175 people who are economically inactive (against a target of 154); 44 people with disabilities (against a target of 38); and 22 people from ethnic minorities (against a target of 18).

We expect the following results for the 220 eligible, engaging participants:

25% of the people enrolled on the project move into education or training on leaving, against a project outline target of 17 percent.

20% of the people enrolled on the project move into employment with training (including self-employment) on leaving, of whom 50% were unemployed on joining the project and 50% were economically inactive, against a project outline target of 14 percent.

35% of the people who were economically inactive on joining the project move into employment with training (including self-employment) or job-search on leaving, against a project outline target of 27 percent.

We are confident we can deliver against these higher outcomes targets for the client group and have based this on our community partners' existing track records with this age group. We would also report against additional, wider & softer outcomes, such as improvement in self-esteem and self-confidence, reduced stress & anxiety, feeling more socially included, feeling more hopeful of the future and employment prospects.

100% of participants receive childcare support if they need it, against the same project outline target.

Part six: Do you have the skills, experience and resources to run the project?

18. How will you make sure your organisation can deliver the project?

Explain how you'll find the time, skills and expertise you'll need to ensure your project is successful and that it's compliant with ESF requirements.

Write up to 2,100 characters, including spaces (about 300 words). The box should increase as you type.

In putting together this bid we have carefully studied the appropriate project documentation to ensure we understand the requirements to deliver this project.

Oxford City Council has just finished delivering a successful ESF project and all Audits were passed without issue. We aim to build on this learning and for this project we will appoint a dedicated resource within the Council who will be responsible for audit and governance of the full project. This resource will be line managed by someone who was involved in delivering the ESF project to provide maximum resilience.

We however recognise that the Audit and Monitoring requirements may be challenging for our partners and we will use our experience to provide support to them, ensuring smaller organisations can access these funds whilst minimising risk.

During our ESF project we gained an excellent understanding of the requirements of the Managing Authority as specified in COUNCIL REGULATION (EC) No 1083/2006 including article 60 and COUNCIL REGULATION (EC) No 1828/2006 articles 13 to 16.

As a result of this we understand the importance of document retention and will have the appropriate policy within our project. We understand that we are required to keep project documentation for 10 years after the end of the project and have procedures in place to govern this process.

Oxford City Council uses the Agresso General Ledger system to manage its Finances. Project funds will be accounted for separately and this will be achieved by setting up a specific cost centre for the project. Finance colleagues have been engaged in the early development of this project and will be supporting us for the duration of the Project should the bid be successful.

The Agresso system meets the requirements described in Article 15 of Regulation 1828/2006.

A project partnership agreement will be established which will include specific reference to the documentation required to keep in respect of expenditure incurred, and outcomes obtained. Regular monitoring meetings will be held with partners for the duration of the project.

19. What experience do you have in running similar projects?

Provide details of your organisation's relevant experience, what you've learned from your previous work and how this will help you with the project you'd like us to fund. Include any experience you have of managing European funding.

Write up to 2,100 characters, including spaces (about 300 words). The box should increase as you type.

Across the partnership there is extensive experience and expertise in delivering tailored and holistic employment support to disadvantaged young people NEET and overcoming barriers to work including debt, housing, childcare and mental health. This support has been delivered by project partners to young people who are ex-offenders, refugees, (vulnerable to) homelessness, young people with drug and alcohol issues and with a variety of physical and mental health problems. A great deal of learning has been obtained through this work, but the most important thing is the personalisation of support. People tend to have more than one issue to solve when it comes to moving into employment. As such it's important to understand their whole situation up front, and to work in partnership with other providers to ensure the right support is given at the right time. This is the approach we intend to adopt in this project, as outlined above.

The Council has recently completed the successful delivery of a project funded by the ESF. This focussed on supporting people in the private rented sector on benefits, into employment. It ran for 12 months, dealt with 230 participants and achieved 64 employment outcomes. In delivering the project, we achieved full compliance with the audit requirements.

Oxford City Council has experience of managing other European funding, such as delivering a significant Education Attainment Programme in partnership with the University of Oxford. The value of this Programme is 420,00 EUROS for 3 years. The Programme is in its third year of delivery and showing demonstrable results

20. Will you be working with other organisations to deliver your project?

☒ Yes ☐ No

If yes, list all your partners, their relevant experience and what they will deliver as part of your project. Partners will work with you to develop and manage your project and will have a role in decision making. They can also deliver services for the project.

Write up to 225 characters in each box (about 30 words). The boxes should increase as you type.

Organisation name	Relevant experience	Services or activities they will deliver
Aspire Oxfordshire Community Enterprise Ltd	Contracted employment, training & work experience provider in Oxfordshire's homeless pathway, drug/alcohol treatment and probation services since 2001. Provider of community job clubs for 2.5 years in Oxford city.	Delivery partner located in Oxford for engagement, work readiness support and enterprise work experience to young people NEET. Lead delivery partner to e.g. organise project partners' quarterly meetings, share Best Practice.
Oxford City Council	Have been running employment support programmes for the last 36 months, including one funded by ESF.	Lead partner. Responsible for ESF reporting, auditing and compliance and providing support to project partners to fulfil these responsibilities
South Oxfordshire Food & Education Alliance (SOFEA)	Worked with local schools and young people NEET to provide training and work experience programmes including through their warehouse enterprise and strong links to local business community, for 2+ years.	Delivery partner located in South Oxfordshire to provide engagement, 1-2-1 support, accredited training, work readiness support, local business engagement and enterprise work experience activities to young people NEET.
Banbury Young Homeless Project (BYHP)	BYHP has been supporting young unemployed people aged 16-25 (many vulnerable to homelessness)	Delivery partner located in North Oxfordshire to provide engagement, 1-2-1 support, accredited training,

	to improve their work and life skills with the help of the local business community, thus improving their futures.	work readiness support and local business work experience activities to young people NEET.
Base 33	Provides intensive support to young people aged 13-24 experiencing challenges due to e.g. homelessness, drug & alcohol misuse. Includes a team of specialist youth workers experienced in engaging vulnerable young people.	Delivery partner located in West Oxfordshire to provide engagement, 1-2-1 support, accredited training, work readiness support and local business work experience activities to young people NEET
Trax	Offers accredited training, basic skills and work experience programmes to young people aged 13-19 including in mechanics, catering and push bike maintenance. Provides 1-2-1 tailored support and onsite youth counselling.	Delivery partner located in Oxford to provide engagement, 1-2-1 support, accredited training, work readiness support and enterprise work experience activities to young people NEET
Synolos	A multi-trade/subject workshop & training centre offering accredited training in practical subjects, basic skills, tasters & enterprise programmes to young people aged 13-24 e.g. furniture making, creative/printing services.	Delivery partner located in West Oxfordshire to provide engagement, 1-2-1 support, accredited training, work readiness support and enterprise work experience activities to young people NEET.
Yellow Submarine	The leading provider of engagement, employment and training services to young people with disabilities in Oxfordshire. Operator of two social enterprise cafes and an NVQ accredited training provider.	Delivery partner located in Oxford, South & West Oxfordshire to provide engagement, 1-2-1 support, accredited training, work readiness support and enterprise work experience activities to young people NEET with disabilities.
ACE Training	A specialist construction training centre providing apprenticeship and pre-apprenticeship training in brickwork, bench joinery, groundworks and carpentry in a hands-on workshop based learning environment.	Delivery partner located in Kidlington & North Oxfordshire to provide engagement, 1-2-1 support, accredited training, work readiness support and enterprise work experience activities to young people NEET.
Oxford United Community Trust	Set up and run the Oxfordshire business networking group 'United in Business'. Run regular networking events for hundreds of Oxfordshire businesses and has run youth and community programmes in East Oxford for many years.	Delivery partner located in Oxford to provide engagement, 1-2-1 support, accredited training, work readiness support, work experience and engagement activities with local businesses to young people NEET.
Oxfordshire County Council Early Intervention Service (EIS)	Includes Early Intervention Hubs, Specialist NEET Services and Youth, Engagement and Opportunities Team, funded by the local authority.	To help the partnership identify the most socially excluded young people according to their records and help ensure interventions tie-in with statutory provision.

21. How will your partnership operate?

Describe the processes and structures you have developed or will put in place to ensure your partnership works together well, gets value for money and links up more widely with other organisations.

Write up to 2,100 characters, including spaces (about 300 words). The box should increase as you type.

Oxford City Council (lead partner) and Aspire Oxford (lead delivery partner) would incorporate a steering group of the partnership organisations to agree on governance and strategic management arrangements during the development phase, and then meet on a quarterly basis throughout the delivery of the project. The group would also be responsible for partnership management, referrals and quality control.

Each organisation in the partnership would be responsible for delivering clear geographical & thematic (e.g. 1-2-1 support, work experience) elements of the project to participants, with some partners also taking responsibility for specific client groups (e.g. Yellow Submarine would support the majority of disabled participants). Adopting this model would therefore provide a very short supply chain. This will foster good communication, effective partnership working and avoid wasting money by paying excessive management fees and indirect costs.

The organisations involved in delivery are all either local charities or not-for-profit with a common social purpose, so would reinvest any surplus back into the project and client group. They would seek to ensure all young people accessing the project would be supported via an agreed, consistent framework of service provision; as such there would be an agreed set of standards, consistent across the partnership. Monitoring and evaluation of service provision would therefore be made far simpler, consistent and cost-effective.

The project approach and activities necessarily encourage and facilitate interaction between the young people NEET engaged through the project with local employers, businesses, FE/HE providers and statutory services. Between them the project partners already attend all strategic-level meetings in the county concerning the client group. This would ensure that service provision is linked well with other organisations.

22. How were the partners identified and selected?

Describe the process you used to select the most appropriate lead organisation and partner organisations.

Write up to 2,100 characters, including spaces (about 300 words). The box should increase as you type.

Oxford City Council is the lead partner. The Council brings real value to this bid by operating as the lead organisation in an ESF reporting and compliance capacity. It has completed an ESF funded project so has the necessary experience to fulfil this role. OCC is large enough to manage the funding and disbursement to partners, has experience at multi-agency working as a key member of City and Countywide strategic and operational partnerships, and enjoys a reputation for service delivery and staff investment (IIP Gold, CSE accreditation). It has important leverage and influence with employers including as a commissioner of contracts and services and a good relationship with other Local Authorities in Oxfordshire.

Aspire is the lead delivery partner. It has provided employment support to Oxfordshire residents young and old faced with barriers to employment associated with homelessness, offending histories and substance misuse, since 2001. It has delivered community-based employment support to local residents in deprived wards of Oxford City (Blackbird Leys, Wood Farm, Littlemore and Barton), known as 'Job Club', since 2013. This is achieved by genuine partnership working engaging proactively with Children's Centres, Community Centres, Libraries, Schools, Probation Service, Local Authorities, HE/FE providers, Housing Associations, the National Careers Service and local employers.

Delivery partners have been chosen according to a selection process and criteria informed by: Aspire and OCC attending the series of LEP and Big Lottery workshops over the last 18 months and attending lead partner advisory meetings held by OCVA; requesting Expressions of Interest from each partner; hosting in-depth consultation meetings with project partners in November 2015; and ensuring partners have read, understood and commented on the stage 1 application form. Selection also included basic due diligence, checking partners' links to/reputation in the community, assessing their engagement & outcomes track record for young people NEET and weighing their added value to the partnership.

23. How have you considered whether your project may be subject to State Aid rules?

For information about State Aid visit www.gov.uk/state-aid

Give details of:

- where your advice about State Aid came from and how you've taken account of this in developing your project
- any organisations in your area providing similar goods or services
- how our funding would affect your competitive or financial position in relation to other organisations providing similar goods or services
- the amount of funding you've received in the last three years that was classed as State Aid.

Write up to 2,100 characters, including spaces (about 300 words). The box should increase as you type.

We have read the guidance documents on the gov.uk website in relation to State Aid, and have taken advice from our Legal Department.

The funding will be used to provide training and employment support to young people NEET.

The training will be provided to the recipients on a non-commercial basis (generally by third sector bodies), and will have no effect on any competitive market place. On this basis there is no reason to believe that the £30k funding to be used for this purpose should be counted in any "de minimis" state aid calculation.

Part seven: Your organisation and contact details

24. What is the full legal name of your organisation, as shown on your governing document?

The Oxford City Council

25. Does your organisation use a different name in your day to day work?

☐ Yes ☐ No

If yes, what other name do you use?

Oxford City Council

26. What is the main or registered address for your organisation?

If we offer you a grant, this is the address we'll send our offer letter to, so make sure you can safely receive post at this address. We recommend this to be your organisation's office address, but if you don't have an office your registered address may be a home address.

Organisation name

Oxford City Council

Sub-building name/number

Building name

Town Hall

Building number

Street

St Aldates

Town or city

Postcode

OX1 1BX

Phone number one

01865 252461

Phone number two or text phone

01865 249811

27. What is the main email address for your organisation?

This should be the email address people use to contact your organisation. It can be a personal email address if your organisation doesn't have an email address.

pwilding@oxford.gov.uk

28. Does your organisation have a website?

☒ Yes ☐ No

If yes, what is its address?

http://www.oxford.gov.uk/

29. What type of organisation are you?

Select all options that are relevant to you.

Charity	Registered charity ☐	Charitable unincorporated association ☐
	Charitable incorporated organisation ☐	Charitable trust ☐
	Exempt charity ☐	Excepted charity ☐
	Charity (Royal Charter or Act of Parliament) ☐	
Company or mutual society	Company limited by shares ☐	Company limited by guarantee ☐
	Company listed publically ☐	Community interest company limited by shares ☐
	Community interest company limited by guarantee ☐	Community interest company listed publically ☐
	Credit Union ☐	Limited liability partnership ☐
	Industrial and provident society ☐	Co-operative ☐
	Friendly society ☐	

Public sector	Community council	☐	Parish council	☐
	Town council	☐	Local authority	☒
	NHS Trust foundation	☐	NHS Trust - other	☐
	Health authority	☐	Local health board	☐
	Non departmental public body	☐	Police authority	☐
	Fire service	☐	Prison service	☐
	Other	☐		
School	State school	☐	Community school	☐
	Foundation or Trust school	☐	Voluntary aided school	☐
	Voluntary controlled school	☐	Academy	☐
	City technology college	☐		
Other	Individual	☐	Sole trader	☐
	Further or higher education	☐	University	☐
	Independent school	☐	Non charitable unincorporated organisation	☐
	Faith based organisation	☐	Parochial church council	☐
	Partnership	☐	Other	☐

Give any reference or registration numbers you have:

Charity Commission for England and Wales
 Charity Commission for Northern Ireland (or HMRC number)
 Office of the Scottish Charity Regulator
 Companies House
 Financial Conduct Authority
 Health Authority number
 School reference number

Other reference or registration numbers

Please give details:

30. When was your organisation set up?

Give the date when your organisation adopted its current legal status. This should be on your governing document. All organisations need to provide this. If you're a school or statutory organisation, check with your administrative body - if you don't know the exact day or month, please give us an approximate date.

Day Month Year

31. What is your VAT status?

For more information on VAT see the HM Revenue and Customs website <http://www.hmrc.gov.uk/vat/>

☒ VAT registered ☐ Not VAT registered

If you are VAT registered, what is your VAT registration number? Your VAT number should be between 9 and 12 numbers long and have no spaces.

VAT number:

32. Is your organisation independent, or a branch or department of a larger organisation?

☐ Independent

An independent organisation will have its own governing document and can manage its own funds and staff.

☐ Branch or department

To be able to apply to us a branch must have its own governing document (or will have adopted its parent organisation's governing document), produce its own annual accounts (which may be included in its parent organisation's accounts) and have a bank or building society account in the legal name of the branch as shown in its governing document and be responsible for how the funds in it are spent.

If you are a branch, what is the name and address of the larger organisation?

Organisation name

Sub-building name/number

Building name

Building number

Street

Town or city

Postcode

If we offer a branch a grant we will ask the larger organisation to accept overall responsibility for it. For branches where there is insufficient local control, the parent organisation will need to apply.

33. How many people are on the board or committee that runs your organisation?

48

34. Are there any restrictions on who can join your organisation?

For example:

- if your organisation has a membership we expect this to be open to all and that anyone can join, unless you can provide a good reason why not.
- we would expect there to be an open and transparent joining process, including a right of appeal. For this reason we usually consider proposing and seconding to admit new members as unacceptable.

☐ Yes ☒ No

If yes, what restrictions do you have and why do you have them?

Write up to 375 characters, including spaces (about 50 words)

As a Local Authority, an individual can stand for election as a Councillor subject to the rules laid out by the Electoral Commission.

Any individual eligible to work in the UK can apply to work at the Council, subject to our recruitment policy.

35. What is your organisation's current financial position?

Select one option and fill in the amounts from your accounts or financial projection.

- ☒ Information from the latest accounts approved by your organisation
- ☐ 12 month projection because you've been running for less than 15 months. This should give your expected income and expenditure for the 12 months from the date your organisation was set up.

All organisations, including schools and statutory organisations, need to provide this information.

Accounting year ending

Day 31

Month 3

Year 2015

Total income for the year

£ 145137000

Total expenditure for the year

£ 170734000

Surplus or deficit at the year-end £

Total savings or reserves at the year-end £

If there are any qualifying statements you wish to make about your financial position, or the information you've provided to us above, please tell us here:

36. Have your accounts been independently audited?

Not all organisations are required to get their accounts audited (by a registered auditor who gives an opinion on the accounts). Some get them independently examined instead which is a less rigorous external review carried out by an independent person with relevant skills and experience. If your accounts are independently examined and not audited, select No.

☒ Yes ☐ No

If yes, give the name and address of your auditor:

Ernst & Young LLP
Forbury Road
Reading
RG1 1YE

Contacts

We need the date of birth and home address for all of your contacts. This includes a previous address if they've not lived at their current address for three years.

We use this to carry out some basic identity checks as part of our standard fraud prevention process, so please check that the information provided is correct. All organisations, including schools and statutory organisations, need to provide this.

Our identity check may appear on a credit report, but it's not a credit check and can only be seen by the person we're checking, so their credit rating won't be affected. You can find out more in our Good Governance Guide (available by searching 'good governance' on our website www.biglotteryfund.org.uk or by contacting our Big Advice Team) and the Data Protection policy at the end of this form.

Primary contact

37. Who should we contact if we have questions about your application?

They must be someone who runs or works for your organisation. We call this the primary contact.

Title	Mr
Forenames	Paul
Surname	Wilding
Date of birth (dd/mm/yyyy)	/ /
Job title or position held	Revenues & Benefits Programme Manager

Home address:

Flat number	
Building name/number	
Street	
Town or city	

Postcode

Have they lived at this address for the last three years? ☒ Yes ☐ No

If no, give their previous home address:

Flat number
Building name/number
Street
Town or city
Postcode

Daytime phone
Evening phone
Mobile number

Email

The email address should be one they use for your organisation. We'll use this whenever we get in touch about your project.

If your primary contact has any of the following communication needs, please let us know here. These include things like: audiotape, Braille, a community language, hard copy letter, large print, sign language, Textphone, voice activated software, or something else. Please give details:

Which address should we use for any correspondence? Select one:

- ☒ Main organisation address
☐ Home address
☐ Other address

If another address, what is it?

Flat number
Building name/number
Street
Town or city
Postcode

Legally responsible contact

38. Who in your organisation will be legally responsible for the funding?

This cannot be the same person as the primary contact. We call this person the legally responsible contact.

The legally responsible contact must be over 18 years old and is responsible for ensuring that this application is supported by the organisation applying, any funded project is delivered as set out in the application form and that the funded organisation meets our monitoring requirements.

Title
Forenames
Surname
Date of birth (dd/mm/yyyy)

What is their job title or position?

The legally responsible contact must hold one of the following positions. Tick just one box:

Company

☐ director
or
☐ company secretary

School

☐ head teacher

Local authority or health body

☐ chief executive
or
☒ director

Town, Parish or Community Council

☐ clerk to the council
or
☐ office bearer
or
☐ chair

All other types of organisations

☐ chair
or
☐ vice chair
or
☐ treasurer

Tick to confirm the primary contact and legally responsible contact are different people: ☐

Home address:

Flat number

Building name/number

Street

Town or city

Postcode

Have they lived at this address for the last three years?

☒ Yes ☐ No

If no, give their previous home address:

Flat number

Building name/number

Street

Town or city

Postcode

Daytime phone

01865252339

Evening phone

Mobile number

Email

jyates@oxford.gov.uk

The email address should be one they use for your organisation. We'll use this whenever we get in touch about your project.

If your legally responsible contact has any of the following communication needs, please let us know here. These include things like: audiotape, Braille, a community language, hard copy letter, large print, sign language, Textphone, voice activated software, or something else. Please give details:

Conflicts of interest

39. Are you are aware of any potential or actual conflicts of interest?

☐ Yes ☒ No

If yes, describe what these conflicts of interest are. Write up to 1,050 characters, including spaces (about 150 words). The box should increase as you type.

Part eight

Data protection

We will use the information you give us during assessment and during the life of your grant (if awarded) to administer and analyse grants and for research purposes. We may give copies of all or some of this information to individuals and organisations we consult when assessing applications, administering the programme, monitoring grants and evaluating funding processes and impacts. These organisations may include accountants, external evaluators and other organisations or groups involved in delivering the programme.

We may share information with organisations and individuals with a legitimate interest in Lottery applications and grants or specific funding programmes. Contact details of successful applicants may be passed on to Members of Parliament or Government departments for the purposes of informing them of the applicant's success. We have a duty to protect public funds and for that reason we may also share information with other Lottery distributors, government departments, organisations providing matched funding or for the prevention and detection of crime.

Your information may be transferred to an IT service provider based outside the European Economic Area (EEA). If your information is transferred outside the EEA, we will ensure it is sufficiently protected.

We will use personal information provided by you in order to conduct appropriate identity checks. Personal information that you provide may be disclosed to a credit reference or fraud prevention agency, which may keep a record of that information.

If you provide false or inaccurate information in your application or at any point in the life of any funding we award you and fraud is identified, we will provide details to fraud prevention agencies to prevent fraud and money laundering. If you are a company this will include the names of the Company Directors at the time of the fraud. You must undertake to inform all Directors, Trustees and Committee members of this notice.

You can obtain further details explaining how the information held by fraud prevention agencies may be used by emailing dataprotection@biglotteryfund.org.uk, by telephoning our advice line on 0345 4 10 20 30, or by writing to:

Customer services
Big Lottery Fund
2 St James' Gate
Newcastle upon Tyne
NE1 4BE

☐ We'd like to keep in touch with your organisation about the Big Lottery Fund including information about new funding programmes and other Lottery good causes. If you'd rather not receive this type of information, please tick this box.

Freedom of Information Act

The Freedom of Information Act 2000 gives members of the public the right to request any information that we hold. This includes information received from third parties, such as, although not limited to grant applicants, grant holders, contractors and people making a complaint.

If information is requested under the Freedom of Information Act we will release it, subject to exemptions; although we may choose to consult with you first. If you think that information you are providing may be exempt from release if requested, ~~240~~ should let us know when you apply.

Check your application is complete

By submitting this application you confirm that:

- ☒ the legally responsible contact named in question 37 and the board or committee that runs the organisation named in Part seven, have authorised this application.
- ☒ you've read the Guide to delivering European funding (available at www.biglotteryfund.org.uk/esf) and understand that the requirements we've set out will form the basis of our terms and conditions of grant, if you are awarded any money.
- ☒ you agree we may use the information you have provided for the purposes described under the Data Protection Act and Freedom of Information Act above.

This page is intentionally left blank

To: City Executive Board
Date: 17 March 2016
Report of: Head of Property & Housing
Title of Report: Award of 2 Key Service Contracts

Summary and recommendations	
Purpose of report:	To seek delegation to award two contracts to deliver: Water Monitoring Services and Lift Service and Maintenance Services to the Council.
Key decision:	Yes
Executive Board Member:	Councillor Mike Rowley, Board Member for Housing
Corporate Priority:	Meeting Housing Needs
Policy Framework:	Housing Strategy
Recommendation(s): That the City Executive Board resolves to:	
1. Delegate authority to the Executive Director Regeneration & Housing, after consultation with the Monitoring Officer and s151 Officer, following completion of the EU-compliant tender process described in this report, to award: a) Water Monitoring Services Contract b) Lift Service and Maintenance Contract	

Appendices	
Appendix 1	Risk Register

Introduction and background

1. The water monitoring contract, which ensures the prevention, risk management and control of legionella and associated services is shortly due to expire. Associated services encompass any remedial works that may be required to comply with changing regulations surrounding legionella. This contract has been in place for 3 years and is coming to the end of its extension period which terminates on 31 March 2016.
2. The lift service and maintenance contract has already terminated and is currently being covered at a reduced service level by the previous supplier for the same

price. The contract terminated over a year ago and the reason for the delay in re-tendering has been due to the difficulty in appointing a specialist lift consultant to undertake detailed condition surveys on each of the Council's lifts. The Council went out to competitive quotation in order to source a specialist consultant but initially received no responses. Consequently the process had to be re-run and resulted in 1 submission. Information crucial to the tender specification so that suppliers can price accurately.

3. In order to maintain legislative compliance regarding water monitoring and to ensure the safe operation of lifts in Council properties, both contracts are currently being re-tendered. At the time of writing this report the tender process is on-going, therefore it is necessary to seek delegated authority to award these contracts.

4. Tender Process

An EU open tender process is being conducted, separately for both opportunities, using the South East Business portal. There are no suitable framework agreements that the Council is able to utilise.

5. Evaluation Criteria

The evaluation criteria for both opportunities has been set at 60% quality and 40% price, with the quality section questions seeking to examine how the tenderer will meet the service needs of each contract. Each question is weighted to reflect the importance of the criterion and the Council's standard 0-5 scoring mechanism is being used.

6. Contract Rules Compliance and Financial Assessment

Both opportunities will be call off contracts and a financial assessment will be carried out on the successful tenderers

7. Financial implications

The budget available for the contracts is as follows:

Lift Service and maintenance - £110,520 per annum. Based on a 5 year contract term this equates to a potential total contract spend of £552,600.

Water Monitoring - £93,980 per annum. Based on a 5 year contract term this equates to a potential contract spend of £469,900. This estimated contract value has been calculated on historic spend data and although the Council is expecting less work to be carried out during the next contract term, market intelligence indicates that there has been a rise in current pricing which could be as much as 20% higher than the previous contract. The previous contract had benefitted from a 3 year fixed price arrangement.

8. Legal Issues

In order for the Council to comply with regulations surrounding water monitoring services, specifically the control of legionella, the regulatory requirements have clearly been stated in the specification. Both tender processes are following the EU open tender process and have been competitively advertised in the Official Journal of the European Union, the South East Business Portal and Contracts Finder.

9. Level of Risk

Please refer to the risk register

10. Equalities Impact

A full impact assessment is not relevant to this report, however, both sets of tender documentation have safeguarding requirements that suppliers will have to comply with.

Report author	Nicky Atkin
Job title	Contracts & Procurement Specialist
Service area or department	Financial Services
Telephone	01865 252778
e-mail	natkin@oxford.gov.uk

Background Papers: None

This page is intentionally left blank

Appendix 1 Risk Register Lift Maintenance etc

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
Breaching Legislation	Supplier fails to adhere to the required regulations, for example regarding the control of legionella.	T	Inadequate employee training or negligence	Very serious health and safety related risk	26/02/2016	Keith Reynolds	9	2	9	2	9	2		There are pass / fail compliance and accreditation questions contained in the tender documentation. Rigorous contract management and monitoring are essential.	26/01/2016		75%	Stephen Clarke, Head of Housing and Property
Safeguarding	Supplier may need to enter a Council property that has vulnerable people.	T	Property has either a lift or water supply.	Vulnerable persons may be at risk	26/01/2016	Keith Reynolds / Steve Stansfield	8	5	8	5	8	5		Specification requires supplier to be DBS checked.	26/01/2016		75%	Contract Monitoring Officers (Keith Reynolds & Steve Stansfield)
Tender Award	Failure to award or delay to award the contract	T	Panel cannot agree on scores or Director / Section 151 or the monitoring officer do not agree award recommendation	Council will not comply with legislative requirements and its commitment to site safety.	27/01/2016	Stephen Clarke	8	2	8	2	8	2		Procurement will facilitate moderation and complete a robust tender evaluation award report.	27/01/2016		75%	Nicky Atkin, Contracts & Procurement Officer
New contract rates are higher than the allotted budget	Contract rates are higher than the allotted budget	T	There is a need for more remedial works than originally envisaged	The Council would have to increase the budget to meet requirement.	26/02/2016	Stephen Clarke	2	7	2	7	2	7	Both markets have not been tested for a few years, some uplift is anticipated.	Prior to lift maintenance being tendered a detailed lift condition survey was commissioned, so this has fed into the budget setting process.	26/01/2016		75%	Stephen Clarke, Head of Housing and Property

This page is intentionally left blank

To: City Executive Board
Date: 17 March 2016
Report of: Head of Housing and Property
Title of Report: Allocation of Homelessness Prevention Funds in 2016/2017

Summary and recommendations	
Purpose of report:	To approve the allocation of the homelessness prevention funds, with the purpose of meeting the objectives of the Homelessness Strategy.
Key decision:	Yes
Executive Board Member:	Councillor Mike Rowley, Housing
Corporate Priority:	Meeting Housing Needs
Policy Framework:	Homelessness Strategy
Recommendation(s): That the City Executive Board resolves to:	
1. Approve the allocation of the Preventing Homelessness funds to commission homelessness services as outlined in paragraph 14 below; 2. Delegate to the Head of Housing and Property Services, in consultation with the Portfolio Holder for Housing, the discretion to administer any necessary changes to these allocations and allocate the balance of the Preventing Homelessness funds.	

Appendices	
Appendix 1	Allocation 2015-2016
Appendix 2	Risk Register

Introduction and background

1. In December 2015, the Department of Communities and Local Government (DCLG) confirmed Oxford City Council's Preventing Homelessness funds for 2016/2017 at £941k. The budget is identified in the Council's Medium Term Financial Plan and included in the Council's 2016/17 budget.
2. The resources are not ring fenced; however the Council remains committed to ending rough sleeping within the City by supporting homeless people and those threatened with homelessness into sustainable accommodation.
3. A further commissioning budget is also available from the Council's own grant budget of £440k.
4. The strategic framework within which both these funds are allocated is the same and therefore funds will be considered as if they are from one budget.
5. In order to deliver its work, the Council will continue to explore relevant opportunities to work with, and where appropriate jointly commission with partners at Oxfordshire County Council and the Oxfordshire Clinical Commissioning Group.
6. In light of the cross-commissioning agenda and cross-strategy advantages, a multi-agency steering group is responsible for advising on and monitoring this budget. The group comprises of representatives from Oxford City Council, Oxfordshire County Council Joint Commissioning Team, Public Health (Drug and Alcohol Team) and the Oxfordshire Clinical Commissioning Group.

Context and Key Developments in 2015/2016

7. Rough sleeping has increased nationally over the last year and the Council's official street count in November 2015 was 39, a 50% increase on the previous year.
8. The City also carries out an estimate count which is monitored by the Health and Well-Being Board (HWB). Oxford's estimate was 56, compared to Cherwell 21, South Oxfordshire 5, Vale of White Horse 5 and West Oxfordshire 3. The HWB target of not exceeding the baseline rough sleeping County-wide estimate of 68 (set in 2014-2015) was missed, with the actual figure being 90.

Re-commissioning of the Homeless Pathway

9. Oxfordshire County Council concluded a procurement exercise in October 2015 for 285 units of accommodation based support across the County, with 252 of those units based in the City. New contracts started on 1st February 2016. These contracts should have initially been 3-year contracts but providers have been informed recently that only the first 14 months will be funded at full contract value (1 February 2016 – 31 March 2017).
10. This is due to Oxfordshire County Council's recommendation to cut £1.5m, (100%) the total Housing Related Support Grant related to the accommodation based homeless pathway, from 1 April 2017. This poses a significant risk to the delivery of homelessness services from April 2017.
11. The main change to the current pathway is the de-commissioning of support services at Lucy Faithful House which means that the 61 current residents will move out to dispersed properties, procured as part of the tender process.
12. During 2015-2016, Oxford City Council commissioned a Project Manager for the Making Every Adult Matter project, Acacia Complex Needs Housing and continued

its support of the Mayday Trust proof of concept and the development of an ethical landlord model. For a full list of allocations in 2015-2016 please see Appendix 1.

Strategic Framework for Commissioning and Funding 2016-2017

13. Significant consideration is given to the national rough sleeping strategy titled “No One Left Out – Communities Ending Rough Sleeping” and “Vision to End Rough Sleeping: No Second Night Out Nationwide” which signalled a new energy and renewed focus to end rough sleeping. The Council’s priorities in terms of tackling rough sleeping and single homelessness are set out in its Homelessness Strategy 2013-2018 as follows:-

- Prevent and respond to rough sleeping
- Deliver and review the impact of No Second Night Out (NSNO)
- Develop services to tackle the issues of entrenched rough sleepers
- Improve pathways through supported specialist accommodation for former rough sleepers
- Ensure sufficient specialist accommodation and support to meet the needs of single homeless clients in the City
- Review anti-begging campaigns

Allocation of the Homelessness Budget 2016-2017

14. It is proposed that the following specialist services and posts be funded in 2016-2017:-

Organisation and Purpose of the Grant	Allocation for 2016-2017
Assertive Outreach, Reconnection and Move-on	
Street Population Outreach Service (Oxford SPOT), St Mungo’s Funding for a team of 9 full-time equivalents (FTE) delivering assertive outreach, reconnection, personalisation and advice services for rough sleepers to reduce the numbers spending a second night on the streets, numbers living on the streets and returning to the streets. This is the second year of a three year contract.	£350,893
Specialist Homelessness Liaison Service (Thames Valley Police (TVP)) Funding for a service delivered by TVP City Centre Unit to provide targeted support to reduce rough sleeping through outreach, enforcement, begging and anti-social behaviour, delivered by TVP City Centre Unit. This allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2016.	£40,000
Sit-Up Service at O’Hanlon House (OxHOP) Funding to provide 10 additional sit-up spaces to	£54,903

manage the current high street population. The allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2016.	
Severe Weather Provision (OxHOP, Simon House) Funding to provide additional emergency beds in periods of severe weather to all rough sleepers. This grant has been increased this year given the higher street population.	£20,000
Housing First – Julian Housing (OxHOP) Funding for 1 FTE and a peer support worker for this specialist housing project for some of the most complex and entrenched rough sleepers with the aim of sustaining the tenancy and moving on successfully. This is the second year of a two year contract.	£47,850
Private Rented Move-On Scheme (Oxford City Council) Funding to provide deposits for clients connected to Oxford City and moving out of the homelessness pathway.	£15,000
City Centre Ambassadors (Oxford City Council) The City Centre Ambassadors provide a visible presence within Oxford City Centre. They assist people with enquiries, liaise with businesses to keep the city centre clean and litter free, and work closely with the police to spot and deter anti-social behaviour. They engage with homeless people, referring them into the appropriate support services.	£10,000
Complex Needs	
Mental Health Practitioner (Luther Street Medical Centre) Funding for 1xFTE continues to be a success, providing the Outreach team with specialist mental health support and intervention. It is funded in partnership with Oxford Health and Oxford Homeless Medical Fund. This allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2016.	£25,000
Preventing Homelessness	
Tenancy Sustainment Officer - Elmore Community Services Funding for 1XFTE supporting residents in OCC accommodation to maintain their tenancies. This allocation is on a yearly basis and the Council has the	£35,630

right to terminate funding if the grant is stopped or reduced beyond March 2016.	
Pre-Tenancy Training Course (Connection Floating Support) Funding to provide courses to help 50 people develop a range of skills that will enable them to become tenancy ready	£14,667
Welfare Reform Team (Oxford City Council) Funding contributes towards the work of the team focussing on the impact of welfare reform across the City.	£77,461
Discretionary Housing Payments (DHP) (Oxford City Council) Funding contributes towards the mitigation of welfare reform impact.	£150,000
Target Hardening/Sanctuary Scheme (Oxford City Council) Funding provided for a post in the Anti-Social Behaviour Team to support victims of domestic abuse and enable them to stay in their own homes.	£30,000
Tackling Worklessness and Improving Positive Activities	
Aspire Oxfordshire Funding for 2 FTE Education, Training and Employment workers to develop further Aspire's social enterprises, work placements and employment opportunities for clients living in the homeless pathway with the aim of enabling service users to gain paid work. This allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2015. Aspire's core grant (an additional grant to the 2 FTEs) is in the last year of a 4-year tapering arrangement which sees the core grant reduce to zero in 2016-2017.	£77,623
Emmaus Community Oxford Core funding for Emmaus to provide accommodation in their community and work opportunities in their second-hand furniture social enterprise. Emmaus' new second hand superstore should open in Temple Cowley in March/April 2016. This allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2016. A clause in the contract will enable the Council to begin tapering the core grant as the	£20,000

business establishes itself.	
Steppin Stones Day Centre Core funding for Steppin Stones daycentre to support both rough sleepers and those who are vulnerably housed through a range of activities, training and education and where appropriate sign post clients to more appropriate services. This allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2016	£55,000
Service Broker Big Issue Foundation Funding for 1 FTE to support Big Issues sellers into accommodation and into more sustainable work opportunities. This contract will continue to be within a payment by results framework. This allocation is on a yearly basis and the Council will review it in light of current performance with potential changes made to the grant conditions and payments.	£25,000
Gatehouse Café Core funding for the Gatehouse café, to support and engage hard to reach client that traditionally do not use mainstream services towards accommodation and specialist support This allocation is on a yearly basis and the Council has the right to terminate funding if the grant is stopped or reduced beyond March 2016.	£5,580
Young People	
Young People's Pathway (Oxfordshire County Council) This grant is part of Oxford City Council's contribution to joint commissioning of the Young Person's Pathway.	£42,992
Emergency Bed for Oxford City (Oxfordshire County Council) Funding provides one emergency bed within the Young Person's pathway for use by Oxford City.	£6,134
Other	
Single Homelessness Team Funding contribution towards the Council's Rough Sleeping and Single Homelessness Team.	£100,000
CHAIN database Core funding to maintain the City's web-based database management system that collates all data and provides monitoring reports on rough sleeping. This allocation is on a yearly basis and the Council has	£4,396

the right to terminate funding if the grant is stopped or reduced beyond March 2016.	
Business Rates at the Old Fire Station This is the fifth and final year of the Council's commitment to paying a percentage of the Old Fire Station's business rates.	£6,200
Total	£1,214,329

15. The Council is taking a prudent approach to this year's budget in light of the significant changes to the adult homeless pathway commissioned by Oxfordshire County Council. Further allocations will be made when the team is better aware of how the changes and cuts impact the sector.
16. It is therefore recommended that the Head of Housing and Property has the delegated authority, in consultation with the Portfolio holder, to administer any necessary changes to these allocations as well as the authority to administer the unallocated amount of £167k.

Financial implications

17. The expenditure identified within this report can be met from the allocated budgets and there is scope for further allocations when new priorities emerge.

Performance monitoring

18. In distributing this budget, the Council will ensure that there are clear outcomes and targets in each organisation's service specification which are reported on quarterly. An executive summary of all data and performance is produced on a quarterly basis by the Rough Sleeping and Single Homelessness Team for the steering group and wider corporate comment.
19. There will be quarterly performance monitoring meetings with Oxford City Council's Rough Sleeping and Single Homelessness Team to ensure that outcomes and targets are achieved and issues are addressed.

Level of risk

20. The Risk Register is attached in Appendix 2.

Equalities impact

21. All services in receipt of funding are subject to rigorous monitoring which includes equality and diversity.

Staffing Implications

22. All external staff are employed by external organisations for whom the Council has no liability
23. The budget is managed by the existing Rough Sleeping and Single Homelessness Manager in Housing and Property.

Report author	Nerys Parry
Job title	Rough Sleeping and Single Homelessness Manager
Service area or department	Housing and Property
Telephone	01865 252825
e-mail	nparry@oxford.gov.uk

Background Papers: None

APPENDIX 1 2015-2016 Allocated Amounts

Areas	Committed Allocation
Priority Services for Adults	
Tackling rough sleeping	
Street Outreach and Single Homeless Service - St Mungo's Broadway	£350,893.00
Severe Weather Beds - various	£15,000.00
Rough Sleeping & Street activity service - TVP	£40,000.00
Housing First - Julian Housing	£47,850.00
NSNO Sit-up Service - O'Hanlon House	£54,903.00
NSNO rent and service charge - O'Hanlon House	£6,000.00
O'Hanlon House Day Centre - Joint with County	£103,965.77
O'Hanlon House Day Service - OCC commissioned	£86,324.27
OxfordCHAIN	£8,039.00
Preventing homelessness	
Tenancy Sustainment Officer - Elmore	£35,630.00
Pre-tenancy training course - Connection	£14,667.00
Access to mental/physical/ health and social care	
Mental Health Practitioner - LSMC	£25,000.00
Hostel in-reach - Elmore	£3,394.40
Tackling worklessness, promote positive activities	
Gatehouse	£5,580.00
Porch/Steppin Stones	£55,000.00
Aspire	£88,691.50
Emmaus	£25,000.00
Service Broker - The Big Issue Foundation	£25,000.00
Priority Services for Young People	
Contribution to County for YP pathway	£42,992.00
E-Bed for YP in Oxford city	£6,134.28
YP provision in Simon House and Lucy Faithful House	£5,000.00
Homeless Prevention or Statutory Provision	
Welfare Reform Outreach Team	£75,847.00
Supplementing Discretionary Housing Payments	£0.00
Target Hardening/Sanctuary Scheme	£30,000.00
Business Rates at the Old Fire Station	£5,915.00
Pending/Pilot/Innovation	
Single Homelessness staff funding	£100,000.00
MEAM pilot	£21,000.00
Acacia Complex Needs Service	£103,675.00
Total Allocated/Committed	£1,381,501.22

This page is intentionally left blank

Appendix 2 Risk Register Allocated Homeless Funds

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
Funding Not Spent Appropriately	Grant funding awarded is not spent on the activity or items it was awarded for. (Reduction of Rough Sleeping and Prevention of Homelessness) (Reduction of Rough Sleeping and Prevention		Terms & conditions for grant awarded not clear.	Services not provided for homeless people	17/03/2016	Nerys Parry	2	1	1	1				Clear and detailed services level description signed by organisation. Monitoring carried out on a quarterly basis. Preventing Homelessness Steering Group keep an oversight	1st April 2016 and on-going throughout the year			Nerys Parry
Inability to Deliver the Project	Commissioned organisations unable to deliver service or project they have been funded to deliver		Loss of other funding to continue delivery	Services not delivered to homeless people. Organisation folds.	17/03/2016	Nerys Parry	3	3	3	2				Maintain good working relationships and provide support to mitigate cuts.				Nerys Parry
External cuts destabilise organisations	Funding cuts by the County Council leads to loss of most homelessness services in the City		County Council budget constraints lead to cut of £1.5m to Housing Related Support Grant	Significant increase in street homelessness due to lack of appropriate services	17/03/16	Nerys Parry	4	5	4	5				Working in partnership to find alternative approach				Nerys Parry

This page is intentionally left blank

To: City Executive Board
Date: 17 March 2016
Report of: Head of Housing and Property
Title of Report: Review of Older Persons Accommodation/Review of Sheltered Housing

Summary and recommendations	
Purpose of report:	To present the Review of Older Persons Accommodation in Oxford (Appendix 1) and to request that the City Executive Board note the contents of the review and approve the recommendations within it.
Key decision:	Yes
Executive Board Member:	Councillor Mike Rowley, Board Member for Housing
Corporate Priority:	Meeting Housing Needs
Policy Framework:	Housing Strategy 2015- 2018
Recommendation(s): That the City Executive Board resolves to:	
Note the contents of the Review of Older Persons Accommodation in Oxford, attached as Appendix 1 to this report; and Approve the recommendations as set out in section 13 of the review document (Appendix 1).	

Appendices	
Appendix 1	Review of Older Persons Accommodation in Oxford
Appendix 2	Risk Register

Introduction and background

- The population of the UK is ageing. People are living much longer and whilst this brings opportunities, it also results in more specific needs among older generations especially in terms of care and support. Suitable accommodation plays an important role in helping older people to live independently for longer, but the housing needs and aspirations of older people can vary significantly depending on age, health, finances, transport needs, and availability of support from family or other networks.

2. With this in mind, the City Council's Housing Strategy 2015-2018, committed to undertaking a review of accommodation for older people in Oxford. Officers have now completed the review which considers the need/demand and current supply of sheltered and other housing options for older people aged 55+ in Oxford, alongside the competing pressures of: high housing costs; high levels of general housing demand; reduced budgets (County Council and Oxford City Council) and a complex and changing legislative and policy framework (Housing and Planning Bill and Care Act 2014). The findings of the review and recommendations for action are presented in Appendix 1.

Purpose and Scope of the Review

3. The scope of the review was to:
 - Understand the position in terms of current need/demand for accommodation that is suitable for older people, the preferred tenure, and levels of under-occupation.
 - Understand the current supply and condition of available stock.
 - Understand the type of housing required and accommodation aspirations for the future in relation to people aged 55+ e.g. requirements for accessible and adaptable homes, designated housing for older people, sheltered or extra care housing, general needs, and private housing.
 - To develop an evidence base and analysis that can be used to inform Council strategies and plans, and facilitate effective asset management and development decisions, taking into account some spatial considerations for certain localities.
4. At the request of the Housing Panel (Panel of the Scrutiny Committee), the scope of the review was extended to include the needs and housing requirements of older people in the private sector.

The Review Process

5. To inform the Review, consideration has been given to the national and local data and topic-related research available. In addition, a consultation survey was undertaken to identify the current needs and future housing aspirations of people aged 55+ who live in Oxford, or who need to live in Oxford. Feedback obtained from the survey, plus the feedback received from stakeholder and focus groups, has informed the findings and recommendations of the review.
6. Over 500 survey responses (10%) were received. Appendix 1 provides a more detailed analysis of the survey responses.
7. Information on Oxford City Council stock was analysed, and Registered Providers were asked for statistical data and information about their stock and asset management plans.
8. The review was undertaken by City Council officers with oversight and support from a steering group comprising City Council officers from various service areas, and Councillors.

Main findings of the review

9. Oxford's population is relatively young compared to its neighbouring Districts. This trend is set to continue through to 2030 according to the population projections. However, people are living longer and over the next 15 years there will be an increase in the number of older people resident in the City, with the highest level of increase being in the 75+ age group. Although there will be an increase in the older population in Oxford, the growth is not expected to be as high as that estimated for other Oxfordshire Districts. However, any increase in the older population is likely to affect the demand for and delivery of all services, including housing and support.
10. In terms of supply and demand, it appears that there is an over provision of sheltered and designated 55+ accommodation and some schemes are unpopular due to the need for refurbishment/modernisation. The need/demand for sheltered schemes and Extra Care Housing (ECH) appears to be generally low, with small waiting lists for ECH and sheltered housing carrying voids at times. The 75+ age group is most likely to need access to Sheltered and ECH.
11. The County Council's Market Position Statement on ECH (MPS, March 2014) estimates a requirement for additional ECH units (approximately 242) to be provided in the City in the short term, however, this document needs to be updated. There are developments of ECH underway in the county that are due for completion in 2016-17 (details of which can be found in Sections 7 and 8 of Appendix 1). The MPS, March 2014 also indicates that for the period 2016-20, plans have been approved for 93 units of Extra Care Housing in West Oxfordshire and feasibility assessments are being undertaken for other development opportunities across the county. Therefore it is especially important to understand the impact and residual need for ECH in Oxford City once all of the ECH units that are currently being developed, have been completed and occupied.
12. An update of the MPS, March 2014 should also take into account the wider housing demand and ability to deliver the estimated housing numbers identified in the Strategic Housing Market Assessment. In addition, when considering the provision of Extra Care and other specialist housing for older people, it will be important to understand the practical impact of the County Council's proposed budget reductions, especially in relation to the provision of care and support services for older people.
13. Given all this, there are opportunities to work in partnership with the County Council and Registered Provider partners to consider asset management arrangements, remodelling of existing schemes and the potential to provide an improved future housing offer for older people, along with some additional affordable housing for general needs.

Recommendations

14. Following analysis of the available data, and consideration of the national and local research, the report (Appendix 1, Section 13) sets out considered recommendations. It is intended that Appendix 1 will be used to inform Council strategies and the development of future plan-making policies (especially in relation to the development of accessible and adaptable homes). In addition, it can be used to inform effective asset management and development decisions.
15. The main recommendation is for the City Council to proactively work in partnership with Registered Providers, the County Council and Clinical Commissioning Group to identify the need for Extra Care, specialist and general needs accommodation

that is suitable for older people in the future, and agree joint actions going forward. Other recommendations include:

- Refocussing accommodation provision towards older people, 75 years of age and older, or those persons who are younger but with significant health needs;
- Where appropriate, de-designate some traditional sheltered housing schemes in consultation with residents;
- Where appropriate, re-model some existing sheltered and Designated 55+ housing schemes to provide an improved housing offer for older people and develop some general needs housing;
- The City Council strengthening its role in leading and co-ordinating Registered Providers in developing their forward strategies and asset management plans around older persons housing;
- The City Council commissioning the development of new bungalows on small in-fill development sites on existing estates (subject to planning conditions) and to prioritise letting of these to social tenants who are willing to downsize from a 3+ bedroom family home;
- The City Council continuing its spend on Disabled Facilities Grants; Disabled Adaptations and the Removals and Expenses (under-occupation) schemes, but to also seek contributions from Registered Providers in relation to investments in their housing stock where appropriate;
- The City Council working in partnership to further develop current protocols around hospital discharge arrangements;
- The City Council updating the "Guide to Older People's Accommodation in Oxford (2013)";
- The City Council continuing to be represented on the Oxfordshire Health and Wellbeing Board and Older People's Joint Management Group; and
- The City Council facilitating discussions with service providers, Adult Social Care and health providers in order to reach a suitable solution that will help reduce homelessness and rough sleeping for older people.

Sustainability and environmental impact

16. The Review of Older Persons Accommodation in Oxford does not have any explicit environmental or sustainability impacts in itself. Specific projects relating to the implementation of the proposals to remodel existing housing or develop new properties will have an impact upon the environment and sustainability, including the ability to create more energy efficient accommodation that meets with modern, low-carbon standards and is more sustainable in the longer term for residents as their needs change. Such impacts will be considered as part of any future project proposals.

Financial implications

17. There are no specific financial implications arising directly from the Review of Older Persons Accommodation in Oxford. Section 11 of Appendix 1 includes consideration of the financial (capital and revenue) implications for the City Council in delivering activities outlined in the review. Recommendations have been based

on the City Council's agreed financial strategy e.g. within agreed budget parameters for 2016/17. Capital expenditure will be required if the Council is to develop new accommodation or re-model existing accommodation in the future, however proposals for such developments would be subject to a separate report for consideration by the City Executive Board at that point in time.

Legal issues

18. Meeting the Council's statutory housing obligations is reflected in the priorities of the approved Housing Strategy 2015-2018, including statutory homelessness duties; provision of housing advice; and landlord responsibilities.
19. There are no legal implications resulting directly from this report. Implementation of the recommendations may have legal implications but these will be identified and addressed in the relevant project documentation, and in reports seeking approval, for those projects and work programmes.

Level of risk

20. A Risk Register can be found in Appendix 2. This highlights the potential risk to delivering the recommendations as set out in the review (Appendix 1). Continued control and effective management of budgets, in addition to maximising the potential of existing corporate and informal partnership working arrangements, will contribute to reducing the identified risks.

Equalities impact

21. The Review of Older Persons' Accommodation in Oxford (ROPA) was an action set out in the Council's Housing Strategy 2015-18. The Housing Strategy was subject to an Equality Impact Assessment prior to its approval by the City Council in 2015. Whilst the ROPA is a bespoke piece of work relating to the needs of those people aged 55 or over, consideration has been given within the review document to the competing accommodation needs of other client groups such as younger people and families with children. In addition to the provision of general needs housing, the review also acknowledges the need to provide a balance of accessible and adaptable accommodation to meet the requirements of those households who may have disabilities or health conditions.

Report author	Frances Evans
Job title	Strategy and Service Development Manager
Service area or department	Housing and Property
Telephone	01865 252062
e-mail	fevans@oxford.gov.uk

Background Papers: None

This page is intentionally left blank

Review of Older Persons Accommodation in Oxford

Oxford City Council

February 2016

Draft

Appendix 1

Draft V4 (22.02.2016)

Contents

Section	Title	Page No.
	Executive Summary	3
1	Introduction	9
2	Purpose and scope	9
3	Methodology	10
4	Definitions of 'Older Persons Housing'	11
5	Demography of Oxford	12
6	Housing in Oxford	16
7	Oxford's housing needs/demand	20
8	Supply of accommodation suitable for older people	38
9	Future demand, requirements and aspirations	51
10	What are we doing to meet older persons housing needs?	60
11	Financial impacts	68
12	Gap analysis	72
13	Recommendations	75
14	Appendix A	78
15	Appendix B	109

Executive Summary

Introduction

- ES.1** The population of the UK is ageing. People are living much longer, which brings with it opportunities but also results in more specific needs among older generations, especially in terms of care and support. Suitable accommodation plays an important role in helping older people to live independently for longer, but the housing needs and aspirations of older people can vary significantly depending on age, health, finances, transport needs, and availability of support from family or other networks.
- ES.2** This report considers the current provision of sheltered and other housing options for older people aged 55+ in Oxford, alongside the competing pressures of: high housing costs; high levels of general housing demand; reduced budgets (County Council and Oxford City Council); and a complex and changing legislative and policy framework (Housing and Planning Bill and Care Act 2014). Based on national and local research, this report includes recommendations as to what actions Oxford City Council may need to undertake in order to deliver sufficient, suitable and affordable housing options for older people in the future.

Purpose and Scope

- ES.3** The scope of the review is to collate information about housing for older people and to understand the current position in relation to: age profile of occupiers of Council owned and private sector stock; condition of council owned and Registered Provider owned stock; the type of property occupied by older people; and level of under-occupation. Whilst many national data sources refer to older people being in the 60+ age range, the scope of this review considers the future needs and demands, and housing aspirations of people generally aged 55+ in Oxford. Future housing considerations include: requirement for accessible and adaptable homes; designated housing for older people; sheltered or Extra Care facilities; and private and affordable general needs housing. The review is to provide an overview of evidence and some analysis that can be used to inform Council strategies and plans, and facilitate effective asset management and development decisions, taking into account some spatial considerations for certain localities in Oxford.

Methodology

- ES.4** This review has been undertaken using a range of national and local data relating to housing for older people. These data sources are referenced in more detail within section 3 and section 9 of this review. In addition, a survey has been undertaken to identify the current needs and future housing aspirations of people aged 55+ who live in Oxford, or who need to live in Oxford. Approximately 5600 people were invited to take part in the survey and these included people who had registered on the Council's housing register and those who had agreed to be part of a housing consultation group. There were over 500 responses (almost 10%) to the survey, the majority of which were received by post. Appendix A provides a more detailed analysis of the survey responses.
- ES.5** The consultation also involved meetings with a stakeholder group, tenant involvement group, existing friendship group network and the 50+ Network, alongside informal face to face discussions with older people. Their views have been included in section 9. In addition, a Steering Group consisting of council officers and councillors have steered the work of this review.

Definitions

- ES.6** It is important to define what is meant by 'older persons housing' and what age group this includes. For the purpose of this review, an 'older person' is someone aged 55 and over. An older person only household is one that contains only older people (that is, all members of the household are aged 55 and over). The different types of housing available for people aged 55+ are defined further in section 4.

Demography of Oxford

- ES.7** Demographic changes are one of the variables that will affect the need, demand and supply of suitable housing for different client groups now and in the future. Oxford's population is relatively young compared to its neighbouring Districts and the UK in general. This trend is set to continue through to 2030 according to the population projections and this is mainly due to the large number of university students in the city and a marked increase in the birth rate, causing a rise in the number of children resident in the city. However, people are living longer and over the next 15 years, there will be an increase in the number of older people resident in the City with the highest level of increase being in the 75+ age group. Although there will be an increase in the older population, the growth is not expected to be as high as it is estimated for other Oxfordshire Districts. However any increase in

the older population is likely to affect the demand for and delivery of all services, including housing and support, in the future.

The review of older persons housing in Oxford

- ES.8** The body of this report considers the population and projected demographic changes in Oxford to 2030/31, and the impact these will have on the demand for housing in general and in particular the provision of housing for older people in the future.
- ES.9** A detailed description and analysis of the demand and supply of housing that is suitable for older people in Oxford can be found in sections 7 and 8 respectively. As explained earlier, Section 9 considers the views of local people and the findings within national and local research.
- ES.10** It is worth noting that the City Council already undertakes a number of activities to house and support older people living in Oxford and section 10 explains these activities and their impact in more detail.
- ES.11** Given the Autumn Spending Review 2015, the Government's Housing and Planning Bill, reducing budgets and competing demands to meet the housing needs of all households, there are likely to be a number of financial impacts of delivering housing and support services for older people in the future. Section 11 of this report looks at the financial impacts in more detail.

Recommendations

- ES.12** Following further analysis in section 12, section 13 brings together the key actions identified throughout the review document and sets out the following thirteen recommendations:

Recommendation 1

That the City Council works in partnership with the County Council and other partners, such as the Oxfordshire Clinical Commissioning Group, to improve understanding and develop:

- An updated Market Position Statement for Extra Care and Specialist housing in order to evidence needs in more detail (taking into account local circumstances, competing pressures on housing locally, population projections, Strategic Housing Market Assessment data, Strategic Housing Land Availability report and relevant impacts identified as a consequence of guidance arising from the Housing and Planning Bill).

- An agreement on how to mitigate the impacts on older people arising from new budget cuts, including possible cuts to warden visits, day centres, and transport.
- An agreement on how to best use capital assets and resources to meet the housing and support needs of older people, those households on the Council's Housing Register and key workers.
- An agreement on the need to deliver a Dementia Scheme and the timescale for delivery e.g. in the next 3-5 years.

Recommendation 2

That given rising life expectancy and quality of health in older age, that the Council consider focusing accommodation provision for older people, 75 years of age and older, or those persons who are younger but with significant health needs. This may require changes to the Allocations Scheme to give preference to persons over 75, instead of persons over 55 or 60 years of age for certain properties and schemes.

Recommendation 3

In light of recommendation 2, the Council look to de-commission some/ up to 55 units of Category 2 sheltered housing schemes, over the next 3 years in consultation with residents and partners. Then to further review the needs and demand for housing that is suitable for older people, taking into account:

- Changes to allocations and any continuing need/demand for existing provision of designated or sheltered housing.
- Consideration of the desire for residents to move into alternative models of older person's accommodation provision, which may be available in Oxford or beyond (rather than the traditional sheltered housing scheme model).
- Any requirement to de-designate schemes that are Designated Elderly (for persons 55 years or older) over the next five years, for the reasons outlined in Recommendation 2.

Recommendation 4

That whilst the Council does not consider that additional elderly accommodation provision is required in Oxford short term, including Extra Care provision, there is a need to support the re-modelling of existing schemes, ideally alongside some release of land for general needs housing, in the Headington/ Marston or North areas of the city. It will be important to include best practice design principles and accessible and adaptable property types where possible, and to consult and engage with local residents at an early stage in relation to any plans for remodelling or new-build provision in localities.

Recommendation 5

That the Council will seek to strengthen its role in leading and co-ordinating Registered Providers, offering older persons accommodation in Oxford, in developing their forward strategies and asset management plans for their stock.

Recommendation 6

That the Council look to commission the development of new bungalows in small in-fill development sites on existing estates (subject to planning conditions), and to prioritise the letting of these to downsizing social tenants that will release three bed or larger family homes.

Recommendation 7

That the Council's current under-occupation scheme (Removals and Expenses Scheme) and downsizing incentive payments are maintained at current levels to assist and incentivise under-occupying Council tenants to move to smaller accommodation.

Recommendation 8

That existing spend on Disabled Facility Grant (DFG) awards is maintained at 2016/17 levels to ensure sufficient 'stay at home' support for older persons. That Registered Providers are asked to contribute more significantly to any investment in their stock, or that some tenants are considered for a transfer as a more cost-effective alternative to adaptation works.

Recommendation 9

That existing spend on Disabled Adaptation work to Council-owned (HRA) accommodation is maintained at 2016/17 levels to support older Council tenants, but that alternative accommodation options are considered in all cases where the cost of the adaptation work exceeds £10,000, or where the tenants under-occupy the home by more than one room.

Recommendation 10

Given that more people are being discharged from hospital to care home placements due to their continuing care needs, Oxford City Council should further develop current protocols and working arrangements with health care providers and Clinical Commissioning Group in relation to improving hospital discharge arrangements.

Recommendation 11

To update and refresh the "Guide to Older People's Accommodation in Oxford (2013)" to include details of new developments and any other changes in the designation or provision of accommodation that is suitable for older people. In addition, it should include more information to assist private renting and owner

occupiers to plan and arrange a move where there is a desire of the resident to do so.

Recommendation 12

Oxford City Council to ensure that it continues to be represented on the Oxfordshire Health and Wellbeing Board and the Older Peoples Joint Management Group. This will ensure that the City Council is involved with decisions in the future in respect of the delivery and any proposals to reduce or change the services provided for older people in the future.

Recommendation 13

Due to the potential issue of hostel accommodation not being suitable to meet the needs of older people who are found to be rough sleeping and have an issue with alcohol or substance misuse, the Council will facilitate discussions with service providers, Adult Social Care and health providers who are all involved with the adult homeless pathway, to reach a suitable solution that will help to reduce homelessness and rough sleeping for older people.

1. Introduction

- 1.1 The population of the UK is ageing. People are living much longer, which brings with it opportunities but also results in more specific needs among older generations, especially in terms of care and support. Suitable accommodation plays an important role in helping older people to live independently for longer, but the housing needs and aspirations of older people can vary significantly depending on age, health, finances, transport needs, and availability of support from family or other networks. Given all these factors, it would be ideal if a range of housing options were to be made available to meet the needs of older people now and in the future; and for the provision to adequately meet increases in the older population going forward.
- 1.2 This report considers the current provision of sheltered and other housing options for older people in Oxford alongside the competing pressures of: high housing costs; high levels of general housing demand; reduced budgets (County Council and Oxford City Council); and a complex and changing legislative and policy framework (Housing and Planning Bill and Care Act 2014). Based on national and local research, this report includes some recommendations as to what actions Oxford City Council may need to undertake in order to deliver sufficient, suitable and affordable housing options for older people in the future.

2. Purpose and Scope

- 2.1 The scope of the review is to collate information about housing for older people and to understand the current position in relation to: age profile of occupiers of Council owned and private sector stock; condition of council owned and Registered Provider owned stock; the type of property occupied by older people; and level of under-occupation. Whilst many national data sources refer to older people being in the 60+ age range, the scope of this review considers the future needs and demands, and housing aspirations of people generally aged 55+ in Oxford. The main reason for using this age range is to ensure that consideration is being given to the views of the next 'older generation' as changes in housing policy and scheme development can often take time to implement. Future housing considerations include: requirement for accessible and adaptable homes; designated housing for older people; sheltered or Extra Care facilities; and private and affordable general needs housing. The purpose of the review is to provide an overview of evidence and some analysis that can be used to inform Council strategies and plans, and facilitate effective asset management and development

decisions, taking into account some spatial considerations for certain localities in Oxford.

- 2.2 The scope of the review does not include a detailed assessment of the available non-housing services such as personal or health care, or an assessment and analysis of fuel poverty data.

3. Methodology

- 3.1 This section sets out the methodology used to inform this review of older persons' accommodation in Oxford.
- 3.2 A desktop review has been undertaken of the national and local data relating to housing for older people. This includes: The County Council Extra Care Market Position; Oxfordshire's Strategic Housing Market Assessment (2014); Age UK 'Housing in Later Life' (July 2014); Chartered Institute of Housing and Housing LIN research document 'New Approaches to Housing for Older People' (June 2014); Knight Frank residential research 'Retirement Housing 2014'; Market Assessment of Housing for Older People – Shelter and Joseph Rowntree Foundation April 2012; Housing our Ageing Population: Panel for Innovation (HAPPI) research; Census, National Statistics and POPPI (Projecting Older People Population Information) data; and City Council data sources (including the 'Needs Assessment for Older People in Oxford' 2013). Registered Providers have also been asked to provide information about their existing stock and future plans for the provision of accommodation suitable for older people. The Homes and Communities Agency funding guidance has been given consideration, along with the emerging details of the Housing and Planning Bill 2015.
- 3.3 In addition, a survey has been undertaken. In order to do this, a consultation questionnaire was developed to gather data about the current needs and future housing aspirations of people aged 55+ who live in Oxford, or who need to live in Oxford. A communications plan was implemented to ensure that the survey consultation was available in different formats. The survey was publicised online and through social media, as well as in the press, to people living in council property, private rented property and owner occupier property. Approximately 5600 people were invited to take part in the survey and these included people who had registered on the Council's housing register and those who had agreed to be part of a housing consultation group. Not all of these would have been eligible to complete the survey e.g. not aged 55+. There were over 500 responses (almost 10%) to the survey, the majority of which were received by post.

- 3.4 The consultation also involved meetings with a stakeholder group, tenant involvement group, existing friendship group network and the 50+ Network, alongside informal face to face discussions with older people. A Steering Group consisting of council officers and councillors have steered the work of the review and development of recommendations. A summary of the consultation survey findings are presented in **Appendix A**. The review has been undertaken by Oxford City Council staff, using existing resources.

4. Definitions of 'older persons housing'.

- 4.1 It is important to define what is meant by 'older persons housing' and what age group this includes. This section sets out the details.
- 4.2 For the purpose of this review, an 'older person' is someone aged 55 and over, as this is generally the lower age limit for the majority of housing developments specifically for older people. An older person only household is one that contains only older people (that is, all members of the household are aged 55 and over).
- 4.3 **Designated 55+ older person accommodation** - Are generally a cluster of properties (usually flats) which are only let or sold to people who are aged 55 years or older. They are suitable for people who are active, have no specific support needs and do not have any children living with them.
- 4.4 **Sheltered Housing – Council and/or Registered Provider** – Sheltered housing schemes are usually secure, purpose built self-contained properties designed specifically for older people and can be categorised depending on the level of provision of services (see Appendix B for category explanation). They are generally rented dwellings from the Council or a Registered Provider and, depending on the scheme, can include extra facilities such as alarms; communal facilities; on-site guest rooms for visiting family to stay in; charging stations and parking for mobility scooters. Some Council and Registered Provider owned sheltered schemes run a range of activities organised by tenant residents. These sheltered schemes generally do not have on-site wardens (although some schemes have peripatetic wardens or scheme managers) and tenants are expected to live independently. Visits from care and support staff can be arranged as part of an individual's care package subject to assessment by the County Council.
- 4.5 **Extra Care Housing** – Extra Care housing offers more support for people who have a higher level of need. In addition to the services listed for sheltered housing, Extra Care housing can also include: planned visits from on-site support staff who provide flexible levels of support and personal care

as part of a care package; meals or a restaurant; visiting health professionals; communal areas that offer a wide range of therapeutic health, leisure and activity functions for people living within and outside the scheme; and wheelchair accessible rooms. In general, Extra Care accommodation can be available for rent, purchased as a part rent/part buy shared ownership property, or purchased outright as owner occupier accommodation. However the availability of each type of tenure will depend upon the individual Extra Care scheme.

- 4.6 **Residential Care and Nursing Homes** – Residential Care Homes provide long and short term accommodation for people who need help with day to day tasks such as: personal assistance (dressing, help with getting up or going to bed, help with surgical appliances); personal hygiene (washing, bathing, shaving, oral hygiene); continence management (toileting, laundry, skin care); food and diet (food preparation, assistance with feeding; meeting dietary requirements); counselling and support; and assistance with medication and treatments. Staff are available 24 hours per day.
- 4.7 **General Needs Housing** – accommodation that has not been designated for a particular age group, nor does it include accommodation-based support. Some general needs properties have been adapted (e.g. ramps, grab rails, widened doors, stair lifts, Telecare support installed etc) to meet occupier needs. General needs housing can include houses, flats and bungalows.

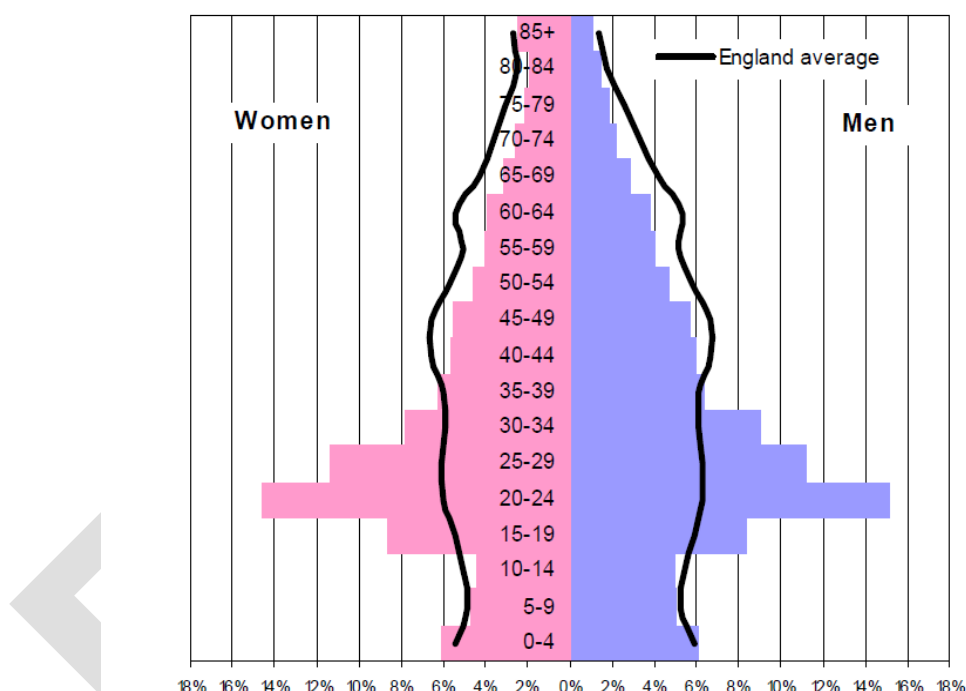
5. Demography of Oxford

- 5.1 Demographic changes are variables that will affect the need, demand and supply of suitable housing for different client groups now and in the future. This section sets the scene for Oxford.
- 5.2 **Oxford's Population** - There are over 58,000 homes in Oxford. Oxford's population grew by 12% over the decade 2003–2013, making it the eighth fastest growing English city. It has 158,000 residents and an additional 45,000 people live in adjacent urban areas. The city's population is projected to reach approximately 166,000 by 2030¹.

¹ ONS 2012-based Subnational Population Projections.

- 5.3 The 2011 Census, estimated that 35% of the population was aged between 15 and 29 years (compared to a UK average of 20%), and almost a quarter of the city's adult population were fulltime students. Oxford's population is relatively young compared to its neighbouring Districts and the UK in general. This is mainly due to the large number of university students in the city, and a marked increase in the birth rate, causing a rise in the number of children resident in the city. However, as people are living longer, it is important to consider the projected growth of the older population. The chart below shows the 2011 Census population profile for Oxford compared to the England average.

Oxford and UK population by gender and age, 2011 Census



Source: 2011 Census, Office for National Statistics

- 5.4 The Oxfordshire Strategic Housing Market Assessment (SHMA) 2014 data shows that, when compared with both the South East (Region) and England, the County has a lower proportion of older persons. In 2011 it is estimated that 27.3% of the population of Oxfordshire was aged 55 or over compared with 29.2% in the South East (Region) and 28.0% for the whole of England. The lower level of older persons can largely be explained by the population profile of Oxford City which, in 2011, had 19% of its population aged 55 and over. All other areas have at least 27% of their population aged 55 and over with the highest figure (of 31%) being seen in West Oxfordshire.

- 5.5 As well as providing a baseline position for the proportion of older persons in the County the SHMA uses population projections to provide an indication of how the numbers might change in the future compared with other areas. The data in the following table is based on a demographic and economic growth model and uses a mid-point housing range of an additional 5,003 housing units per annum countywide.

SHMA 2014 **Table 69:** “Projected Change in Population of Older Persons (2011 to 2031)”.

Age group	Cherwell	Oxford	South Oxon	VoWH	West Oxon	Oxfordshire
Under 55	21.2%	50.8%	14.3%	38.1%	9.9%	28.7%
55-64	32.4%	27.6%	23.0%	22.9%	21.0%	25.5%
65-74	61.6%	44.3%	41.0%	49.2%	52.3%	49.7%
75-84	76.7%	39.1%	64.7%	67.4%	79.2%	66.4%
85+	142.8%	47.9%	134.6%	142.8%	159.4%	126.8%
Total	31.1%	48.1%	24.0%	41.7%	23.6%	34.3%
Total 55+	58.0%	36.6%	46.0%	49.7%	54.1%	49.3%

- 5.6 The table shows that over the period, Oxfordshire is expected to see a substantial increase in the older person population, with the total number of people aged 55 and over expected to increase by around 49% by 2031. It is clear that for all areas in the county, there is an expectation to see significant population growth in the oldest age groups, with the population aged 75-84 expected to increase by 66.4% and the 85 + age group expected to increase by almost 127% in the same period. To some degree the pattern in Oxfordshire follows that expected nationally, especially with the highest growth in the 85+ age group. However, compared to neighbouring Districts, there is a much lower rate of increase of older population expected in Oxford, due to the younger population age profile in the City and the fact that migration patterns tend to focus on younger people.
- 5.7 It is important to note that if the mid-point range housing number was not met or was exceeded, then the growth of the population is likely to change. It is especially important to consider that housing growth can be limited where there are a number of factors to constrain development, as is the case in Oxford City. If Oxford City cannot deliver the estimated housing need of 24,000 – 32,000 to support economic growth, demographic growth and affordable housing need (as set out in the SHMA 2014), but can only

deliver circa 10,200 additional dwellings (See section 6 for further explanation of this), then the overall population growth in the city could be slower and the rate of population change could be reduced. Therefore the population increase estimates in the table above may be over-estimated.

- 5.8 Without a specific housing and economic growth-based model, the Office of National Statistics 2012- Based Subnational Population Projections helps us to identify the projected increase in the population of Oxford aged 55+ between 2014 and 2030. The following table demonstrates this and indicates the estimated population change as a figure and as a % of the total projected population. Overall, of the total Oxford population, there is an estimated increase of 4 percentage points in the in the 55+ age group between 2014 and 2030 (e.g. from 19% to 23%). Of this, the highest increase is in the 75+ age group.
- 5.9 It is interesting to note that using the SHMA 'Table 69' growth rates 2011 to 2031 for each age group, the estimated number of population calculated for each age group is not too dissimilar to the figures shown in the table below for 2030. These figures provide an indicator of estimated growth and show that trends can be largely supported by the different data sources.

Oxford annual population projections by 5 year age groups ONS 2012 -based Sub National Population Projections										
Persons	Population Projected Count					Older Population (aged 55+) as a Percentage of Total Population Projected Count*				
Age group	2014	2015	2020	2025	2030	2014	2015	2020	2025	2030
Total population 55 -64	12,277	12,405	13,763	14,704	14,482	8%	8%	9%	9%	9%
Total population 65 -74	9,106	9,322	9,922	10,292	11,533	6%	6%	6%	6%	7%
Total population 75 -84	5,704	5,762	6,265	7,261	7,826	4%	4%	4%	4%	5%
Total population 85 and older	2,797	2,835	3,089	3,587	4,238	2%	2%	2%	2%	3%
Total All ages 0 - 90+ (Oxford)	153,936	154,798	158,164	161,637	166,129	19%	20%	21%	22%	23%
* Some figures quoted as a % include rounding of decimals.										

- 5.10 The proportionate growth of the older person population in Oxford will largely depend upon housing and economic growth in the City. The City Council is committed to delivery of housing and economic development

through the Oxfordshire Growth Board and therefore over time there will be an increase in population with an estimated relative increase in the number of older people. However, according to the SHMA data, the estimated increase in the older population may still be at a slower rate than that estimated for other Oxfordshire districts, and indeed the rate of increase for the younger age population of Oxford. The City Council recognises that the ageing population is one of the key demographic changes to affect the demand for all services.

Oxford City has a relatively young population. However over the next 15 years, there will be an increase in the number of older people resident in the City with the highest level of increase being in the 75+ age group. Whilst the older population growth rate appears to be much lower than that estimated for other Oxfordshire Districts, this is likely to affect the demand for and delivery of all services, including housing and support, in Oxford in the future.

6. Housing in Oxford

- 6.1 Having explored the demographics of Oxford, it is also important to understand the current housing circumstances in the City in order to identify what the pressures are in delivering housing that is suitable not only for older people, but for all client groups. This section explores these pressures in more detail.
- 6.2 The percentage of all households who own their home is relatively low in Oxford - 47% compared to 63% in England (ONS). The number of owner occupiers has also declined in the last decade and this may be due to the high house prices in the city. The percentage of households who rent their home in the private sector is high – approximately 28% in Oxford compared with 17% in England. In terms of affordability, Oxford is now the least affordable city in the country when it comes to housing (Centre for Cities: Cities Outlook 2015), with average earnings at £26,500 and average house prices at £427,000, house prices are 16.1 times average earnings². This clearly demonstrates that there is already significant pressure on the Council to deliver more housing that is affordable for many client groups.

² Oxford City Council Annual Monitoring Report 2015 Pg.17 -

https://www.oxford.gov.uk/downloads/file/2113/annual_monitoring_report_2014-15

- 6.3 In terms of the older population of Oxford, the Census 2011 estimates that of the population aged 50+, approximately 66% are owner occupiers, 24% live in accommodation rented from the council or a housing association, and approximately 10% live in private rented accommodation. Many older owner occupiers own their home without an outstanding mortgage or loan. The majority of these will also be in a position where capital wealth is in their property and their income will be of limited means (e.g. state pension and possibly a works pension if no longer working). This can have a significant impact upon the ability to fund the on-going maintenance costs and upkeep of their home.
- 6.4 The Oxfordshire Strategic Housing Market Assessment (SHMA 2014) estimates that Oxford needs to deliver between 24,000 and 32,000 additional homes in the period 2011-2031 to house its growing population (all generations). This level of housing provision is considered necessary to support committed economic growth, delivery of affordable housing, and support an improvement in the affordability of housing over time. These projections are based on a number of assumptions and variables that could change but overall, the SHMA gives an indication of the number of homes required to meet current and future needs.
- 6.5 The SHMA also estimates that Oxford needs to provide around 988 additional affordable housing units per annum to meet the backlog and newly arising affordable housing need. This is nearly half of the identified needs within Oxfordshire and includes the general needs housing required by older people.
- 6.6 Although the SHMA estimates what housing figures Oxford needs to deliver up to 2031, the Strategic Housing Land Availability and Unmet Need Assessment (December 2014), explains that after taking into account dwelling completions and planning commitments already in place, the total potential for new housing 2011-2031 within the City is around **10,212** dwellings. It goes on to explain that the potential for new sites to come forward in Oxford is severely limited because of the physical constraints of the city. The overall estimated housing potential of 10,212 is considered to be a maximum that could be achieved because of a number of site and economic considerations. Therefore, it is important that any development is carefully planned to ensure that any housing will meet identified needs – including those of older people.
- 6.7 **Planning** - Paragraph 50 of the National Planning Policy Framework explains that Local Authorities should deliver a wide choice of high quality

homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities. To do this, they should:

- Plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);
- Identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
- Where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.

6.8 In responding to these requirements, the Oxford Core Strategy sets out clear strategic objectives that aim to create mixed and balanced communities, both across Oxford and at a more local level, within the overall priority of delivering new homes. The Core Strategy 'Policy CS23 – Mix of Housing', sets out the Council's expectations for new housing developments to provide different types and sizes of home, to provide for a range of households, such as families with children, single people, older people and people with specialist housing needs. An appropriate mix of homes for different areas of Oxford is set out in the 'Balance of Dwellings Supplementary Planning Document' which specifies the expected range of house sizes (by bedrooms).

6.9 Oxford City Council's Sites and Housing Plan 2011- 2026 (adopted in February 2013) sets out how new developments should provide a range of housing to meet specialist and changing needs e.g. Policy HP2 – 'Accessible and Adaptable Homes' states that Planning permission will only be granted for new dwellings where:

- All the proposed new dwellings meet the Lifetime Homes standard, and
- on sites of 4 or more dwellings (gross), at least 5% of all new dwellings (or at least 1 dwelling for sites below 20 units) are either fully wheelchair accessible, or easily adapted for full wheelchair use. 50% of these must be provided as open market dwellings.

6.10 More recently, the National Standards for Accessible Dwellings in the Approved Document Part M of the guidance accompanying building regulations has provided more detail on current requirements. The City

Council will give existing policies and national standards due consideration when assessing planning applications along with any evidence that applying these requirements would make a development scheme unviable. In the circumstances, the Council is already working in a way that will maximise the opportunity, through planning requirements, to provide a range of accommodation that could be suitable for all age ranges and household types, including the accommodation needs of older people and people with disabilities. The City Council will continue to promote the principles of accessible and adaptable properties in respect of all types of housing.

- 6.11 Any future review of the Council's policies (including the new Local Plan 2036 estimated to be completed by 2018, and Supplementary Planning Documents) is likely to need to take account of the changing demographic profile of the Oxford population, which suggests a proportionate increase in children and younger people in future years. It will also be important to ensure that older people's needs are being genuinely met – the right kind of housing in the right locations, providing opportunities for independent or assisted living. Consideration will need to be given to the role of the private market in meeting some of these needs, alongside the provision of accommodation by registered providers and/or the local authorities.
- 6.12 The Housing and Planning Bill 2015 seeks to streamline the planning system to help improve the delivery of more homes. However, the Bill sets out that Councils will be required to consider selling high value social rented homes when they become void; there will be an extension of the Right to Buy (RTB) to Housing Association Tenants; and there will be delivery of more starter homes for first time buyers under 40 years of age. The Government's Autumn Spending Review 2015 also supported a target of 400,000 Affordable Homes started by 2020/21 nationally (mostly for low cost home ownership) and at least 8000 specialist homes nationally for older people and people with disabilities.
- 6.13 Given the constrained development boundary of the City, the potential loss of more affordable homes through the RTB and the need to provide starter homes on new development sites, this could have a significant impact upon the Council's ability to deliver sufficient affordable housing to meet the needs of the vast majority of people on its housing register, many of whom are under 55 years of age and have insufficient income to afford to buy a suitable home to meet their needs.

Although there is estimated to be an increase in the number of older people in the City by 2030, many of these are likely to be owner occupiers as currently 66% of households aged 50+ are owner occupiers (with or without a mortgage). The majority of older people who rent their home are housed in Council or Housing Association accommodation. 10% of older people live in private rented homes.

The Council already seeks to secure a range of properties on new development sites. New homes are to be developed to the Government's new standard for Accessible and Adaptable Dwellings, therefore making them more easily adaptable and suitable in the longer term to meet changing needs. It is hoped that some properties will also be built to wheelchair accessible standards (including market and affordable housing).

Due to high house prices and high private rents, there are competing demands upon affordable housing, especially to meet the needs of the growing younger population and families. The availability of sufficient housing to meet needs in the future could be limited due to variables such as site constraints, development costs in Oxford, house prices and the requirements of the Housing and Planning Bill to sell existing affordable homes and develop more homes for discounted sale for those under 40 years of age.

7. Oxford's Housing Needs/Demand

- 7.1 This section explains more about the demand for general needs housing, older persons housing and affordable housing, in Oxford.
- 7.2 There are approximately 3200 people on Oxford City Council's Housing Register and as explained in Section 6, affordable housing is becoming an increasingly scarce commodity. Although Oxford City Council will have enabled the delivery of more than 140 affordable homes in 2015/16, historically the delivery figures have not been as high. Generally, the annual supply of social housing is decreasing and there are increasing difficulties in both accessing private rented sector properties and securing further temporary accommodation to meet the needs of statutorily accepted homeless households and potentially homeless households.
- 7.3 In December 2015 approximately 20% of all housing register applicants in Oxford were aged 55 years or over. Of those approximately:

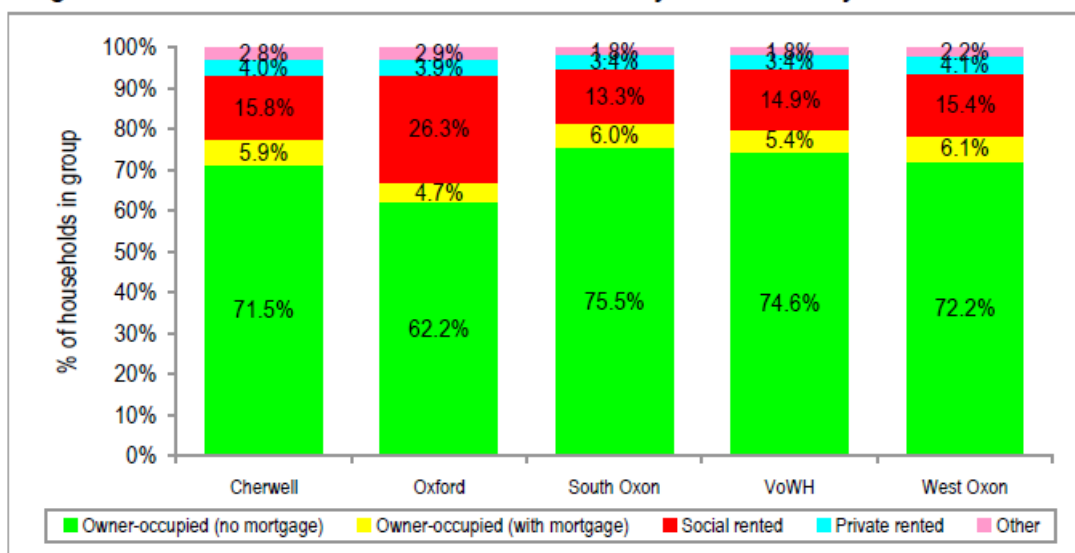
69% lived alone
17% were of BME ethnicity
7% had dependent children living with them
4% were living in overcrowded accommodation
27% had special requirements due to mobility issues however the majority of these (71%) just needed level access throughout the property rather than more involved adaptations.

- 7.4 This demonstrates that the majority of affordable housing need is for other age groups (including single people, couples and families). Of those households aged 55+, the majority of need is for single bedroom, social rented accommodation (see note below on the findings in the SHMA). However, housing 'need' doesn't take into account the aspirations of older people to have a spare bedroom in the event that they may have a short-term need for care from a family member or professional carer e.g. in the case of discharge from hospital. There is also a need for some suitably adapted accommodation to meet special mobility requirements. These details are discussed later in this section and in section 8, whilst the aspirations of older people are discussed further in section 9 of this review.
- 7.5 The Oxfordshire Strategic Housing Market Assessment (SHMA) recognises the need to provide housing for older people as part of achieving a good mix of housing, but also recognises that many older people want to exercise choice and control over housing options. The SHMA suggests that where a household has two or more older people, across the county, these households are more likely to be owner occupiers or living in social rented accommodation, whereas single older people households appear to have a lower level of owner occupation and are even more likely to live in social rented accommodation.
- 7.6 At local authority level, in Oxford, the proportion of older people living in the owner-occupied sector (66%) is slightly lower than the proportion of owner occupier households found in other Oxfordshire Districts (e.g. between 77% and 81%). There are a higher proportion of older person households living in social rented housing in Oxford compared to other Oxfordshire Districts. Given that the number of older people is expected to increase in the future and that the number of single person households is expected to increase, this would suggest (if occupancy patterns remain the same) that there will be some demand for affordable housing from the ageing population. However, given the level of owner occupier households, there is also a need for the market to provide suitable accommodation for a proportion of these

households going forward, especially where health issues might result in a requirement to live in supported accommodation in the future.

- 7.7 The diagram below (extract from the SHMA 2014) shows data from the 2011 Census about the number of pensioner households (defined as people aged 65 and over regardless of sex) living in different tenures in areas across the county. The figures will be slightly higher if the age group 55 – 64 are to be included but in any case, this clearly supports the statements made earlier that in Oxford a higher proportion of pensioner households live in owner occupier or social rented accommodation.

Figure 63: Tenure of Older Person Households – by local authority



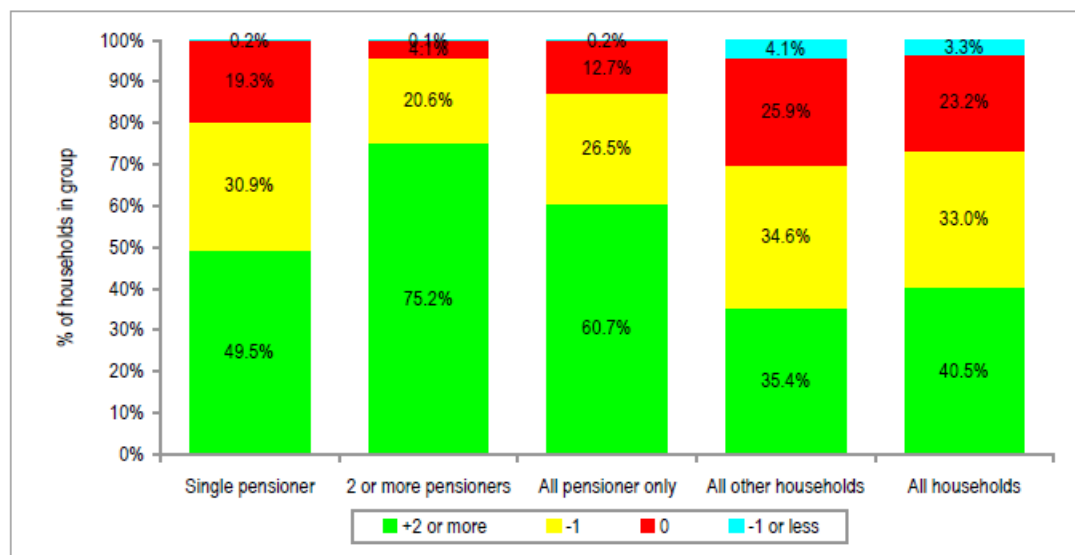
Source: 2011 Census

Under Occupation

- 7.8 When considering needs, a key theme that is often brought out is the perceived large proportion of older person households who under-occupy their dwellings. Data from the Census allows us to investigate this using the bedroom standard. The Census data suggests that older person households are more likely to under-occupy their housing than other households in the County. In total 61% (countywide) have an occupancy rating of +2 or more (meaning there are at least two more bedrooms than are technically required by the household). This compares with around 35% for non-pensioner households. Further analysis suggests that under-occupancy is far more common in households with two or more pensioners than single pensioner households.

SHMA Table to show countywide data.

Figure 64: Occupancy rating of older person households - Oxfordshire



Source: 2011 Census

- 7.9 In terms of tenure, the SHMA uses Census data to calculate the indicative level of under occupation across Oxfordshire. This shows that the majority of under occupation (of all pensioner households with 2+ bedrooms extra to their need) lies within the owner occupier sector (around 29,000 households), with approximately 1800 households in the social rented sector and 1200 in the private rented sector.
- 7.10 Pensioner households are considered to be those over 65 years of age – these figures would change if the 55 – 64 age group were to be included. However the Census 2011 data gives a clear indication that there is a level of under occupancy in existing social housing and this is supported by local information as the following paragraphs will explain.
- 7.11 Early in 2015, a report was presented to the City Council's Housing Panel in respect of under-occupation of affordable homes in Oxford. At that point, there were 7,599 occupied properties (excluding homeless temporary accommodation and properties leased to external organisations). Of those, 2,314, (30.5% of the total stock) were under-occupied e.g. by 1 or more bedrooms. The report provided an analysis of under-occupation and found that:
- Of the 5,809 family-size properties (2 bedroom and above), 39.8% were under-occupied. The majority of those under-occupying only required a 1-bed property.

- Looking at age profile, 59.3% of under-occupiers were aged 60 or over.
- Of those who were identified as over 60 and occupying a family-sized accommodation, 77.0% are under-occupied.
- 398 (29%) of under-occupying over 60s are over 80 years of age.
- 78.6% of under-occupying households, where the main tenant was aged 60 or over, only require a 1-bed property.

- 7.12 Given that there is a level of under-occupation in Oxford's affordable homes, this may present some opportunity to reduce under-occupation and perhaps meet some of the competing demand from those families on the Council's Housing Register who require family size housing. However, to achieve this it may be necessary to provide smaller housing in areas where households currently live and where they have social and community ties. Oxford City Council already operates an incentives scheme to help facilitate moves for those Council Tenants who have expressed a wish to move. This is explained further in Section 10 of this review, but in proportion to the total number of households under occupying council homes, the take up is relatively low.
- 7.13 In relation to this Review of Older Persons Accommodation, the views of those households who took part in the consultation stakeholder groups and who completed the survey questionnaire have been explained further in Section 9 and Appendix A of this document. However a key point is that many older person households have expressed the view that they are not looking to downsize as they want to retain family housing with space to allow friends and relatives to come to stay. Neither do they plan to move – often the need to move is a requirement of a life changing event such as an illness or bereavement. Some owner occupiers would consider moving if they had comprehensive advice or someone to help them organise the move and the right kind of property to move to.

Need/Demand for Specialist Accommodation to support health needs

- 7.14 In addition to general needs housing that is suitable for older persons and other client groups, a number of people require more specialist housing to meet specific needs, especially in relation to changing health needs or a care requirement. Dementia and mobility are two of the key health issues for people as they age.
- 7.15 In addition to providing projections about how the number and proportion of older people is expected to change in the future, we can look at the likely impact of population changes in relation to the number of people with specific illnesses or disabilities. For this the Oxfordshire SHMA used data

from the Projecting Older People Information System (POPPI) website which provides prevalence rates for different disabilities by age and gender. The SHMA focussed its estimates of need based on the number of people with dementia and mobility problems, but specifically focussed on the 'pensioner' age group e.g. age 65+.

- 7.16 The following SHMA 2014 table (Table 72) shows that across Oxfordshire, both of the illnesses/disabilities are expected to increase significantly in the future although this would be expected given the increasing population. In particular there is projected to be a large rise in the number of people with dementia (up 98%) along with an 82% increase in the number with mobility problems. However the figures for Oxford are much lower, around half of the countywide increase and certainly much less than the increase shown in other Oxfordshire Districts.

Table 72: Estimated population change for range of health issues (2011 to 2031)

Type of illness/disability	2011	2031	Change	% increase
Cherwell				
Dementia	1,525	3,189	1,663	109.0%
Mobility problems	4,006	7,711	3,705	92.5%
Oxford				
Dementia	1,284	1,877	593	46.2%
Mobility problems	3,248	4,638	1,390	42.8%
South Oxfordshire				
Dementia	1,735	3,457	1,722	99.3%
Mobility problems	4,523	8,170	3,646	80.6%
Vale of White Horse				
Dementia	1,573	3,252	1,679	106.7%
Mobility problems	4,067	7,642	3,575	87.9%
West Oxfordshire				
Dementia	1,404	3,089	1,685	120.0%
Mobility problems	3,615	7,197	3,582	99.1%
Oxfordshire				
Dementia	7,521	14,864	7,343	97.6%
Mobility problems	19,459	35,358	15,898	81.7%

Source: Data from POPPI and demographic projections

- 7.17 When applying age and gender categories, the POPPI data projects that in Oxford between 2011 and 2031, the prevalence of both of these health concerns (dementia and mobility problems) rises particularly in the 80 – 84

age group and increases again in the 85+ age group, affecting more women than men. See tables below:

Source: www.poppi.org.uk (Oxford statistics only)

People aged 65 and over predicted to have dementia, by age and gender, projected to 2030					
	2014	2015	2020	2025	2030
People aged 65-69 predicted to have dementia	64	66	64	71	80
People aged 70-74 predicted to have dementia	109	109	131	126	139
People aged 75-79 predicted to have dementia	187	194	212	252	240
People aged 80-84 predicted to have dementia	298	298	322	359	429
People aged 85-89 predicted to have dementia	344	361	361	417	478
People aged 90 and over predicted to have dementia	329	329	388	447	564
Total population aged 65 and over predicted to have dementia	1,331	1,357	1,477	1,670	1,930

7.18 The total figure in the table above is not too dissimilar to the estimates referred to in the SHMA 2014 in relation to those aged 65 or over with dementia. In terms of gender profile, the POPPI table below explains that in the older age categories (75+), there is a higher prevalence of females with dementia.

Rates for men and women with dementia are as follows:		
Age range	% males	% females
65-69	1.5	1
70-74	3.1	2.4
75-79	5.1	6.5
80-85	10.2	13.3
85-89	16.7	22.2
90+	27.9	30.7

7.19 Whilst the Council already seeks to enable delivery of new homes built to accessible and adaptable standards, and some to wheelchair accessible standards, it is possible that there will be a need in the future for more suitable accommodation that is either built or adapted to meet the needs of people with dementia or similar conditions. However, providers of new-build specialist accommodation will need to engage with the local authority, County Council and Health Commissioners to ensure that any new development or designs to remodel existing accommodation, will meet with current requirements in terms of design, affordability, location and evidence

of need. In addition it will be important to ensure that funding is available to support the care packages required by clients with specific care and support needs.

- 7.20 In terms of other health problems, the Census 2011 tells us more. The table below shows the proportions of people in Oxford, over the age of 50, who have a long-term health problem or disability and whose daily activities are affected by their health.

Source: Census 2011

Age group	Day to day activities limited a lot	Day to day activities limited a little	Total limited
50-64	8.7%	11.6%	20.3%
65-74	13.7%	20.1%	33.8%
75-84	25.5%	30.9%	56.4%
85+	50.3%	30.0%	80.3%
Total of All 50+	15.3%	17.8%	33.1%

- 7.21 The following table shows the POPPI projections and potential increase in health and mobility problems up to 2030 in Oxford, and would support that with age comes an increase in health and mobility concerns. POPPI data available on their website also supports that the increase is projected to be significantly higher in females than males. Compared to national data, Oxford demonstrates a similar prevalence by gender group.

Source: www.poppi.org.uk

People aged 65 and over unable to manage at least one mobility activity on their own, by age and gender, projected to 2030. Activities include: going out of doors and walking down the road; getting up and down stairs; getting around the house on the level; getting to the toilet; getting in and out of bed					
	2014	2015	2020	2025	2030
People aged 65-69 unable to manage at least one activity on their own	434	451	434	485	544
People aged 70-74 unable to manage at least one activity on their own	532	532	630	604	672
People aged 75-79 unable to manage at least one activity on their own	537	558	612	723	690
People aged 80-84 unable to manage at least one activity on their own	604	604	651	727	868
People aged 85 and over unable to manage at least one activity on their own	1,265	1,300	1,370	1,590	1,895
Total population aged 65 and over unable to manage at least one activity on their own	3,372	3,445	3,697	4,129	4,669

- 7.22 In summary, from the Oxford data, it is estimated that by 2030 around 1 in 12 people aged over 65 could have dementia or a similar condition, and around 1 in 5 could have mobility problems.

- 7.23 Appendix A presents a summary of the consultation survey findings for this Review of Older Persons Accommodation. One of the questions that the survey asked was to what extent an individual's daily activities were affected by health problems. The survey responses show that approximately two thirds of those aged 75-84 indicated that their daily activities were limited by health problems. Respondents over the age of 85 were less likely than 75-84 year olds to respond that their daily activities were affected. This may be due to the number of respondents aged 85+ responding to the survey, or it may indicate that people in this older age group have already moved to live in specialist or supported accommodation, or live with family and friends for support. It was not possible to extract this level of data from the survey responses on this occasion.
- 7.24 The survey responses do not necessarily reflect the general results found in the 2011 Census data, especially in relation to the 85+ age group. However, the Census 2011 and POPPI projections support the increased need for adaptations or alterations to meet changing needs in the home as a consequence of health, regardless of tenure.
- 7.25 The survey would suggest that Oxford has a higher need for adaptations or alterations to meet changing needs in the home as a consequence of health in the 75+ age group. It is important to note that there is some bias in the results as the majority of survey respondents are Oxford City Council tenants and therefore this would indicate that the weighting of need for such adaptations and alterations could be assigned to Council tenants or social rented sector rather than other tenures. Section 10 of this review describes further the number of households benefitting from adaptation works, many of whom are Council tenants.
- 7.26 In terms of general health needs data for older people in Oxfordshire, there is more information available in the Joint Strategic Needs Assessment Annual Summary Report 2015, <http://insight.oxfordshire.gov.uk/cms/joint-strategic-needs-assessment-summary-report-2015>. Oxfordshire's Joint Strategic Needs Assessment (JSNA) is the evidence base on which the Health & Wellbeing Board sets its Joint Health and Wellbeing Strategy (and associated action plan). The JSNA contains information about people in Oxfordshire, which helps to provide an understanding of health and wellbeing needs; trends in the the health and wellbeing of Oxfordshire's population; and assesses changing patterns of need and demand for health and support services across the county.
- 7.27 In addition, in 2013, Oxford City Council carried out a review of some of the more social needs of older people, including access to services and

information, wellbeing and tackling isolation (*"Needs Assessment for Older People in Oxford"* October 2013, prepared by Insight Oxford (Consulting) Ltd). This report made a number of recommendations for the council to work in partnership where possible to address the issue of isolation and the impact that it has on employment and income, health and wellbeing, safety and security (including safety and security in the home and neighbourhood). The recommendations included a focus on three core areas:

- Pre-emptive Measures – especially to combat long-term unemployment of 50+, forward planning (financial), care and community.
- Protecting the Vulnerable – including health and wellbeing measures, community activities, safety, maximising income, tackling isolation and working closely with key partners.
- Mapping and Monitoring Isolation – including gaining a clearer understanding of where and who isolated older people are in Oxford.

- 7.28 It is possible that by implementing a number of recommendations from the *'Needs Assessment for Older People in Oxford'* report, and the actions arising from the JSNA and Health and Wellbeing Strategy, that these will help to mitigate some of the identified needs of Older People in terms of helping them to remain living independently in their own homes. This in turn, may reduce the need to provide additional or specialist housing specifically for older people.

Needs of older people in hostel accommodation

- 7.29 Oxford City Council works in partnership with a number of agencies to provide hostel accommodation and a 'sit up service' in addition to support for Rough Sleepers, some of whom are aged 55+. In recent months, hostels have seen an increase in the number of older people who are unable to access accommodation due to their substance misuse, often long-term alcohol use, and specific support needs. Issues in accessing over 55s housing is identified via the Move on Planned Protocol (MOPP) returns completed by the hostels as part of the Adult Homeless Pathway. Much of the accommodation available is either designated 55+ housing or sheltered accommodation. However, this type of accommodation is not always suitable. There is an expectation that residents of designated or sheltered housing will live harmoniously and respect the use of the communal areas without causing disturbances. However this has not always been possible where individual residents have issues of substance and alcohol misuse.
- 7.30 Additionally, there can sometimes be blockages into over 55s accommodation and treatment based accommodation where there are high care needs of individuals which would more traditionally be provided in

residential care homes. However, they cannot access care accommodation due to the nature of their substance or alcohol misuse and a care package would only usually be assigned once an individual has accommodation.

- 7.31 Therefore it is not necessarily the availability of the age 55+ accommodation, but the ability for the individual client to be ready to move and support themselves in a tenancy or their own home. Individuals can access help and accommodation but they need to manage their misuse which is sometimes the reason that led them to be homeless in the first place.
- 7.32 This issue will need further consideration and discussions with partners in order to develop a suitable solution. Therefore the Council will facilitate these discussions with partner agencies such as support providers, Adult Social Care, Drug and Alcohol Team, Oxford Street Population Outreach Team and other agencies involved with the adult homeless pathway.

Need for Sheltered Accommodation

- 7.33 The housing register is one indicator of housing need and some details have already been given at the start of this Section 7. The Housing Register provides a snapshot in time of data. Currently, there are around 551 housing applicants who are aged 55 or over and require a 1 or 2 bedroom need. Some of these applicants' needs could be met through general needs flats, houses and bungalows. Anyone on the housing register requiring a larger number of bedrooms has not been counted as they would usually require family size accommodation and are more likely to have non-dependents or children aged 16 and under living with them. However, of those 551 housing applicants, there are 135 applicants who have been assessed as suitable for sheltered housing (e.g. they have an identified mobility or health need). Of these:
- 86 are on the transfer register (so are a council or housing association/ Registered Provider tenant),
 - 49 are general register applicants living in the private rented or owner occupier sector,
 - 119 need 1 bedroom accommodation
 - 16 need 2 bedroom accommodation
 - The majority (69) are in the lowest band for need e.g. band 5, followed by 36 in band 2, 18 in band 1, and 11 in each of the bands 3 and 4.
 - Of the 135 applicants, just 12 are aged 55-59 years with the majority aged 60+.

- 7.34 Interestingly, of these applicants, around half have not made a bid through the Choice Based lettings scheme in 2015. The remainder have either registered in 2015 or made a bid. This would suggest that, for some, the need to move to sheltered accommodation is not urgent or not desirable at this point in time. Some applicants may be waiting for the right property to become available in the right location before they will express an interest.

Need for bungalows

- 7.35 Housing Register applicants, who are over 55, may be more suited to independent living. Some applicants would prefer a bungalow to a ground floor flat or a flat in a sheltered scheme with a lift access. Bungalows are popular when they become available (see Section 8 regarding supply) but they are costly to develop in Oxford, given the high land values and that the development footprint of a bungalow can take up more land than a family house. Whilst there is potential for the development of additional bungalows in the city to be cost prohibitive, the Council could consider commissioning the development of bungalows on small in-fill sites within existing estates (subject to planning approval). Such single storey development may reduce the impact upon neighbouring properties and would provide an attractive housing option for older people who currently occupy a family (3+ bedroom house) and would be happy to move if it was to a bungalow. The Council could restrict tenancy allocations to such households as this would free up much needed larger family homes.

Estimates of need for specialist accommodation (including estimated needs for Extra Care Housing (ECH))

- 7.36 The SHMA 2014 provides an indicative need for all specialist housing. It estimates, based on SHMA population projections (with an indicative housing model), current provision of specialist housing and the need arising, that there is a shortfall in supply up to 2031. If the current levels of specialist housing of around 133 units per 1000 population aged 75+ were to be maintained in the future, then the SHMA estimates that Oxford would need to provide an additional 33 units. If provision were to meet the current national average (of 170 units per 1000 population aged 75+) then a total of 469 units would be needed. In comparison, except for Cherwell District Council, the other Oxfordshire District Councils are assessed as each needing 1000-2000 units. The estimates of need would vary if the SHMA population projections were to change e.g. if the level of growth was not achieved due to development constraints etc. The following table shows the SHMA estimate of need.

Table 75: Projected need for specialist housing for older people

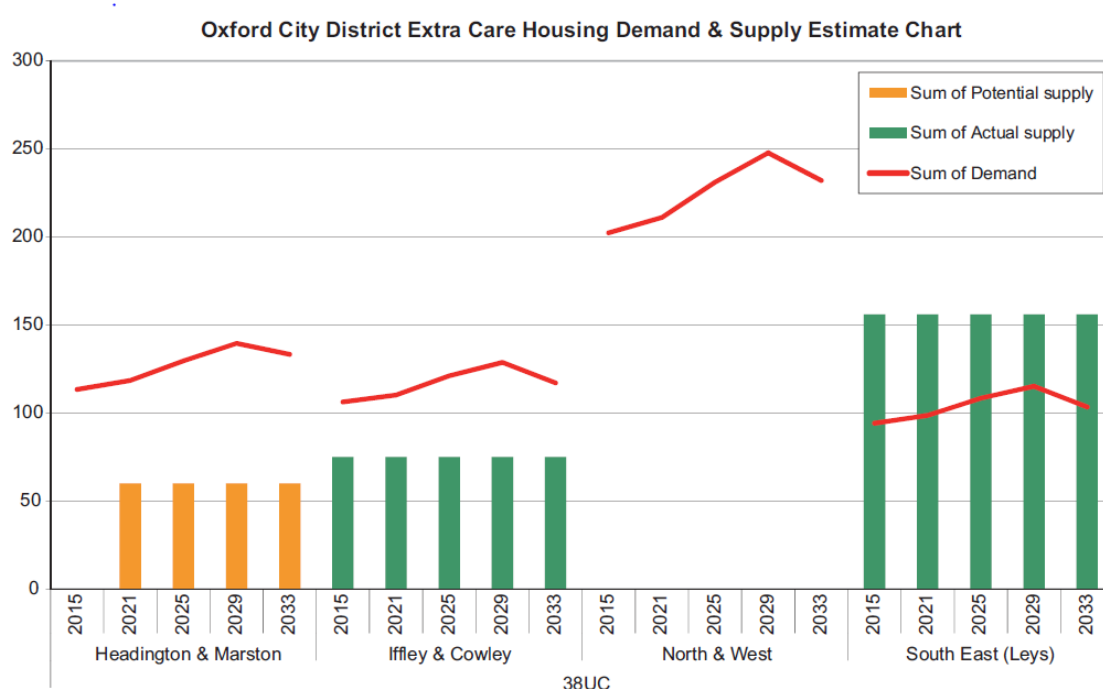
Area	@ 133 per 1,000			@ 170 per 1,000		
	Need	Supply	Net need	Need	Supply	Net need
Cherwell	2,657	1,961	696	3,397	1,961	1,436
Oxford	1,568	1,535	33	2,004	1,535	469
South Oxon	2,821	1,512	1,309	3,606	1,512	2,094
VoWH	2,646	1,011	1,635	3,382	1,011	2,371
West Oxon	2,505	614	1,891	3,202	614	2,588
County	12,197	6,633	5,564	15,591	6,633	8,958

Source: Derived from demographic projections

- 7.37 The figures in Table 75 above reflect the net need for additional stock. The SHMA explains that the figures do not take account of 'replacement' provision for existing specialist accommodation which is no longer fit-for-purpose and it is expected that a significant proportion of the current specialist housing stock may need replacing or remodelling to meet modern requirements and disability standards. The gross need for specialist housing could therefore be higher than shown across Oxfordshire. However, Appendix B of this review sets out the current position with regard to the existing accommodation for older people in Oxford. More details about Appendix B are discussed in the next section, but the main point is that the majority of the existing stock has either already been remodelled/updated, or is currently considered suitable to meet needs in the short to medium term, or has been de-designated and is due to be demolished as part of a regeneration scheme in the future. Therefore this is unlikely to affect the figures for Oxford, shown in Table 75, in any significant proportion.
- 7.38 Extra Care is one type of specialist housing for older people. Oxfordshire County Council currently works on the basis of seeking to provide 55 units of Extra Care housing per 1,000 people aged 75 and over in the population, as part of the overall specialist housing need. Analysis of data provided by the County Council, based on County Council population projections, would suggest that currently there is a shortfall of approximately 242 Extra Care units in Oxford. By 2031, using their toolkit, the County Council estimates that there will be a need to provide an additional 427 units to take the current provision in the city to 644 units overall. However, it is important to note that whilst the County Council toolkit suggests a need for Extra Care Housing, a more detailed assessment will need to take place in terms of existing supply countywide; rate of turn-over of existing stock; urgency of need for those on a waiting list; number of households looking to move from Care Homes to live more independently; geographical locations of need in

Oxford; and incidence of need for Extra Care housing following life changes e.g. incidence rate for people suffering ill health or increasing disability which results in them having to move to supported living accommodation in the longer term.

- 7.39 The County Council Market Position Statement for Extra Care Housing (March 2014) includes the following chart:



- 7.40 This suggests a high demand for Extra Care housing in North and West Oxford where currently there is no supply. However there has been a recent development nearby in Cherwell District Council area of 39 rental and 15 shared ownership Extra Care units at Moorside Place in Kidlington.
- 7.41 The chart also suggests a high demand in the Headington and Marston area of Oxford where currently there is no supply. To meet the need in Oxford, the proposed development site at Barton Park is nearby but there are no details of any planned Extra Care housing units being provided as part of the development site in the future. In addition, the cost of land and residential development could make an Extra Care scheme costly to develop in many areas across Oxford City.
- 7.42 There appears to be an over-supply of Extra Care in the South East area of Oxford. Where an Extra Care property cannot be let quickly in this area, the

County Council will consider allocating the property to a person who is aged 55+ and who may not have a care need at that point in time. This reduces the void time and allows some flexibility in age-appropriate allocation of units.

- 7.43 The chart also shows the demand is higher in the Iffley and Cowley areas of Oxford, where the Shotover View Extra Care development was completed in 2014. This scheme provides 55 units of Extra Care housing of which the majority are rented and 18 units are shared ownership tenure. Once built, Shotover View was filled quickly and still remains popular with residents.
- 7.44 In terms of waiting list data for Extra Care Housing, there are waiting lists for the schemes provided in Oxford. Whilst these lists are an indicator of current need, they are based on a snapshot in time and are subject to change. The lists currently show approximately 58 people in total requiring rented Extra Care accommodation and 5 requiring shared ownership Extra Care. The breakdown is as follows:
- 7.45 **The Isis Court and Shotover View** waiting list has 33 people requiring rented Extra Care accommodation and 5 people requiring shared ownership Extra Care accommodation (as at October 2015).
- 7.46 If all of the people requiring rented Extra Care accommodation were able to move, they would relinquish 9 social rented Oxford City Council owned homes e.g. a mix of 4 x 1 bedroom general needs flats; 1 x 2 bedroom general needs flat; 2 x 1 bedroom sheltered flats; 1 x 1 bedroom bungalow; and 1 x 2 bedroom bungalow (no family-size housing of 3+ bedrooms but accommodation suitable for single people, couples and people aged 55+ or 60+).
- 7.47 The **Greater Leys** Extra Care waiting list shows 27 applicants requiring rented Extra Care accommodation. Two of these are duplicated on the Isis Court and Shotover View waiting list, therefore there is a net of 25.
- 7.48 Properties that would be relinquished as a result of a successful move to Extra Care (a net of 8 units taking into account the duplication of 2 from the list above):
4 x 1-bedroom flats; 2 x 2 bedroom flats; 1 x 3 bedroom house; 1 x 4 bedroom house. These are a mix of Council and Registered Provider owned stock (e.g. properties that are suitable for single people, couples and families).

- 7.49 Whilst these figures represent an indicator of demand for Extra Care accommodation, it is important to note that some of these waiting list applicants would also be suitable for sheltered accommodation and could be duplicated in the figures quoted earlier for sheltered housing need.
- 7.50 There is no data available to support the need for outright sale/ Market sale Extra Care accommodation, but that is not to say that there is no demand. As mentioned earlier, 66% of older people (aged 50+) are owner occupiers and therefore they may be eligible to buy a market sale Extra Care unit if it was made available. One Extra Care scheme in Witney (under construction) will provide some market sale units of Extra Care accommodation. It is likely that the purchasers will be older people who have had capital savings or a receipt from the sale of their former home in order to fund the purchase.

Need for Care Homes

- 7.51 The Oxfordshire County Council Market Position Statement (MPS) (Sept 2014) about Care Homes identifies that it is not possible to predict how many people will need care home services in Oxfordshire. However the Census 2011 data provides an indication of the number of residents who have long term care needs (see pages 25 to 27 for more information about the extent to which an individual's daily activities are affected by health problems). The MPS identifies that currently there are 17 care homes in Oxford providing 627 bed spaces, of which 42% are funded by County Council support – this is considerably higher than other districts.
- 7.52 The MPS explained that the future service model for care homes encourages people to choose how they wish to live their lives. To help achieve this objective, the County Council is improving the level of information and advice available to people about the options they may have. In addition, the aim is to enable people to choose to stay safe, well and independent in their own homes thereby avoiding the need for admission to a care home. The County Council's workforce strategy also aims to help ensure more skilled, enabling or specialist services are available to achieve this. Another part of the future service model for care homes aims to encourage older adults to find a new home for life in one of the purpose-built Extra Care Housing Units around the county when they do need more support. All these issues are highlighted in the County Council's consultation on budgets for 2016/17 (see Section 11 of this review for more information).

Retirement Villages

- 7.53 Retirement Villages are discussed in more detail in Section 8 of this review. It is difficult to identify the quantum of need for such retirement village accommodation as need is largely driven by population projections (growth) and the levels of 'housing wealth', with the tendency towards homeownership both nationally and within Oxford. Purchasers of market retirement accommodation are usually people who have capital savings or have released equity from the sale of their own homes. It can be a suitable housing option for those who are able to afford it.

Meeting needs

- 7.54 In the circumstances it is important to note that meeting the needs of older and vulnerable households, is a key priority in Oxford City Council's Housing Strategy 2015. It will be important to ensure the need for Dementia care or more specialist housing for older people is being considered when new proposals for specialist housing development are presented to the council as part of a planning application in the future. Consideration will also need to be given by the council as to the level of need for other client groups and how a balanced housing market can be achieved.
- 7.55 It will be increasingly important to continue to deliver homes that are built to the relevant accessible and adaptable property standards (Part M of Building Regulations). Promoting a strategic approach and the measures mentioned above will assist developers to understand their planning obligations when delivering new homes. It will also help older people to understand how the Council aims to help them remain living independently in their own home through partnership working with other agencies, encouraging good design, and delivering more easily adaptable properties.

There are competing needs and demands for social housing with the majority of need arising from the under 55 age group (including single people, couples and families).

Data provided in this section identifies that people are living longer and that with age, comes increasing concerns for health, especially in the 75+ age group. There is a need to focus accommodation provision for older people 75 years of age or older, or people who are younger but with significant health needs. This may require changes to the existing Allocations Scheme to give preference to such households instead of persons aged 55+ or 60+ for certain properties or schemes.

In terms of health, there is an expected increase in the number of older people with dementia and mobility problems. The Council should continue with its work through planning, to maximise the delivery of new accessible and adaptable homes to meet the changing needs of residents over time. In addition, the Council will also need to work with the County Council and other partners to secure delivery of a Dementia scheme or similar development that will provide suitable accommodation to meet identified needs in the next 3-5 years, subject to availability of a suitable site or land, and available funding to deliver the scheme.

There are levels of under-occupation in Council owned and other properties. In order to help reduce the levels of under-occupation, the Council should continue to promote and fund its incentives scheme to assist moves for those Council tenants who wish to move, and as a consequence will free-up family sized accommodation in the process. In addition, there is a need for the Council to consider commissioning the development of bungalows on small in-fill sites on existing estates (subject to planning approval) and for these to be suitably allocated to social tenants that will release 3+ bedroom homes as a downsize move.

Due to the potential issue of hostel accommodation not being suitable to meet the needs of older people who are found to be rough sleeping and have an issue with alcohol or substance misuse, the Council will facilitate discussions with service providers, Adult Social Care and health providers who are all involved with the adult homeless pathway to reach a suitable solution that will help to reduce homelessness and rough sleeping for older people.

8. Supply of accommodation suitable for older people

- 8.1 Having considered the need for accommodation that is suitable for older people, it is also important to consider the supply of such accommodation. This section looks at the supply in more detail.
- 8.2 In addition to the general needs affordable housing stock provided by the City Council and a number of Registered Providers, there is also a supply of more specialist accommodation to meet the needs of older persons.
- 8.3 As described earlier in Section 7, there are many older person households who are already housed as owner occupiers. Their needs can be met in various ways through the market, including designated retirement apartments and privately owned houses, flats and bungalows. The needs of older persons requiring private rented accommodation could also be met by the availability of properties on the private rental market, however such properties can carry high market rent charges and as households retire and their income reduces, this can cause problems of on-going affordability. The survey that was undertaken as part of this review, identified some households over the age of 55 have continued to work part-time beyond their retirement age to ensure they could continue to afford their housing costs. It is possible that some older people households living in private rented accommodation may apply to the Council for housing due to affordability concerns.
- 8.4 The choice of where to live and in what type of tenure, increases with the availability of capital and disposable income. However, for many who receive a limited income or who have no capital wealth, the accommodation choices are more limited. The remainder of this section describes in more detail the supply of 'affordable housing' that is considered suitable for older people.

Supply of general needs accommodation and bungalows

- 8.5 General needs affordable housing (e.g. flats and houses) can be suitable for most older people until they have a specific requirement, due to personal circumstances, to move to more specialist or ground floor accommodation to help them remain living independently for longer.
- 8.6 Whilst not all Council and Registered Provider owned bungalows are designated as sheltered, Extra Care or for older people aged 55+, generally many bungalows are suitable for older people and those with some limited mobility. The following tables show the number of 1 and 2 bedroom general

needs bungalows that have been provided across Oxford (City Council owned stock and Registered Provider owned stock respectively) NB* 3 and 4 bedroom bungalows would usually be allocated to a family. The general needs bungalows are located at addresses throughout the City.

Total supply of general needs Oxford City Council owned bungalows

1 Bedroom Bungalow	2 Bedroom Bungalow	Total
259	33	326**

**Total also includes chalet bungalows plus 3 & 4 bedroom bungalows.

Total supply of general needs Registered Provider owned bungalows

1 Bedroom Bungalow	2 Bedroom Bungalow	Total
13	13	26***

*** Total does not include 3 & 4 bedroom bungalows.

- 8.7 In terms of letting bungalows, between 1 April 2015 and 20 October 2015, a total of 28 general needs one bedroom bungalows were re-let. Half of these were let to people aged 55 or older. In addition, one general needs and two sheltered 2-bedroom bungalows were let in the same period to older people.
- 8.8 Of all the lettings, there were 21 Oxford City Council owned bungalows with adaptations. Most of the adaptations included grab rails, ramped access, level threshold and level access showers. These adaptations were included in the details when the property was advertised for re-let through the Choice Based lettings scheme, therefore allowing customers to make informed choices as to which properties would suit them.
- 8.9 This demonstrates that in general, bungalows are popular with all age ranges but in particular with the age group 55+.

Supply and suitability of existing Council stock

- 8.10 In 2006, the Council carried out a review of the quality of sheltered housing in Oxford. The review identified that a number of Council owned schemes at the time were not fit for purpose and subsequently the Council undertook a programme of refurbishment and remodelling work on the properties. The review also identified those sites that were unfit and that offered

redevelopment opportunities both for the re-provision of modern sheltered housing or new general needs homes. Tenants of sheltered schemes also completed a survey about their homes. Detailed information on the current status of the older person accommodation provided in Oxford e.g. Council and Registered Provider owned sheltered housing and Extra Care Housing, and schemes identified for redevelopment subject to available funding, can be found in Appendix B.

- 8.11 Photographs and information about the facilities that Sheltered, Extra Care and also the Designated older person properties for age 55+ provide, can be found in the Council's published 'Guide to older people's accommodation in Oxford' 2013. It is anticipated that this document will be updated in the future to include the changes to some sheltered schemes and the development of 49 sheltered purpose built flats at Bradlands, built in 2015.

Sheltered Housing Supply

- 8.12 Currently there are a number of Oxford City Council and Registered Provider (RP) owned sheltered housing schemes (see section 4 of this document for the definitions of sheltered housing). Appendix B of this review lists in more detail the scheme names, category of sheltered accommodation and the number of units within each scheme. Appendix B also sets out who the scheme landlord is, the dwelling types provided (e.g. studios, flats, bungalows) and some additional features including wheelchair access and refurbishment. There are approximately 307 category 2 sheltered units provided by the Council, of which the majority (approx. 256) are one-bedroom flats. In addition, there are around 570 sheltered units provided by Registered Provider and other Charitable Landlords, of which a high proportion are one-bedroom flats and studio/bedsits with the remainder split between two-bedroom flats and bungalows. Therefore there is already a significant provision of sheltered accommodation in Oxford, catering particularly for older single people and couples. Some schemes provided by the Council were built in the 1960s and are in need of some refurbishment or have been identified as potential schemes for redevelopment as part of a wider regeneration programme. Regeneration of these sites could provide more suitable accommodation for a range of client groups (including older people).
- 8.13 The demand for sheltered housing (Council or RP owned) can vary. Many older people still value their independence and don't want communal living; would like a garden (i.e. a bungalow); and/or have pets they wish to remain living with them. They can also be very discerning about the area in which they want to live and want shops, GPs, hospitals, bus links, parking, family

support and open space/gardens nearby. This is supported by the outcomes of the customer survey referenced in Section 9.

- 8.14 For Oxford City Council owned properties, applicants normally have to be aged 60+ and are not allowed any un-caged pets in any of the Sheltered Schemes. Applicants also have to have an assessed need for sheltered housing.
- 8.15 For Registered Provider (RP) owned sheltered properties, applicants normally have to be aged 55 or over. Pets are permitted in some cases/schemes. Applicants normally need to be assessed as suitable for sheltered housing. When sheltered properties become available for re-let, they are advertised on the Choice Based Letting scheme. RPs will sometimes request for the 'sheltered' restriction to be removed from a property advert if the property has to be re-advertised because there are no successful bids from those with a sheltered need. Therefore applicants aged 55+ can then bid for the properties irrespective of whether they have a sheltered need or not. This is to help reduce the number of empty properties and loss of rental income.
- 8.16 The number of sheltered properties that are not let can depend on the volume of voids becoming available at any time, since there are less people on the housing register aged 55+ or 60+ and who would be considered suitable for sheltered housing; have an assessed sheltered need; or want to move at any one point in time. For example, when a large number of flats are completed on a new build scheme at the same time and become available to let, it is not always possible to let them all immediately.
- 8.17 The Allocations Team in the Council work in partnership with the Tenancy Management Team to identify suitable applicants from the housing register and will also mailshot those housing applicants on the transfer register who are identified as under-occupiers and who wish to downsize. This exercise can also maximise the number of family properties that are freed up by downsizing tenants. However, inevitably tenants from other sheltered schemes will bid for the new build properties for their own personal reasons and due to the low number of people applying for the new sheltered properties, these applicants will potentially be made an offer of a new property even if they are in Band 5 (the lowest of 5 priority bands awarded to applicants with a low or no housing need.)
- 8.18 In terms of re-lets of sheltered housing in Oxford, between 1 April 2014 and the end of October 2015, there were 100 lets of sheltered housing in that period. Of these, 60 were City Council owned properties (57 x 1 bedroom

flats of which 37 had adaptations and 3 x 2 bedroom flats). Some of these lets included the new-build properties at Bradlands. In addition there were 40 Registered Provider owned properties re-let, of which 35 were 1 bedroom flats, three were 2 bedroom flats and two were 2 bedroom bungalows.

Designated Older Person Accommodation Age 55+

- 8.19 Currently within Oxford there are a number of properties that are not identified as sheltered accommodation (any category) but the allocations to which are restricted to persons aged 55 and over. The list in Appendix B shows the current stock of Council owned and Registered Provider owned properties that are designated as older person accommodation for age 55+. These should be counted in addition to the sheltered and Extra Care properties also listed in Appendix B.
- 8.20 In terms of the re-lets of properties that have been designated for the age group 55+, between 1 April 2014 and 20 October 2015, there were 28 re-lets of properties in that period. Of these, 16 were City Council owned properties (all 1 bedroom flats of which 4 had adaptations). In addition there were 12 Registered provider owned properties re-let, of which 7 were 1 bedroom flats, 4 were 2 bedroom flats and there was 1 x 2 bedroom bungalow.

Supply of older persons housing (availability and re-lets)

- 8.21 As can be seen from the earlier tables, there are 4 types of sheltered and Designated 55+ housing property types:
- (1) Studio flats – normally these are lower demand as they are smaller and only suitable for single people.
 - (2) 1 Bedroom Flats – suitable for single people or couples.
 - (3) 2 Bedroom flats – there are not many housing applicants aged 55+ with a 2 bedroom housing need where everyone in the household is 55+. So although there is demand for such properties they often have to be re-advertised through the councils Choice Based Letting Scheme, stating preference will be given to applicants with a 2 bedroom housing need, couples and then singles. If a 2 bedroom flat is let to a couple or single person who would normally have a 1 bedroom housing need, the Council will need to check if the applicants can afford the rent prior to making the offer (if the applicants are below pension age). This is to avoid the

applicant(s) being affected by the bedroom under-occupation charge if they are in receipt of a low income and in receipt of housing benefit.

- (4) Bungalows – suitable for single people and couples who generally have a need for level access accommodation – again, the affordability test will apply to single occupants of 2 bedroom bungalows.

8.22 Between 1 April 2014 and 20 October 2015, 47 properties were advertised and had no bids on them for at least one advertising cycle on the Choice Based lettings Scheme. These were as follows:

- 7 x 1 person studio flat (3 owned by the City Council OCC and 4 owned by a Registered Provider)
- 29 x 1 bedroom (2 person) flats (20 Owned by the City Council and 9 owned by a Registered Provider)
- 11 x 2 bedroom properties (5 owned by the City Council, 6 owned by Registered Providers.

8.23 Some of these properties were advertised on a number of cycles. It is important to understand why this has happened, given that there would appear to be a number of housing register applicants who would be considered as suitable for sheltered accommodation and have an assessed need. Discussions with City Council housing officers, and exploration of available data, supports that there are various reasons why sheltered and Designated age 55+ properties are advertised more than once and not let quickly. Property Size; location; floor level; layout; size; condition; rent; service charge; and no pets policies are all factors that can influence a person as to whether they will consider bidding for the property. Timing can also play a part, for example many people do not want to move in or around Christmas periods. Some people may need more time to move if they have a lot of furniture and personal belongings that they have built up over many years. In some cases, relatives of the older person have bid on their behalf but when the older person is made an offer of a property, they state that they do not want to move at that point in time.

8.24 Void times vary across the schemes. However the longer void times can be found in Sheltered Housing rather than Designated 55+ accommodation. Minimum void time in sheltered flats can be from 28 days whereas the minimum void time in Designated 55+ flats can be from 21 days. The higher void times can be counted for two sheltered schemes in Blackbird Leys and one in Northway and for 2-bedroom flats rather than 1-bedroom flats. The higher void times in the Designated 55+ flats relate to those located in Wolvercote, Iffley Road, Rosehill and Blackbird Leys areas of Oxford.

- 8.25 In terms of void times for bungalows, these generally range between 7 and 35 days, with the lower range being in areas of Cutteslowe North Oxford and St Clements. There are a few higher void periods in areas such as Barton and Cowley Marsh. All the figures relating to void times/periods should be treated with some caution as sometimes a property may be void due to the need for repairs, maintenance or cleaning prior to the property being re-let and this will affect the void period.

This section has highlighted that there is already a range of sheltered and general needs accommodation being provided for people who are aged 55+. Given that the demand and take-up appears to be relatively low, this would suggest that the current supply is perhaps at a surplus to needs/requirements or undesirable and therefore costly to maintain and let with higher void periods.

There is a need to consider the future use of the large number of Category 1 and 2 sheltered schemes especially where the units have been in use since the 1960's and are in need of refurbishment or updating. There is potential for the Council to consider decommissioning these schemes and redeveloping the sites, or re-modelling the schemes to provide more modernised accommodation that can meet a range of higher care needs e.g. Dementia care. It is evident from the data and the survey responses that housing applicants are unlikely to move from their existing accommodation if the type of property they want to move to is not available, suitable or desirable to them.

Extra Care Provision – County wide position

- 8.26 Appendix B of this review identifies the Extra Care properties provided in Oxford City and by landlord. However, Extra Care properties are also provided county wide. The County Council's Market Position Statement on Extra Care (published in March 2014), explains that at that point in time, there were 768 Extra Care Housing (ECH) units either open or under construction. Most of these have been supplied by six national, regional and local housing associations:

Organisation/Provider	Number
Bedfordshire Pilgrims HA	227
Green Square	202
Housing 21	120
SOHA	80
Catalyst Communities	78
Sovereign	61

- 8.27 Details of each of these schemes are listed in Table 1a and 1b in the Annex to the County Council's Market Position Statement (MPS 2014). The Extra Care units within Oxford are listed in more detail in Appendix B.
- 8.28 It is anticipated that the MPS 2014 will be updated in the near future. However, a newsletter from the County Council in April 2015, identified that across the county 258 new Extra Care Housing apartments were being provided with a £35m investment from a partnership between Oxfordshire County Council, various housing associations and central government. The developments will be provided on five sites: Goring on Thames; Witney; Milton-Under-Wychwood; Kidlington and Abingdon. Some of these schemes border close to Oxford City as discussed earlier in section 7, and could provide an option for some Oxford older residents who have expressed a preference to move to a different area (See survey consultation responses in Appendix A).

Tenure Mix of ECH

- 8.29 ECH schemes across the county have successfully mixed social rent with shared ownership units and one scheme (Witney) will be offering flats for outright market sale. There is a much higher level of ECH supply in the affordable sector than for market housing whereas the majority of older person households in Oxford are owner-occupiers as explained earlier in Sections 6 and 7.
- 8.30 According to the County Council's MPS, the current tenure mix of the 768 units in operation or under development in Oxfordshire is:

Tenure Type	Number
Rented:	597
Shared Ownership:	133
Outright Market Sale:	38 (5%)

- 8.31 In Oxford, there are around 232 Extra Care Housing units located across the City. The majority of these are rented with just 18 shared ownership units at Shotover View.
- 8.32 In 2013/14, records show that approximately 13 lettings and re-lettings were made to the Extra Care Housing in Greater Leys. In addition, the rental units at Shotover View (37) and around 4 units at Isis Court were let. The average age of household was 75. In addition, in 2013/14, the 18 Shared ownership Units at Shotover View were allocated to eligible households and the average age of purchaser was 79 years. Interestingly, the majority of shared ownership sales were to former owner occupiers, with a small number previously renting privately or from a Registered Provider. These lettings and shared ownership sales were made outside of the Choice Based letting System as generally the waiting list is separate from the Council's Housing Register (although some households may have chosen to register on both).
- 8.33 In 2014/15, there were around 11 relets at Isis Court and Shotover View. The majority were 1-bedroom units, and the average age was around 76 years. Just one shared ownership re-sale was made in this period.

Supply of Retirement Villages

- 8.34 In section 7, it was explained that the need for retirement villages is largely driven by the market. In terms of supply, retirement villages are usually provided by developers in the private sale and leasehold market. Retirement villages vary in design with some schemes providing a cluster of apartments with communal facilities, and others providing a cluster of flats and bungalows with a central 'hub' of facilities.
- 8.35 There are such developments provided and being developed in Oxfordshire e.g. a scheme in Witney which is due for completion in Winter 2015, will provide retirement living with 1 and 2 bedroom large apartments that have access to a Wellness Spa, restaurant and bar, café, library, activities room, IT suite, bowling green, access to 24/7 to on-site care staff and non-resident management staff, and access to landscaped gardens. These units will provide enhanced sheltered accommodation (flats and bungalows) for retired households who need some help with day-to-day living. Another scheme in Henley on Thames offers enhanced sheltered retirement apartments with close care living. In Kidlington, another scheme of 1 and 2 bedroom apartments are due to be completed in early 2016. There are similar retirement villages provided by the private sale and rental market in Wantage, Thame, Bicester and other areas outside of Oxfordshire. Apartments are usually leasehold and there are service charges that apply for communal areas and services.

- 8.36 The need for such retirement village accommodation is largely driven by population projections (growth) and the levels of 'housing wealth', with the tendency towards homeownership both nationally and within Oxford. Purchasers of market retirement accommodation are usually people who have capital savings or have released equity from the sale of their own homes. Purchasers can buy the care services they need as needs change and therefore, when buying a market retirement property, purchasers will need to take into account not only the cost of purchase but also the on-going costs of leasehold service charges and private care provision. For some with limited income, the costs of such services and care can be prohibitive. However, accommodation provided in Retirement Villages can provide a level of luxury, privacy and care for those who are able to afford it.

The waiting list for the Extra Care schemes in Oxford has been referred to in Section 7 and evidence suggests that the numbers are relatively low. The age profile suggests that those aged 75+ are most likely to need access to Extra Care type of accommodation. In addition, increases in need for Extra Care accommodation is most likely to be from the social housing or private rented sector. It would appear that the current level of supply in Oxford is generally meeting the current level of demand for this type of accommodation.

It is acknowledged that there is little provision for private owner occupiers to buy an Extra Care dwelling in the City however there is opportunity within the private market to secure suitable accommodation and support for those who are able to afford it.

Consideration needs to be given to the ageing population projections and how the need/demand for specialist housing could increase over time. Extra Care housing is one option and currently there are additional units being developed in areas across Oxfordshire. Once these are all completed and fully occupied, it will then be possible to get a clearer picture on any residual and longer-term need for this type of accommodation, and an updated and more detailed analysis within the County Council's Market Position Statement on Extra Care and Specialist Housing will be needed. The City Council aims to work in partnership with the County Council to ensure that this is put in place.

As mentioned earlier in this section, the City Council would consider the remodelling of existing sheltered or designated 55+ dwellings, ideally alongside some release of land for general needs housing. This would provide more modern accommodation suitable for use in the longer term. In terms of location, the preference would be in the Headington or North areas of the city in line with the County Council's MPS estimate of need for ECH and the expressed interest from respondents to the survey that was undertaken as part of this review of older person's accommodation.

Registered Provider (RP) Stock Provision for Older People

- 8.37 Oxfordshire SHMA (2014), shows that the stock of specialist housing for older people in Oxford is high, relative to national rates. Registered Providers (RPs) have made a major contribution to developing such accommodation in this area. The RPs in the City vary in terms of the type of provider and the type and age of the stock that they hold as assets, but they form an important source of expertise and development capacity for the City to draw on as partners in addressing housing need.
- 8.38 Discussions with RPs have helped to identify how they view the housing situation strategically, and what plans they have, or are making, to address the need for accommodation that is suitable for an ageing population over the next few years.
- 8.39 In terms of a strategic approach, all RP partners are aiming to grow their businesses to meet changing needs in the future. RPs (and the Council) recognise that provision of specialist housing has proven benefits e.g. an adaptable and well-designed scheme, can help to reduce the need for occupiers to depend on, or access high cost nursing care homes and lengthily hospital stays. Where care or support is not provided in retirement housing, it can be commissioned by the occupier with personal budgets. Housing with specialist support for the increasing number of older people with dementia, will need different responses.
- 8.40 RPs have indicated that the investment in specialist housing is such that it is vital to get the context right. There is a need to keep the costs of development and service delivery under control. With this in mind, there must be a clear idea of numbers based on current evidence of need and reflecting population changes. Early agreement with the Local Authority is

required on the objectives for development and whether providing specialist housing will also add value to local communities in which they are built.

Registered Provider (RP) plans for future development and supply

- 8.41 RP partners have indicated an intention to develop more units of both Extra Care and retirement housing across Oxfordshire where possible, but are looking to change the way they do it. One national provider has annual development targets for such housing while others are building bigger schemes of 60+ units rather than 30-40 units to increase the usage of onsite facilities and add value to the wider communities in which the schemes are built. However RPs are adopting a case by case approach with more rigorous assessment of viability and sustainability.
- 8.42 More mixed tenure schemes are being built in the county and nationally, but rented units still dominate plans. RPs have indicated a preference to provide social rent tenure which also enables the full service charge to be levied rather than affordable rent tenure (e.g. rent cost being 80% of market rents).
- 8.43 Developing some market sale units as part of a specialist housing scheme provides an opportunity for owner occupiers to purchase suitable accommodation to meet their needs. However the RPs also benefit from an opportunity to use market and shared ownership sales to cross subsidise and offset the cost of developing the rented units on site. RPs have traditionally been the provider of affordable specialist housing, particularly for rent, and their expertise of such schemes with assistive technology is of significant importance to enhancing delivery in the future. RPs are at different stages with their provision of retirement housing but all see cross subsidy from sales as key to developing schemes viably.

Asset management

- 8.44 The stock of older persons housing owned by Registered Providers (RPs) varies in terms of size and age. Some RPs have very small numbers of stock or single schemes which were built over the last 10 years. Greensquare has the largest amount of stock which includes a high proportion of sheltered housing schemes dating from the 1960/70s. Anchor has the same profile but with fewer schemes.
- 8.45 Remodelling and re-provision of sheltered stock has been a major part of Greensquare's activity and the Council has worked jointly with them as part of its own regeneration and improvement programme.

- 8.46 In Barton, substandard Council sheltered housing at Beckley View was redeveloped as general needs housing by Greensquare and new sheltered and Category 1 housing (see appendix B for category explanations) was built. In Wood Farm, Council stock at Beveridge House was replaced with a new scheme while at Rose Hill, two sheltered blocks were replaced with a new Greensquare scheme.
- 8.47 Greensquare also rebuilt two sheltered schemes at Lucas and Remy Place and Rosemary Court in 2008/10, and recently disposed of another block Scrutton Close, to provide housing for older people with mental health problems.
- 8.48 Jephson (Stonewater) have similarly been decommissioning their Category 1 sheltered units over several years. They have retained 10 bungalows as housing for older people.
- 8.49 RPs plans over the next three to five years are focussed on upgrading facilities, windows and energy efficiency. There are blocks with bedsit units but remodelling is not seen as the immediate priority. RPs report that they do not generally experience problems letting and believe that upgrading the stock will help secure a longer operational life.
- 8.50 Upgrading programmes may be affected by recently proposed policy changes relating to extended Right to Buy, reduction in rents and introduction of the Housing and Planning Bill 2015. The Council will be reviewing the impact of these changes with RP partners.
- 8.51 Greensquare and Catalyst's older persons housing in Greater Leys was built in the late 1990s and in response to changing needs, the two have worked together to set up 156 units as extra care housing. This is a core and cluster arrangement based around their two existing sheltered housing schemes that have been upgraded to be able to deliver care and support services across the wider scheme.

Summary of Registered Provider 3-5 Year Investment Plans

8.52 **Anchor**

Upgrading works to existing blocks (Parmoor Court, Vicarage Court, St Francis Court, Anchor Court) improved 2012-14. Any works to the remaining schemes are still to be decided. No known letting issues on any blocks.

8.53 **Greensquare**

Frys Court improved as part of the Extra Care scheme with Catalyst at Greater Leys. No further remodelling of blocks planned - maintenance and upgrading only.

8.54 **Catalyst**

Most stock is post 1995. Potters Court improved as part of the Greater Leys Extra Care scheme.

8.55 **Jephson (Stonewater)**

Cuddesdon Way bungalows have been retained as older persons housing. Remaining bedsit blocks have been decommissioned.

8.56 **Hanover**

Planned upgrading works and maintenance on existing schemes.

8.57 **Housing 21**

Some bedsit units remain in place. Whilst upgrading works to stock could potentially improve letting life, considerations are on-going.

8.58 **Bedfordshire Pilgrims/ Order of St Johns**

New Extra Care blocks only.

The Council will seek to strengthen its role in leading and co-ordinating Registered Providers, offering older persons accommodation in Oxford, in developing their forward strategies and asset management plans for their stock.

9. Future Demand, Requirements and Aspirations

9.1 In order to establish a rounded understanding of the future demand, requirements and aspirations of older people in relation to their accommodation needs, a survey has been undertaken locally and a study has been made of the national and local research available. This section sets out the findings and explores possible key actions that the City Council can take.

9.2 As part of this review of older person's accommodation, the City Council carried out a survey of groups of people aged 55 years and over. The

survey was undertaken during July and August 2015. It was not possible to identify every household aged 55 + within the general population of the City without issuing survey forms to each and every household which would have been a significant cost to the Council. Therefore, clients on the Housing Register and Council Tenant households in that age group were contacted. In addition, focus group workshops were arranged in order to involve and obtain feedback from local community groups representative of the age group. Media publicity also highlighted the opportunity for local residents to complete the survey online or in paper format.

- 9.3 The survey responses are mainly influenced by the opinion of individuals who occupy social housing, however the focus groups provide a snapshot of opinion from a range of tenures from lodgers to owner occupiers. Overall there were more than 500 completed questionnaires. The analysis of the consultation survey/questionnaire can be found in Appendix A.
- 9.4 In terms of health, the survey outcomes indicate that of the households that responded, around half had a health condition that affected their daily activities in some way. This compares to the national picture where population projections³ estimate that of the 9.5 million households over 65 years of age in the UK, 4.7 million or around 50% are affected by a health condition of some kind. When considering the age profile of survey responses, it is interesting to note that approximately two thirds of those aged 75-84 had health problems that limited their daily activities in some way.
- 9.5 Also relevant to health, is property condition and its suitability to meet needs. The Department of Communities and Local Government (2009) (English House Conditions Survey 2007) recommends four features for people with mobility problems; level access, flush threshold, WC at entry level and circulation space. Nationally only 3.4% of homes met that standard. In comparison, 138 (27%) of the people who responded to the recent City Council survey indicated at least one adaptation in their home. This figure is likely to have been affected by the high proportion (70%) of social housing tenants within the survey group.
- 9.6 Almost half (233) of the survey respondents live in a single person household. This is reflective of the national data as the POPPI projections

³ Projecting Older People Population Information (POPPI) System uses data from the Office of National Statistics to project trends in the population.

indicate that on a national level, of 6.1 million people aged over 65 years, around 3.4 million live in single person households.

- 9.7 More information about the survey outcomes can be found in the paragraphs below. While the survey response was not generally representative of the tenure split within Oxford, the responses appear to follow the national trends and as detailed in the other research reports.

Location and desire to move

- 9.8 The focus groups involved with the consultation included a mix of older people from different tenures, a higher proportion of which were private tenants (not social housing). In general the participants confirmed their awareness of the shortage of housing for families and larger households. However, when asked, they did not feel that they would be prepared to move from their current home. The reasons they gave include;
- Familiarity of location - recognising what they see every day.
 - Loss of community networks.
 - No desire to downsize because it would mean giving up some possessions.
 - Emotional attachment to the existing property.
 - Not ready to move or hadn't thought about it.
 - Not knowing what help is available to plan and facilitate a move.
 - The cost of moving is prohibitive.
 - Not enough of the right kind of properties to down size to – still need the 'family' space for when they visit.
- 9.9 The survey responses showed that around half of respondents from Blackbird Leys who stated that they would like to move, selected the two most popular options e.g. to move to property more suitable to meet the needs of an older or disabled person, and move to a better or more pleasant area. The responses from households located in other areas were not large enough to ascertain whether there was a particular desire among householders to move away from their current location as they got older.
- 9.10 In terms of where households would most like to move to, the survey indicated that Headington was the most popular choice across all tenures. Around 47% ticked this option as a place they would consider moving to. The next most popular areas were Cowley 29%, Jericho and Old Marston 27% and outside of Oxford 25%. When considering the choices made by people living in different tenures, 'outside of Oxford' was the most popular choice for Council Tenants, followed by Headington and Blackbird Leys. Headington was also the most popular location by other tenures except for

owner occupation, when Central Oxford was chosen most often. However the survey did allow for respondents to choose more than one area and therefore there may be some overlap of interest.

General needs and aspirations

9.11 There is extensive evidence of what older people want from their homes and a comprehensive example is found in the Joseph Rowntree Foundation (JRF) Market Assessment, 2012 report. The details from both the literature and interviews (including with private sector developers and providers), indicate that most older people want as a minimum:

- A property that is not too small with enough living space to sit, to eat, for hobbies and to have friends round.
- At least two reasonable sized bedrooms – or if not, at least an equivalent large enough flexible open-plan space; second (and third) bedrooms are often used for hobbies, as a study or dining area, for a couple to sleep separately and for family visitors (especially if family live at a distance) or for a carer to stay overnight; therefore many older people (especially couples) will prefer to have three bedrooms, especially if the living room is not large.
- Storage space that is accessible.
- A reasonable sized kitchen with room for dishwasher and washing machine.
- A good size and attractive (not 'hospital-style') bathroom (and many will still prefer a bath to a shower – or want both).
- An easy-to-manage and economical central heating system.
- Pleasant outlook and some outside green space (private balcony or terrace, private garden or access to communal gardens).
- Housing that looks nice from the outside, and if there are communal areas (e.g. apartment blocks) they should be welcoming, well cared for and not institutional (this applies especially to purpose-built older people's housing: see for example, Levitt Bernstein 2011).
- Housing that is well-located in terms of nearby green space, public transport, shops and leisure facilities, in a safe and secure location and with good road and pedestrian access (e.g. not up steep hills; with parking nearby).

Considerations and requirements for new development:

9.12 When asked questions about what older people would want to have provided in a property that they would consider moving to, the survey and stakeholder focus groups responses highlighted the following:

- Suitable and sufficient storage - Housing for older people needs to be designed to include substantial outside storage for mobility scooters/ equipment and any storage provided should have a power supply.
- Access to affordable transport – some older people could be isolated if they do not have access to a bus service or a form of public transport. Well planned location and council subsidised fares/ bus services can help to keep transport networks available and affordable to local people.
- Retirement Housing schemes should be located close to (or allow easy access to) health service provision. Older people do not always have the finances to support additional or complicated travel arrangements to access health appointments and services. This consideration should be made and considered at the start of development master planning stage.
- Provide a Choice of Housing – some Extra Care and managed accommodation will still be needed in the future. These options may suit some but not others, however providing a choice is important.
- Plan new development of buildings well – design is important to consider from the master planning stage as this ensures that the details of how a resident will function in the property have been thoroughly thought through. This includes: technology (broadband/internet provision, hard wiring for assistive technology); door security such as door cameras/CCTV; flats with a good size lift to first floor and above as standard.
- Planning Policy – the council needs to be pro-active about seeking a mix of dwellings on a site and to ensure the mix meets the identified needs, including older owner occupiers who are looking to downsize but who wish to remain living independently. Consideration should be given to providing single dwellings such as bungalows or similar size property, the residents of which could have floating support and assistive technology brought in if and when needed, or the dwellings could be suitable for singles/couples without support needs. However, such considerations will need to be balanced with the need to develop land efficiently in future, especially in light of the high overall housing need in Oxford.

Information and advice

- 9.13 When asked questions about what older people would want to have provided in terms of information or advice, the survey and focus groups responded with the following:
- 9.14 Housing Options – people are less likely to move, or plan to move, if they cannot access information about their housing options. Provision of information about a range of housing options available (private rented, owner occupier and social sector), may help older people to make informed choices. People get concerned and can be daunted when they have to consider what is involved with moving house. It is often easier to ‘do nothing and stay put’. With the right kind of physical help to plan and prepare a move, or just having good advice and information about available housing options and how to arrange a move, may give some older people more incentive to make a planned move to a more suitable property, rather than just wait until a crisis point when they have to move.

Commissioning and delivery of services

- 9.15 The stakeholder groups emphasised that Health providers (or equivalent Health organisation) should consider the mechanics of transport and access to older people when planning the location and delivery of their services to older people e.g. proximity and access to a local surgery.
- 9.16 Joint commissioning of services with Health and County Council needs to be done in order to secure cost savings and appropriate, sustainable services in the long term.

General points and more on what national research tells us

- 9.17 The consultation process for this review of older persons’ accommodation in Oxford, has also indicated that although people recognise that it is sensible to plan a move for the future whilst a move is possible, many older people will not plan for this in their 50s or 60s. Some will prefer to move more than once, especially if they are downsizing, rather than compromise too much on what they want and feel comfortable in. However when considering a property to move to, some people, even early movers may give weight to the accessible and adaptable homes factors e.g. the possibility of a need for a stair-lift in the future; possibility of adding a ground floor shower etc. Generally, there are ‘PUSH and PULL’ factors, where PUSH is due to a

crisis or significant life change, and PULL is more likely to be an incentivised or planned move.

- 9.18 National research (Joseph Rowntree Foundation 2012) suggests that a major issue within sheltered housing over recent years has been the withdrawal or the reduction in the scheme manager/warden service at the same time as increasing rents and charges. Older people who moved in with the expectation of a dedicated warden service are not happy with the changes and tenants who had downsized (e.g. 3-bed council house to a small 1-bed flat) expressed concerns that their rent and council tax was nearly as high, even though they had much less space. It is important to consider though, that there is an increasing demand on reducing Local Authority and Registered Provider budgets, and such management provision can be costly to provide; not needed by everyone in a scheme; and any charge made for this service to the resident is not always covered by Housing Benefit.
- 9.19 In terms of bedroom need, there is extensive evidence of what older people want. Both national research and discussions with focus groups as part of this review, suggest that there is a preference by older people to have a minimum of two bedrooms. Some may compromise and accept one-bedroom retirement housing if that is all they are offered or can afford. However it is interesting to note that when sheltered or Designated 55+ accommodation that is 2 bedroomed becomes available to let, the units still carry void times. This may be because they are sheltered or designated and not general needs housing. In addition, whilst there is an aspiration to have 2 bedrooms, social housing allocations are based on actual 'need' rather than aspiration – single people and couples are not usually eligible to be housed in a 2-bedroom property. The cost of rent for a 2-bedroom flat is also generally higher than for a 1-bedroom and this may impact upon a person/household's affordability.
- 9.20 The Chartered Institute of Housing and Housing LIN research "New approaches to housing for older people" (June 2014), emphasises the need for local authorities to work in partnership to deliver specialist housing solutions for older and disabled people. It also emphasises the Local Authorities' responsibilities under the Care Act 2015, to consider as part of an individual's wellbeing, whether their housing is suitable to meet the individual's needs. This research document identifies the following business drivers as reasons to provide specialist or bespoke housing:
- Provision of bespoke market retirement housing for older people may create an opportunity to attract older people to move and release equity

which some people could use to help share the responsibility of funding their care needs in the future.

- Providing specialist/ bespoke housing could help to increase housing supply in an area and deliver employment opportunities through development.
- Bespoke housing may attract older people to move earlier, possibly enabling a family home to become available for families in the process.
- Specialist and bespoke housing could provide opportunities for more integrated planning and delivery of housing, health and social care through developing such housing alongside new health centres, or the use of 'hub and spoke' models (services based on local extra care or retirement schemes extended out to residents of retirement or general housing in the local area) as part of a wider community resource.

- 9.21 Solutions offered within the research document include examples from other Local Authorities e.g. provision of high quality apartments with security that are aimed at the younger age profile of 'older people' to attract an early move; investigation of funding resources to help with remodelling; upgrading stock where the location is good and accessible to facilities and transport networks.
- 9.22 The **Knight Frank 'Retirement Housing 2014' Residential Research** document supports the need to provide general needs housing for older people as their 'retirement survey' revealed that this is what people wanted, especially owner occupiers. The research document explains *"People are not only living longer, but they are healthier, so the old choice between 'my own home' or a 'retirement/nursing home' will become less relevant. Instead, the older people who would consider making a move from their family home would prefer manageable properties in which they can live independently for as long as they can – with the reassurance of some care available should they need it. This is reflected in our retirement survey"*
- 9.23 **Age UK 'Housing in Later Life' (July 2014)** raises a number of issues in relation to the provision of accommodation and support services for older persons. Age UK has made a calls for action on:

A. Promoting independence with accessible and adaptable homes

Some key highlights include:

- All new mainstream and specialised housing should automatically comply with higher accessibility standards, to reflect the lifetime homes standard.
- Improved design and accessibility should not be restricted to specialised housing, as the vast majority of older people will continue to live in ordinary homes.

- Use best practice to speed up the delivery of home adaptations and reduce waiting times to a minimum.
- Protect funding for home adaptations, particularly through Disabled Facilities Grant (DFG) allocations.

B. Tackling poor conditions and delivering decent homes:

- Swift and affordable repairs and home improvements that reach out to the most vulnerable older people.
- Service commissioners to be proactive in the development of specialist housing and financial advice, targeted at homeowners, to explore the range of options available to carry out essential repairs. This should include the effective use of grants, loans, home equity and other sources of financial assistance.
- Special attention needs to be given to improve housing conditions for those older people living in poor private rented housing.
- Health and social care outcomes and indicators need to give greater priority to preventative housing services for older people designed to improve the home environment, promote independence and reduce demand on the care system.

C. Integrating housing with health and social care:

- All older patients coming into contact with health care services should automatically be offered an assessment of their home with an action plan to ensure it facilitates the delivery of appropriate care and support.
- Where possible sheltered and Extra Care housing should act as hubs for the development of peripatetic home support services that reach out to all older people in local neighbourhoods.
- Housing support agencies need to be represented on Health and Well Being Boards to ensure housing is part of an integrated and strategic approach to commissioning.

D. Building for the future – sheltered and retirement housing

- There should be increased investment in retirement housing and further reforms to the planning system to make new developments easier to build and affordable to more older people.
- Local Authorities should encourage the development of high quality forms of Extra Care housing, to offer greater housing rights and control over care.
- Exit fees should be completely abolished for retirement housing. Older residents should not pay fees unless it is for a specific service, based on actual costs.

E. Housing wealth and housing choices

- A fairer housing deal for all generations with an overall increase in the supply of affordable new homes and measures to ensure that those on low or modest incomes have access to them.
- Given the diversity of older people, there isn't a single approach to delivering good quality housing and care choices. A range of options are needed that are sensitive to local circumstances and conditions. The options need to reflect the changing requirements and aspirations of all older people.

10. What are we doing to meet older persons housing needs?

- 10.1 The earlier sections in this review identify that there are various accommodation needs, demands and aspirations for all client groups in Oxford. This section seeks to explain some of the actions already being taken by the City Council in order to address them.
- 10.2 Oxford City Council has set out commitments within its Housing Strategy 2015-2018, Homelessness Strategy 2013-2018 and indeed its Corporate Plan to meet housing needs. There are a range of activities described within the strategy action plans that help to demonstrate how the Council will work with partners to prevent and tackle homelessness and provide a range of housing to meet housing needs, including those of vulnerable client groups and older people. Here are some of the activities being delivered across the Council's service areas:
- 10.3 **Providing Disabled Facilities Grants (DFG's)** – Working to adapt properties in the private sector (rented and owner occupier accommodation) where needed to help people remain living independently. Added benefits to this are the cost saving to Adult Social Care and Health providers e.g. research shows that an average DFG grant of around £6000 to modify an existing dwelling, could prevent or defer entry into residential care. One year's delay could save approximately £26,000 per person (subject to the individual needs and the regional variations on care home fees).⁴

⁴ Source: Disabled Facilities Grants in England: A Research Report by Astral Advisory for the District Councils' Network, and the Society of District Council Treasurers, April 2013. Also, Paying for Care <http://www.payingforcare.org/care-home-fees>

- 10.4 **Flexible Home Loans** – the Council works in partnership with Flexible Home Improvement Loans Limited to offer home improvement loans to owner occupiers over the age of 60. This is a government backed loan scheme designed to enable home owners to carry out works to help them remain warm, safe and secure in their own homes. The maximum loan available is £50,000 subject to the necessary equity being available in the property and is secured as a charge on the property. The minimum loan considered will be £1,500. Residents who take advantage of the loan scheme have various repayment options available to them e.g. making regular payments of capital and interest; making one-off payments; and repaying the loan upon death of the loan applicant, or upon sale of the property.
- 10.5 In addition the City Council provides funding for Home Improvement Agency (HIA) work to assist people to remain independent in their home through small repairs etc. The following table sets out the number of households helped in the private sector and the associated expenditure for the last two years:

Private Sector Households (including Registered Provider stock)				
Action/Task	Number of households helped	Number of households helped	Total households 2013-2015	Total Spend 2013-2015
	2013/14	2014/15		
Small repairs/ Jobs complete	291	226	517	
DFG's 55+ (including bathroom adaptations, stair lift installations, ramps/door widening, and extensions)	109	93	202	£914,310.81
Flexible Home Improvement Loan	0	9	9	£126,599.95
Total	400	328	728	£1,040,910.76

- 10.6 It is important to note that in the case of DFG's to Registered Provider (RP's) owned stock, some RP's make a financial contribution to the total cost of works. Around 30% of referrals from the Occupational Therapists so far in 2014/15 have resulted in works to RP owned stock, however, as the

financial contribution is not universally provided by all RPs, this is now having an impact upon the availability of DFG funding to meet the needs of other private sector households. Council records currently show that there is a growing waiting list for DFG's due to the allocated budget for 2015/16 having been spent on approved DFG cases.

Given the benefits of providing DFG's to help people remain living independently in their own home, it will be important for the Council to maintain as a minimum its spend on DFG's as set out in 2016/17 budgets and, where possible, to seek a consistent and more significant financial contribution from RPs in relation to investment in their housing stock. The alternative would be for the tenants to be considered for a transfer if this is a more cost-effective solution to adaptation works.

Another action would be for all RP's and the Council to ensure that new-build specialist housing that is intended for a particular client group (e.g. older people, people with limited mobility or disabilities) are designed and built with the client in mind and appropriate facilities provided in the property from the outset, thus reducing the need for subsequent alterations.

- 10.7 In terms of Council owned property, the following table shows the adaptations made to Council owned stock over the last two years and the associated spend that forms part of the Housing Revenue Account.

Council Owned Stock						
Action/Task	Number of households helped	Total Spend	Number of households helped	Total Spend	Total number of households 2013-15	Total Spend 2013-2015
	2013/14	2013/14	2014/15	2014/15		
Small repairs/ Jobs complete	396	£185,700.00	348	£141,718.00	744	£327,418.00
Adaptations (Including level access showers, showers over baths, stair lift installations, ramps/ doorwidening)	243	£691,810.00	213	£539,750.00	456	£1,231,560.00
Total	639	£877,510.00	561	£681,468.00	1200	£1,558,978.00

- 10.8 All disabled adaptations and DFG's are undertaken following a report from an Occupational Therapist whose professional opinion has identified a need. It is important to note that it has not been possible to profile the age group of all those benefitting from a DFG or a disabled adaptation in Council owned stock and some households may include a younger person for whom the adaptation has been made.

Council records currently show that there are few people on the waiting list for disabled adaptations to Council owned stock and it would appear that the budget has been sufficient to meet needs. However with impacts of recent Government policy and the 2015 Autumn Spending Review, it will be important to reduce the impact on the HRA account and for the Council to secure cost effective ways of providing for the needs of tenants who require alterations to their home. One action would be to proactively consider alternative housing options where adaptation works exceed £10,000, or where the tenants under-occupy their home by more than one bedroom.

- 10.9 **Planning** – the Council is already working in a way that will maximise the opportunity, through planning requirements, to provide a range of accommodation that could be suitable for all age ranges and household types, including the accommodation needs of older people. In addition, the City Council promotes the principles of accessible and adaptable homes (in line with its Accessible Dwellings Technical Advice Note) in respect of all types of housing and currently seeks to secure a proportion of housing on some new developments to be built to wheelchair accessible standards. This ensures that if needed, properties can be adapted at lower cost in the future, to meet changing needs of the household over time.
- 10.10 **New-Build and Remodelled Sheltered Housing** - As mentioned in Sections 7 and 8 of this review, the Council has reviewed its sheltered stock and remodelled and decommissioned units where needed. In addition, the City Council has recently completed development of 49 social rented sheltered flats at Bradlands. This new-build scheme offers self-contained units with level access showers and residents have the opportunity to use communal facilities.
- 10.11 **Representation on the County Health and Wellbeing Board** – the City Council is represented on the Board by elected members. 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. The board has been set up to ensure partnership working to improve everyone's health and wellbeing, especially those who have health problems or are in difficult circumstances. The board provides strategic leadership for health and wellbeing across the county and will ensure that plans are in place and action is taken to realise those plans.

- 10.12 The Health and Wellbeing Board is made up of a number of partnership boards and joint management groups. The Health Improvement Board, The Childrens Trust and the Older Peoples Joint Management Group, report directly to the Health and Wellbeing Board regarding the priorities each group is responsible for. The Older People's Joint Management Group (Older People's JMG) monitors strategy, governance, finance, performance and risk in commissioning services for older people. It is also responsible for overseeing commissioning where services affect all client groups. The Older People's JMG meets six times a year and meetings are held in public. Oxford City Council is represented on this group by an elected member who ensures that City Council issues (such as housing for older people) are included in discussions. The Older People's JMG reports to the Health and Wellbeing Board, Oxfordshire County Council Cabinet and the Oxfordshire Clinical Commissioning Group.
- 10.13 The Older People's JMG monitors delivery of relevant parts of the Oxfordshire Joint Health and Wellbeing Strategy 2015-19. One priority within it is "Support for Older People to live independently with dignity whilst reducing the need for care and support", and within this, a priority to improve hospital discharge arrangements for people who will have a care and support requirement upon leaving hospital care. The aim is to reduce the number of older people placed in a care home from 11.5 per week in 2014/15, to 10.5 per week for 2015/16. In the first quarter of 2015/16, the number of people placed in a care homes increased with a rate higher than the same period in 2014/15. This increase included individuals coming from hospital or their own home, or who were previously self-funding but their savings had fallen below the threshold for local authority funding assistance. It is understood that the increase in access to care homes is due, in part, to a general increasing demand for services as more people are living longer. It is also a symptom of the capacity issue within the market for home care provision, as care homes are used as an alternative to home care. However, relative to other authorities, Oxfordshire tends to

perform well on this measure.⁵ A unit within an Extra Care Housing scheme may provide an alternative option for hospital discharge patients requiring home care and the City and County Councils will work with Health professionals to facilitate this where there is an available unit for use in this way. (The impact of the County Council's consultation on budget proposals for 2016/17 is discussed further in section 11 of this review).

It will be important for the council to continue to be represented and involved with the Health and Wellbeing Board to ensure there is a continued focus on the housing and support needs for all client groups (including older people).

10.14 **HomeSwapper** – the City Council actively promotes the HomeSwapper scheme which provides access to a website where social housing tenants can register and get information about available homes to 'swap' to should they wish to do so. More information can be found on www.homeswapper.co.uk. This may help some people aged 55+ to access more suitable housing in an area that they want to live by 'swapping' their home. It can also help make best use of existing social housing stock.

10.15 **Removal and Expenses Scheme for Oxford City Council Tenants** – Oxford City Council will not make someone move because they are under-occupying their home. The Removal and Expenses Scheme was introduced to support Council tenants who live in housing that is now too big for their needs, to help them move to a smaller home by offering practical and financial help. It is a voluntary scheme and one which provides City Council tenants with:

- £1,000 for every spare bedroom given up.

5

<https://mycouncil.oxfordshire.gov.uk/documents/s31103/HWB%20Strategy%20Indicators%202015-16%20q1%20v2%202.pdf>

- £1,500 moving expenses which can help towards removal costs and furnishings.
- Dedicated support if the individual is vulnerable or disabled and requires extra help with moving home.
- If moving to accommodation that is designated for age 55+ or Sheltered housing, the individual could receive an additional £500.

10.16 The following table shows the cost and success of delivering this scheme over the last two years.

Removal & Expenses Scheme Year	2013/14	2014/15
Number of people helped by R&ES	57	55
Number of people aged 55+	39	28
Number of family homes freed up as a result of the move	57	55
Number of people housed in Designated 55+ or Sheltered Accommodation	8	14
Total cost of R&ES for the year	£138,836.43	£156,814.98

It will be important for the city council to continue funding this incentives scheme and also to consider how it can work in partnership to more effectively promote the take up by council tenants; explore alternative models of incentive, and consider the needs of capital rich/income poor older owner occupier households, where help to move would facilitate an option for the Council to have nomination/occupancy rights on the property being vacated.

10.17 **A Guide to Older People's Accommodation in Oxford (2013)** – The City Council has produced this comprehensive guide for older people's housing services, which includes information about housing choices such as:

- Staying put e.g. how to access the services available from the Home Improvement Agency in relation to their small repairs service; essential repairs grants; Disabled Facilities Grants; flexible home improvement

loans; community alarm services and assistive technology; and information about aids and adaptations in the home.

- Consideration of the Designated 55+, sheltered and Extra Care housing available.
- Information about renting privately.
- Information about choosing a residential care or nursing home.

10.18 The Guide also provides contact details and other useful advice and information for older people about:

- The help available to meet the cost of living and advice on money matters (e.g. boosting income, advice available from the Citizens Advice Bureau, reducing energy usage, finding help to reduce utility bills, accessing credit unions etc.);
- Keeping fit;
- Staying safe; and
- Property listings (including details of facilities provided) of the older persons accommodation available in Oxford City.

This guide will need to be updated and refreshed to include details of new developments and any other changes in the designation or provision of accommodation that is suitable for older people. In addition, it will include more information to assist private renting and owner occupiers to plan and arrange a move where there is a desire of the resident to do so. This is in line with the consultation feedback and national/local research.

10.19 **Welfare Reform and debt advice** – The City Council's Welfare Reform Team work with individuals of all ages to help them understand the impact of Welfare Reform changes and how to better manage their finances by reducing bills and boosting income where it is possible to do so. In addition, the City Council has commissioned the services of Shelter, to provide debt and money advice (some sessions are run at St Aldates Chambers) with the aim that this will help to prevent people becoming homeless. This work is set to continue within the Council's Medium Term Financial Strategy.

10.20 **Provision of a Sheltered Housing Tenancy Management Officer (TMO)** – the Council currently employs a TMO who primarily manages the tenancies within Council Owned sheltered housing schemes. This is a specialist role requiring the officer to sensitively deal with housing management issues and liaise with a wide range of partner agencies (including Age UK, Adult Learning Team, Adult Social Care etc.) in order to

ensure scheme residents receive the support they need to remain living independently.

- 10.21 **Private Sector Housing Strategy** – the City Council's Private Sector Housing Strategy sets out a number of actions that the Council can and will take to ensure that properties in the private sector are maintained and let to a good standard. The Council is in the process of renewing the strategy and updating the action plan. Continued activities to secure better quality private sector stock and promote the accreditation of landlords will help to provide more suitable accommodation for older people who live in private rented accommodation.

11. Financial Impacts

- 11.1 There are many financial implications to consider in relation to providing accommodation that is suitable and sustainable for older people.

Throughout this document, references have been made to competing priorities in terms of:

- The need to deliver more homes across Oxford to meet the growing population within a limited development boundary and limited resources (due to the potential impact of recent government proposals in relation to extending the Right To Buy, reducing social rents, sales of high value void council properties etc.).
- The Government's recent announcements in terms of the Housing and Planning Bill (e.g. the requirement to deliver more Starter Homes for eligible people under 40 years of age) and the need to provide social rented and affordable housing to meet the needs of all client groups, including older people.
- The high proportion of general needs affordable housing required compared to the need to provide additional specialist or designated older person accommodation.
- The high cost of land and development in Oxford when trying to deliver affordable accommodation with communal areas e.g. Extra Care.
- The cost effectiveness of delivering small, specialist older person accommodation in comparison to the cost per unit of larger schemes in terms of build and service provision.
- The cost of purchase (including moving costs, Stamp Duty and service charges) associated with private retirement property for those with limited capital/equity and a limited income.

- 11.2 In addition, there is a cost to maintain existing sheltered and Designated 55+ accommodation and update these units in the future where needed, to ensure that the properties continue to be let and generate an income. Section 8 identifies the proposed plans of some of the Registered Providers in terms of future updating works to their properties. The cost associated with this will have been considered as part of their business plans and will vary between RPs. For Council owned properties, the planned maintenance cost (including decent homes works) over the next 10 years for general needs Council housing is estimated to be in the region of £48m. Sheltered housing accounts for around 3.5% of the Council's housing stock. Given that the spend on Decent Homes costs for sheltered housing is estimated to be in the region of £1.4m over the next 10 years, then it would appear that the expenditure on sheltered housing is not disproportionate to the spend on general housing stock. However, with property age there can be increasing maintenance costs which could have an impact upon the Housing Revenue Account.
- 11.3 There is a financial impact of carrying void properties and therefore it is important to consider the future costs of maintaining less popular, out dated sheltered housing schemes. If schemes were to be re-modelled or decommissioned and the sites developed to provide other market and affordable homes, then the City Council would need to consider the financial impact of the loss of rental income on the HRA, in addition to the capital programme costs to undertake more extensive works. Such costs would need to be considered as part of the Council's longer term Financial Strategy.
- 11.4 It is also important to consider the financial implications that budget reductions could have in the future. The 2015 Autumn Spending Review announced some reductions in budgets to the public sector and the details of such reductions are still to be understood. However, the County Council's consultation (October 2015) on budget savings options for 2016/17, suggested a reduction in the Adult Social Care budget and this may have an impact on older people in the city, although the focus is to safeguard adults who cannot look after themselves and those who cannot afford to pay for their own care.
- 11.5 The consultation proposals suggested savings of around £21m of which, almost £3m could be achieved by the following: ⁶

⁶ <https://www.oxfordshire.gov.uk>

- Removing the funding for planned support schemes (peripatetic warden schemes).
- Using County Council owned land to increase the availability of Extra Care housing and specialist residential care (e.g. for dementia). The County Council suggests that the use of Council owned land will increase the supply of Extra Care housing, thus reducing costly placements in care homes. The development of specialist residential care on County Council owned land should reduce development costs and potentially the care fees paid by the County Council, whilst at the same time increasing choice of how to meet care and support needs.
- Revising the model of care in relation to Extra Care housing - ensure that large Extra Care housing schemes have two staff at night time rather than just one, allowing them to provide planned night care as well as reactive response for those people that require it. The County Council suggests that this would enable people with higher level needs to be placed in Extra Care housing rather than more expensive residential placements and would reduce the number of people needing to be placed in care homes.
- Changing the placement strategy in Extra Care housing to reduce admissions to care homes and target services to those who need them most. The County Council suggests that this would require joint working with district councils and housing providers in the county as they are involved in for Extra Care housing placements.
- Reducing funding for the Dementia Support Service once the current contracts expire in 2019/20. More people in the county now have dementia therefore, by reducing the service, this could affect the ability of the service to meet demand. This could also lead to increased costs elsewhere e.g. increased admissions to care homes.
- Reviewing and redesigning hospital discharge services to combine a number of existing services into a more streamlined pathway to get people out of hospital as soon as they are ready for discharge. The County Council suggest that this could avoid duplication between services, reduce the number of transitions between different providers, improve consistency, and potentially improve current performance around discharge.

11.6 Any recommendations on actual savings to be made from County Council budgets will be considered and decided by the County Council early in 2016. The early budget consultation indicated that the County Council will be relying on the delivery of more Extra Care housing units to be built, however no indication has been given as to the proposed geographical location for these additional units. As can be seen from the responses recorded in Appendix A and views recorded earlier sections 7, 8 and 9 of this review,

many older people would prefer to remain living in their locality or would like to move to specific areas. In addition, the demand for Extra Care housing in Oxford does not appear to be as high as the suggested demand in other Oxfordshire districts. Therefore the demand to live in Extra Care housing in Oxford will need to be evidenced further to support any future proposals for additional units and the benefit of the scheme to the wider community. As mentioned earlier in this review, the Council will require an update of the County Council's Market Position Statement in respect of Extra Care and Specialist Housing to assist discussions.

- 11.7 The ability to increase delivery of accommodation that is suitable for older persons in Oxford in the future, particularly for the private market, will need innovation and careful planning across the sector. Going forward, design and space will need to be given careful consideration when informing decisions on any new-build accommodation. The report by the Housing our Ageing Population Panel for Innovation (HAPPI), contains case studies with details of design features and provides some information about how accommodation schemes are integrated with the wider community. These principles, along with the Homes and Communities Agency space and design standards, are identified as 'good practice'. However providing space and high quality design will have financial implications for the developers and providers. With limited Homes and Communities Agency funding, and potential high cost of development in Oxford, then innovative funding opportunities will need to be sourced.
- 11.8 Another financial impact is the continuing need and provision of Disabled Facilities Grants to adapt homes to meet changing needs; the need for adaptations to Council owned homes; and also the need for the Home Improvement Agency work to continue. This has been discussed earlier in section 10 of this review. The evidence suggests that as people age, they are more likely to have health concerns that limit their daily activities. Although it would appear that there has been a decline in demand for such adaptations over the last two years, given the ageing population and the focus of care and support professionals to help people remain living independently and safely in their own homes, it will be important for the City Council to ensure continuing financial support for aids and adaptations that will meet the needs of those living in both social and private housing. The City Council will need to maintain a budget within the Housing Revenue Account for such adaptations work in the future.
- 11.9 The feedback from the Older Persons Housing Review consultation survey and stakeholder feedback, referred to provision of wardens or scheme managers in sheltered schemes that do not currently have any dedicated

provision. This option has already been investigated by the City Council and if scheme managers or a dedicated call service was to be provided, this would have a significant resource implication. Providing a call service to all Council owned sheltered property residents alongside the on-costs for implementation, managing and maintenance thereafter, would be cost prohibitive for the City Council to implement and for tenants to pay for.

- 11.10 As discussed in section 10, in order to make best use of existing Council owned stock and encourage those under-occupiers who wish to move, to move to more suitable accommodation to meet their longer-term needs, it would be appropriate for the City Council to continue funding the 'Removal and Expenses Scheme for Council Tenants'. This will require a continued financial commitment by the City Council. However, the scheme provides value for money when considering what it would cost to build new, the number of Council homes that are freed up by existing tenants as a result of being able to access the Removal and Expenses incentive scheme.

12. Gap Analysis

- 12.1 At the start of this document and throughout, there have been various considerations to make, especially in terms of the current housing market and the Government's recent policy and legislation changes. There is demand for more homes in the City, both market and affordable. Older people's housing aspirations are varied and will be determined by many factors including health, finances, networks and desire. One housing solution does not fit all circumstances for older people and therefore it will be important to continue to provide a range of housing to meet different needs. Delivery of housing (especially affordable) in the City is likely to become increasingly difficult over time with pressures on availability and price of land, and the cost of development. Having considered all of the data collated as part of this review of older persons housing, the following gaps have been identified:

12.2 Need/Supply

- There appears to be an oversupply of sheltered and Designated 55+ housing stock and this is based on the time taken to let such dwellings (void times and need to re-advertise on more than one occasion etc.).
- There is a need for more modern accommodation to meet the changing needs of older people. Again, void times for some less popular schemes; provision of communal areas seem to work for some schemes but not others; the size of studio apartments means that these units are not popular etc. Some schemes have already been identified as being in

need of refurbishment, re-modelling or redevelopment as part of a wider regeneration scheme. Consultation and engagement with residents and the community should be undertaken to ensure that any activities in relation to changing the provision has the buy-in and understanding of local people.

- There appears to be a gap in provision of Extra Care accommodation that is suitable for older people in the Headington, Marston and in the north of the city areas – this is based on survey responses and need identified in the County Council's Market Position Statements.
- Based on the statistics of increasing need, there is a potential gap in the provision of accommodation that is suitable for clients who have been diagnosed with Dementia and who are in need of supported living accommodation locally.
- There appears to be a level of Extra Care Housing (ECH) in the city that largely meets current demand without there being large waiting lists. However, the County Council are promoting Extra Care housing as a solution to meeting the accommodation needs of some people who are currently living in high cost care homes. New developments of Extra Care housing are being delivered in other Oxfordshire Districts and will be completed in 2015 and 2016 (Kidlington, Goring on Thames, Witney). It will be important to examine what the residual need will be with an update if the County Council's Market Position Statement on Extra Care and Specialist Housing, once these ECH units are fully occupied. Special attention should be given to the projection of housing figures identified in the SHMA 2014 and the Oxford City Council's Strategic Housing Land Availability report, in terms of housing delivery and future growth. In addition it will be important to consider practical geographical locations where there is available County Council owned land and sustainable transport links and access to healthcare. Some Sheltered and ECH schemes have been less popular where their location has resulted in residents or potential residents feeling isolated and having difficulty accessing GP surgeries.
- There is a need for some additional bungalow accommodation but as this could be difficult to provide given current land values in Oxford, it would be appropriate to consider developing small in-fill sites in the city where bungalow accommodation would have least impact on surrounding properties (subject to planning approval).

Planning

- 12.3 Given that the Stakeholder Group and consultation survey feedback to this review indicated a desire for accommodation to include: better design; more space and storage; be accessible by public transport; and be located close

to services and facilities, it would be appropriate for the City Council to explore ways of adopting the HAPPI principles (see the Housing Our Ageing Population: Panel for Innovation Report - Chapters 2 and 3 on the www.gov.uk website⁷) and best practice in terms of any development of housing that is to be suitable for older people. In addition it would be appropriate to explore ways of improving engaging with local communities (including local older people) to gather their views on any development proposals in their area e.g. engagement events or planning workshops to support neighbourhood planning. It will be appropriate to ensure that any supported accommodation proposals such as retirement housing or Extra Care accommodation, also include early discussions with support providers and commissioners to ensure that the development is deliverable and sustainable within available budgets.

General

- 12.4 In light of the feedback from the consultation survey and stakeholder groups, there appears to be a gap in the provision of information to help owner occupiers as well as tenants find out about the various housing options and the help available to plan a move. An update of the 'Guide to Older People's Accommodation in Oxford' would be of benefit.
- 12.5 Given that more people are being discharged from hospital to care home placements due to their continuing care needs it will be important for Oxford City Council to further develop current protocols and working arrangements with health care providers and Clinical Commissioning Groups in relation to improving hospital discharge arrangements.

⁷ <https://www.gov.uk/government/publications/housing-our-ageing-population-panel-for-innovation>

13. Recommendations

13.1 In each section, there are some key points identified within blue boxes. These points are considered to be significant and they, along with the remaining contents of this review have influenced the following recommendations:

Recommendation 1

That the City Council works in partnership with the County Council and other partners, such as the Oxfordshire Clinical Commissioning Group, to improve understanding and develop:

- An updated Market Position Statement for Extra Care and Specialist housing in order to evidence needs in more detail (taking into account local circumstances, competing pressures on housing locally, population projections, Strategic Housing Market Assessment data, Strategic Housing Land Availability report and relevant impacts identified as a consequence of guidance arising from the Housing and Planning Bill).
- An agreement on how to mitigate the impacts on older people arising from new budget cuts, including possible cuts to warden visits, day centres, and transport.
- An agreement on how to best use capital assets and resources to meet the housing and support needs of older people, those households on the Council's Housing Register and key workers.
- An agreement on the need to deliver a Dementia Scheme and the timescale for delivery e.g. in the next 3-5 years.

Recommendation 2

That given rising life expectancy and quality of health in older age, that the Council consider focusing accommodation provision for older people, 75 years of age and older, or those persons who are younger but with significant health needs. This may require changes to the Allocations Scheme to give preference to persons over 75, instead of persons over 55 or 60 years of age for certain properties and schemes.

Recommendation 3

In light of recommendation 2, the Council look to de-commission some/ up to 55 units of Category 2 sheltered housing schemes, over the next 3 years in consultation with residents and partners. Then to further review the needs and demand for housing that is suitable for older people, taking into account:

- Changes to allocations and any continuing need/demand for existing provision of designated or sheltered housing.

- Consideration of the desire for residents to move into alternative models of older person's accommodation provision, which may be available in Oxford or beyond (rather than the traditional sheltered housing scheme model).
- Any requirement to de-designate schemes that are Designated Elderly (for persons 55 years or older) over the next five years, for the reasons outlined in Recommendation 2.

Recommendation 4

That whilst the Council does not consider that additional elderly accommodation provision is required in Oxford short term, including Extra Care provision, there is a need to support the re-modelling of existing schemes, ideally alongside some release of land for general needs housing, in the Headington/ Marston or North areas of the city. It will be important to include best practice design principles and accessible and adaptable property types where possible, and to consult and engage with local residents at an early stage in relation to any plans for remodelling or new-build provision in localities.

Recommendation 5

That the Council will seek to strengthen its role in leading and co-ordinating Registered Providers, offering older persons accommodation in Oxford, in developing their forward strategies and asset management plans for their stock.

Recommendation 6

That the Council look to commission the development of new bungalows in small in-fill development sites on existing estates (subject to planning conditions), and to prioritise the letting of these to downsizing social tenants that will release three bed or larger family homes.

Recommendation 7

That the Council's current under-occupation scheme (Removals and Expenses Scheme) and downsizing incentive payments are maintained at current levels to assist and incentivise under-occupying Council tenants to move to smaller accommodation.

Recommendation 8

That existing spend on Disabled Facility Grant (DFG) awards is maintained at 2016/17 levels to ensure sufficient 'stay at home' support for older persons. That Registered Providers are asked to contribute more significantly to any investment in their stock, or that some tenants are considered for a transfer as a more cost-effective alternative to adaptation works.

Recommendation 9

That existing spend on Disabled Adaptation work to Council-owned (HRA) accommodation is maintained at 2016/17 levels to support older Council tenants, but that alternative accommodation options are considered in all cases where the cost of the adaptation work exceeds £10,000, or where the tenants under-occupy the home by more than one room.

Recommendation 10

Given that more people are being discharged from hospital to care home placements due to their continuing care needs, Oxford City Council should further develop current protocols and working arrangements with health care providers and Clinical Commissioning Group in relation to improving hospital discharge arrangements.

Recommendation 11

To update and refresh the "Guide to Older People's Accommodation in Oxford (2013)" to include details of new developments and any other changes in the designation or provision of accommodation that is suitable for older people. In addition, it should include more information to assist private renting and owner occupiers to plan and arrange a move where there is a desire of the resident to do so.

Recommendation 12

Oxford City Council to ensure that it continues to be represented on the Oxfordshire Health and Wellbeing Board and the Older Peoples Joint Management Group. This will ensure that the City Council is involved with decisions in the future in respect of the delivery and any proposals to reduce or change the services provided for older people in the future.

Recommendation 13

Due to the potential issue of hostel accommodation not being suitable to meet the needs of older people who are found to be rough sleeping and have an issue with alcohol or substance misuse, the Council will facilitate discussions with service providers, Adult Social Care and health providers who are all involved with the adult homeless pathway, to reach a suitable solution that will help to reduce homelessness and rough sleeping for older people.

Review of Older Persons Accommodation in Oxford

Oxford City Council

February 2016

Appendix A

Appendix A

Analysis of the consultation survey responses for the Review of Older Persons Housing - Consultation Report

There were over 500 responses to the OPHR survey which closed on 31st August 2015. The main findings from the consultation are shown below.

General Information

Age of respondent

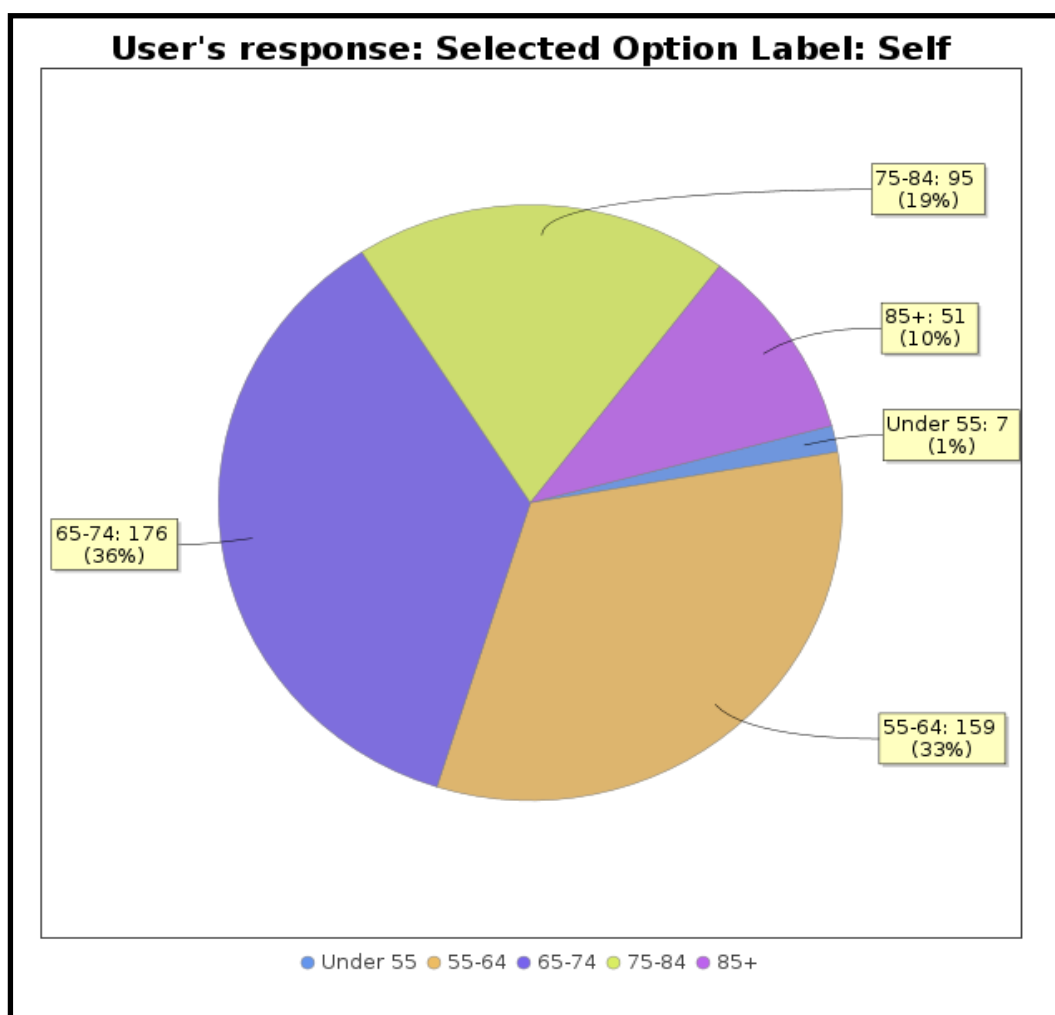


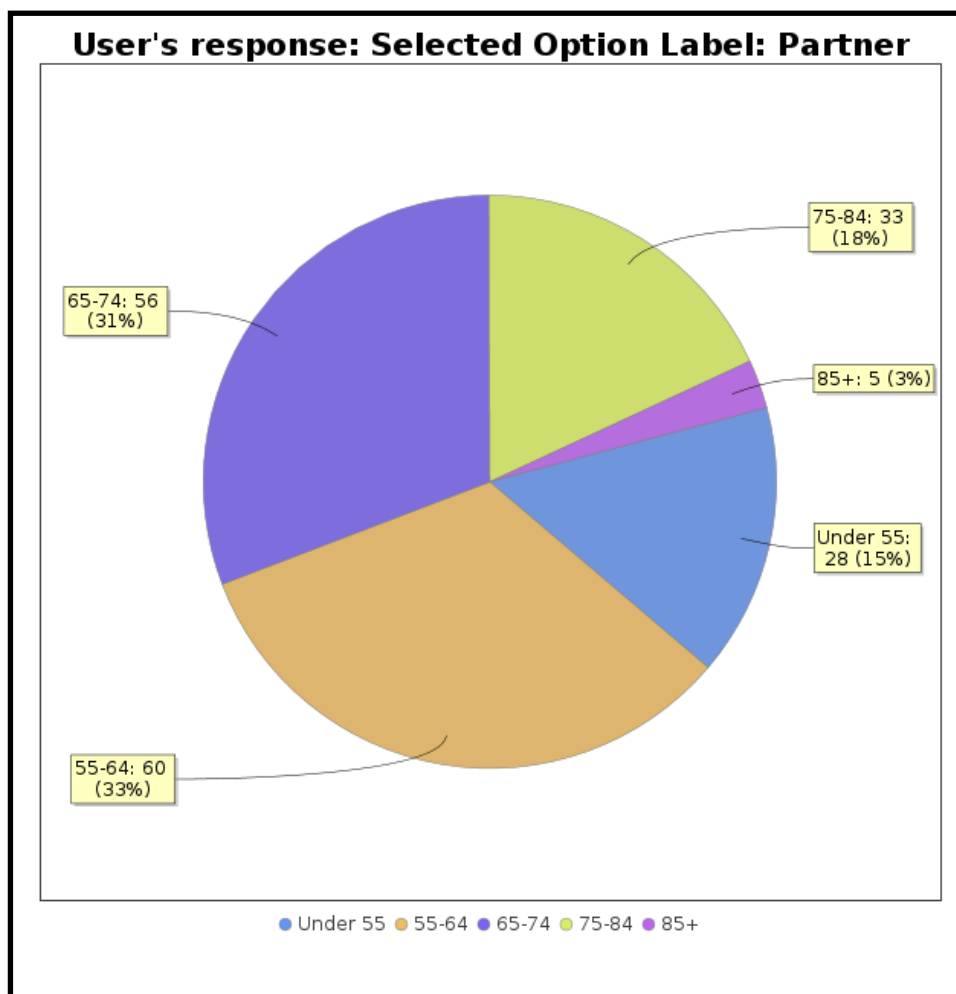
Fig.1

The survey was aimed at the age group 55+ as this is the earliest age group for most designated 'retirement' accommodation schemes. Consequently, we asked respondents to state their age. The largest number of responses came from the 65 – 74 year age group (Fig.1), with the second largest number of responses made by the 55-64 age group. As a comparison, within the population as a whole, the largest group over the age of 55 falls within the 55-64 age group, followed by the 65-74, 75-84 and 85+ age groups (2011 Census ONS). This would suggest little bias in the survey responses.

Age of partner

We also asked respondents to tell us how old their partners were, in which case there were almost equal proportions of 55- 64 year olds and 65-74 year olds. This would generally reflect the population age groups identified in Oxford.

Fig.2



Gender of respondent

60% of respondents to this survey were female and 38% were male (Fig.3). The remainder of respondents preferred not to comment on their gender. The proportion of female/male respondents to the survey largely reflects the general population of Oxford, albeit with a slight bias towards responses from the female population e.g. for Oxford as a whole, the proportion of females to males aged over 55 years (ONS Census 2011) is 54% and 46% respectively.

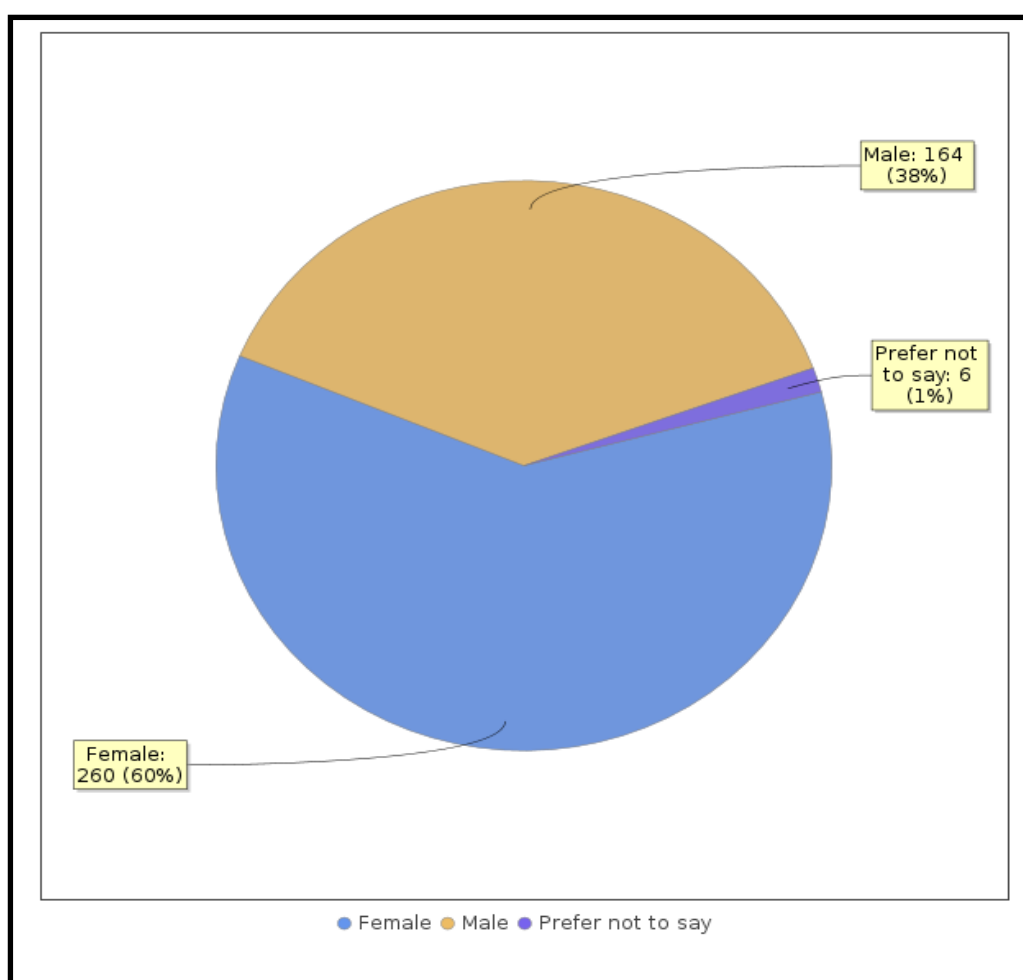


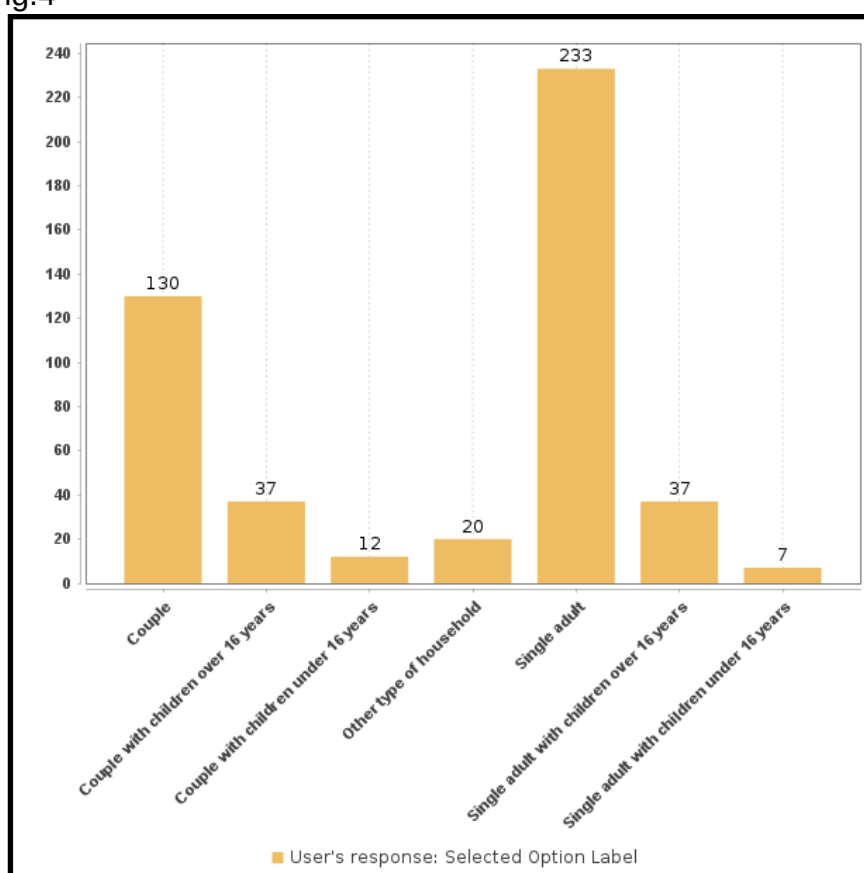
Fig.3

Household type

We asked respondents to tell us about their household. The largest number (233), live in single adult households (Fig.4). This suggests that almost half of all respondents to the survey live on their own. By comparison, according to the Census 2011, the majority of pensioner households in the City live in single person households and make up around half the single person households in the City. The number of exclusively pensioner households in the City decreased by 19% between 2001 and 2011 (ONS, Census 2011)

It is interesting to note that there are still many households with the lead householder aged 55+ who have non-dependent adults and/or children under 16 living with them. There are many reasons why this may be the case such as: people having children later in life; adult 'children' unable to afford to move to independent accommodation; grand children living with grand-parents rather than parents; extended families living together; and people renting a room to lodgers etc.

Fig.4



Current tenure

The largest number of responses to the survey (around 65%) came from Oxford City Council tenants – this is as expected as we were able to target this group directly via our databases. This would support that there is a bias towards the views and responses of Oxford City Council tenants, given that the Census 2011 data indicates that social housing accounts for just 21 % of households in the City. However we did receive responses from people living in the private rental and owner occupier sector. Responses received from 'other' tenures include the views of households who do not own or rent a property themselves but who live with their family or friends.

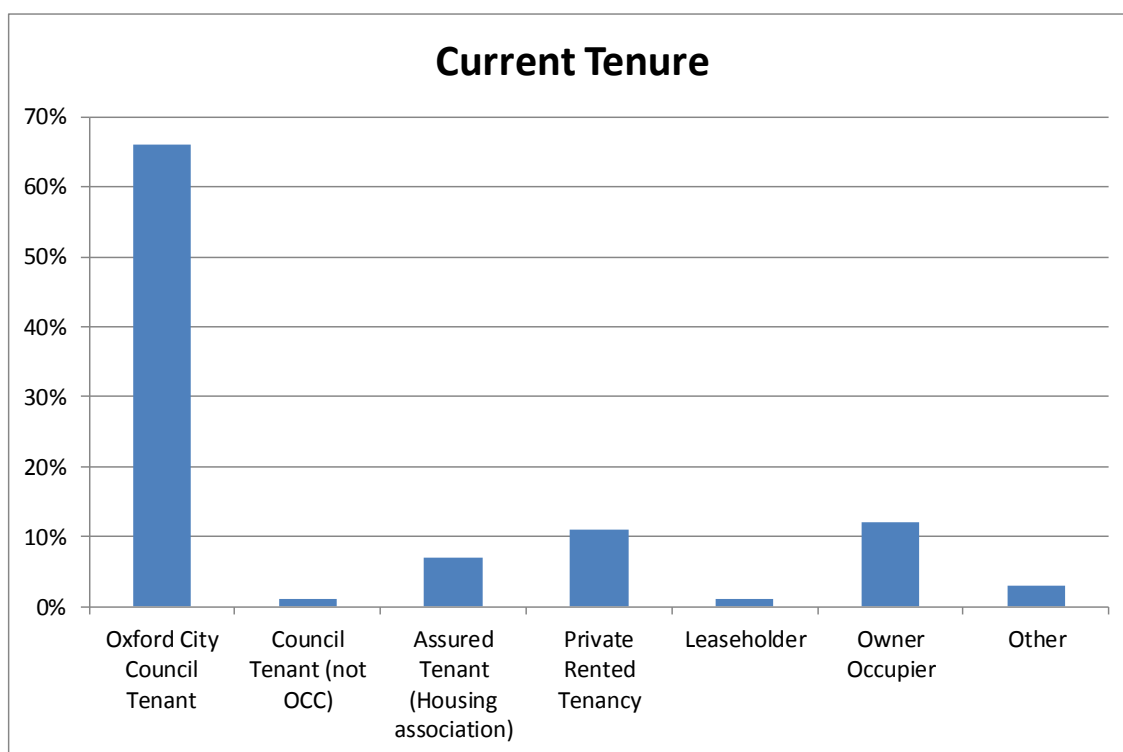


Fig.5

Considering a move

94% of Private Rented Sector (PRS) tenants and 91% of Assured Tenancy (Housing Association/Registered Provider) tenants who responded to the survey, indicated that they are thinking about moving in the next 5 years (Fig.6). However these figures should be regarded with some caution, not least because those consulted also included applicants for rehousing on the Housing Register. It is interesting to note that just 10% of Oxford City Council (OCC) tenants indicated that they are considering a move within the next 5 years. Council tenants (not OCC) include council tenants from other Local Authority areas who may have registered with Oxford City Council due to a need to move to Oxford (e.g. to be nearer family etc).

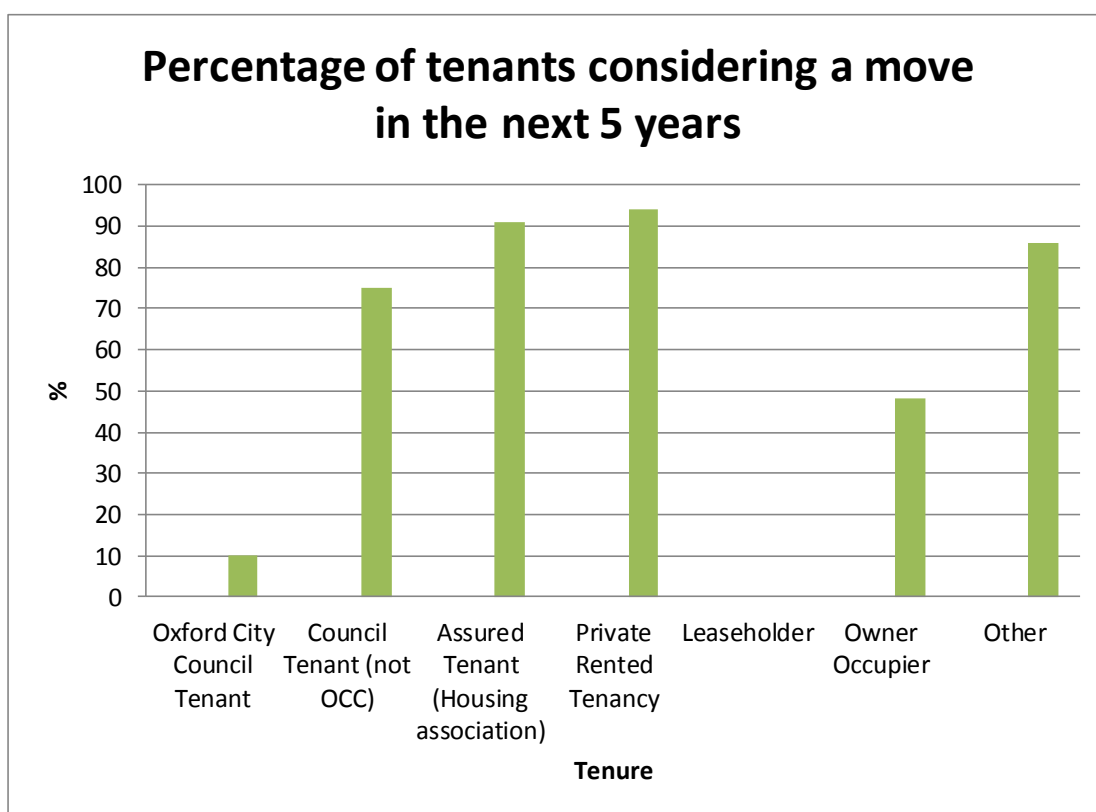
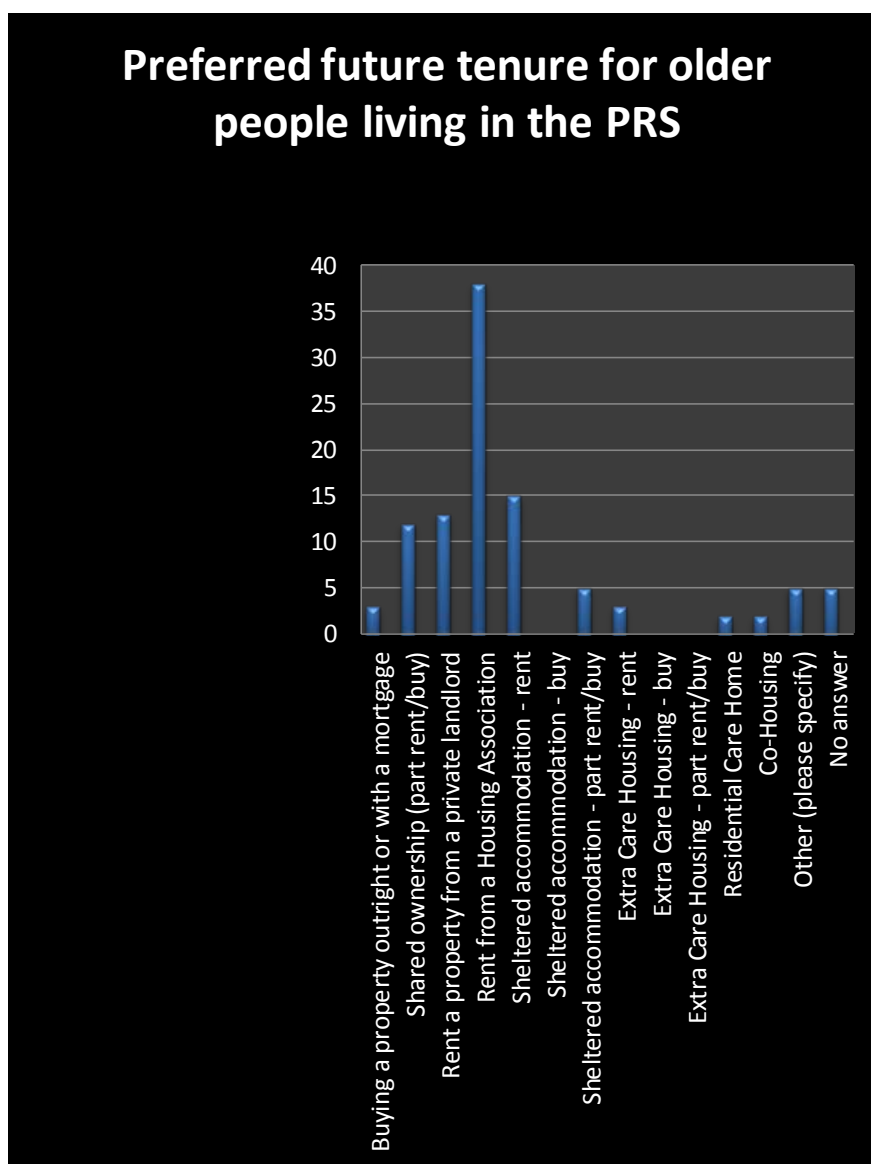


Fig.6

Of those thinking of moving, 36% of PRS residents indicated that they would like to rent a housing association property in the future (Fig.7) - the most popular choice for this group. Respondents also expressed an interest in renting sheltered accommodation or Extra Care housing however the option of buying or part-buying was less popular. Again, there may be some bias in the survey towards rental property as the majority of survey respondents were already living in rented accommodation.

Fig.7



Reasons for moving

Fig.8 shows the reasons for moving from all tenures. The most popular reasons given by people considering a move are that they require a property that is more suited to the needs of an older or disabled person; the property they live in is too large for them now; and they want to live nearer family to give/receive support. Again, there will be some bias to the responses as the majority of respondents were Council tenants. However the reasons people had considered moving varied according to tenure.

People living in Oxford City Council properties (Fig.9) indicated that they had thought about moving to a property more suited to the needs of an older or disabled person, or that their current home is too large, or that they wanted a smaller garden. In the case of housing association tenants, there was a preference for being close to family and friends (Fig.10).

PRS tenants (Fig.11) were most concerned about affordability and this group indicated that they would prefer a social housing tenancy in the future. For owner occupiers (Fig.12), the reason most often stated was a need to move somewhere with a smaller garden.

Around 13% of the Oxford City Council tenants who responded, said that they are worried about the behaviour of people living near them and around 12% wanted to move to a better neighbourhood. In comparison, tenants in the Housing Association Sector gave almost equal weighting to both of these options (7% and 8% respectively); tenants in the PRS are less worried about the behaviour of people living near them (4%) than they want to move to a better area (10%). Owner occupier responses indicated a low level of concern for both of these options (2% and 3 % respectively). If weighted accurately, these responses would indicate a good level of concern in the Council tenant and PRS to move to safer or better areas.

Fig.8

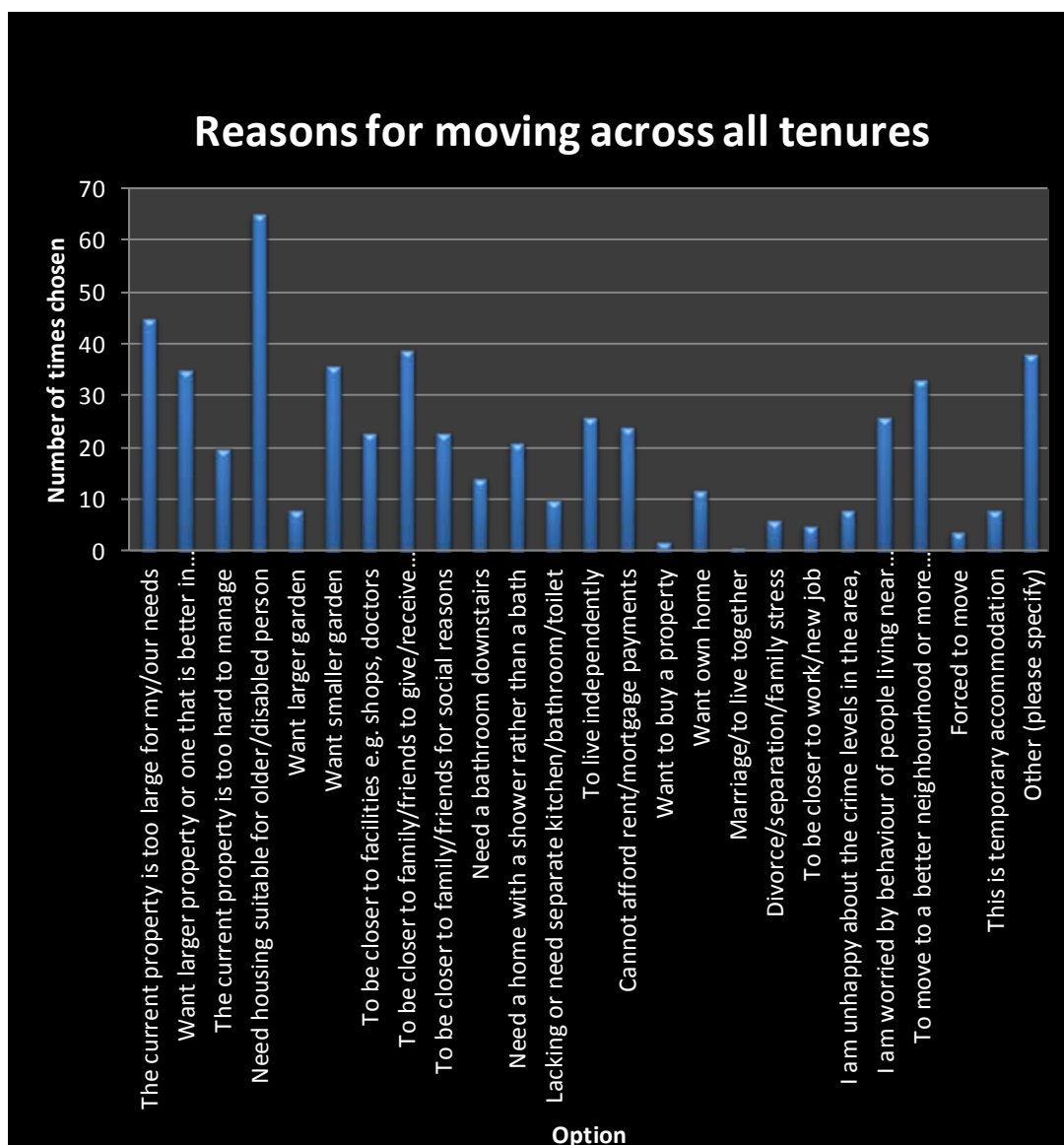


Fig.9

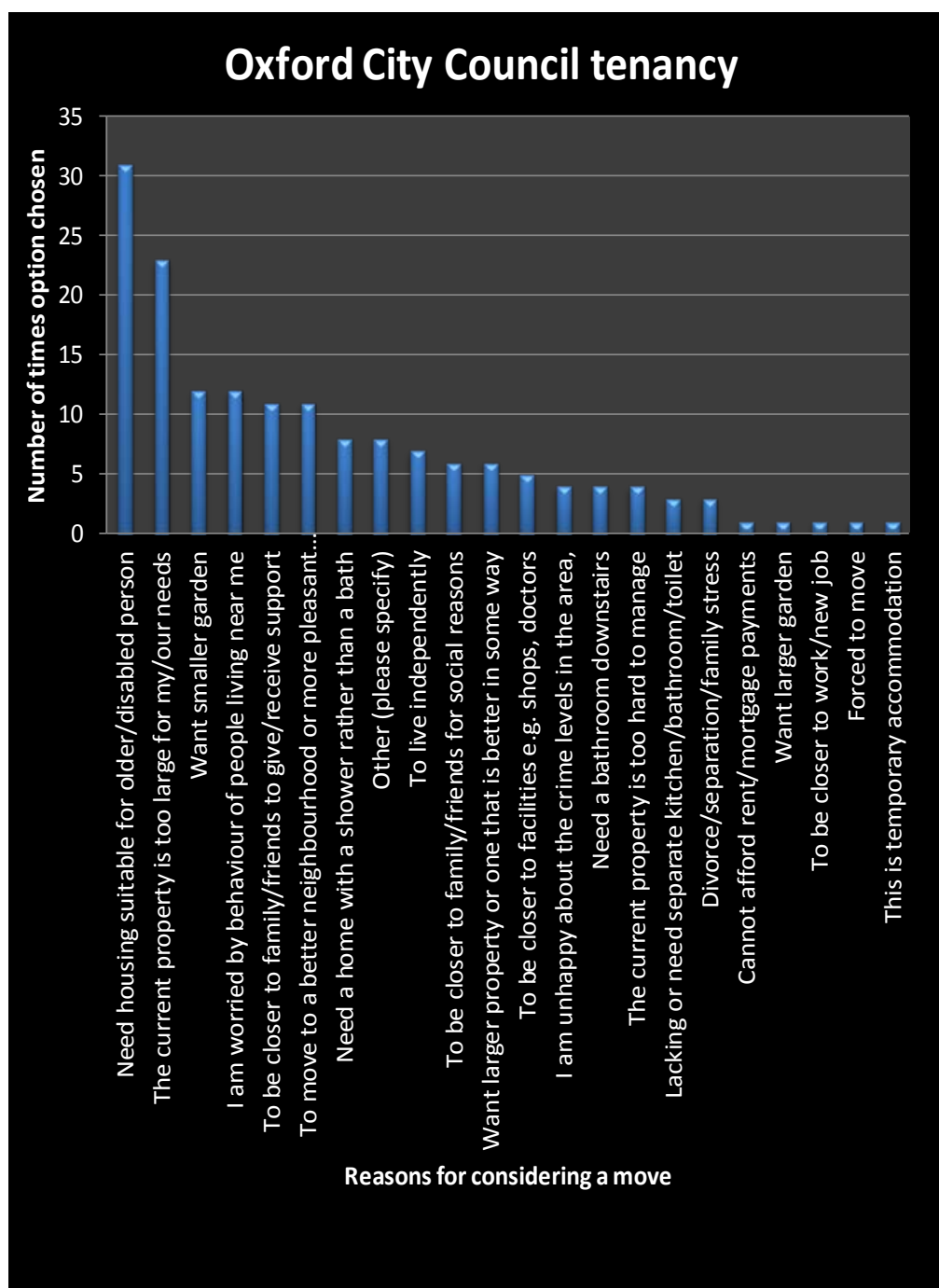


Fig.10

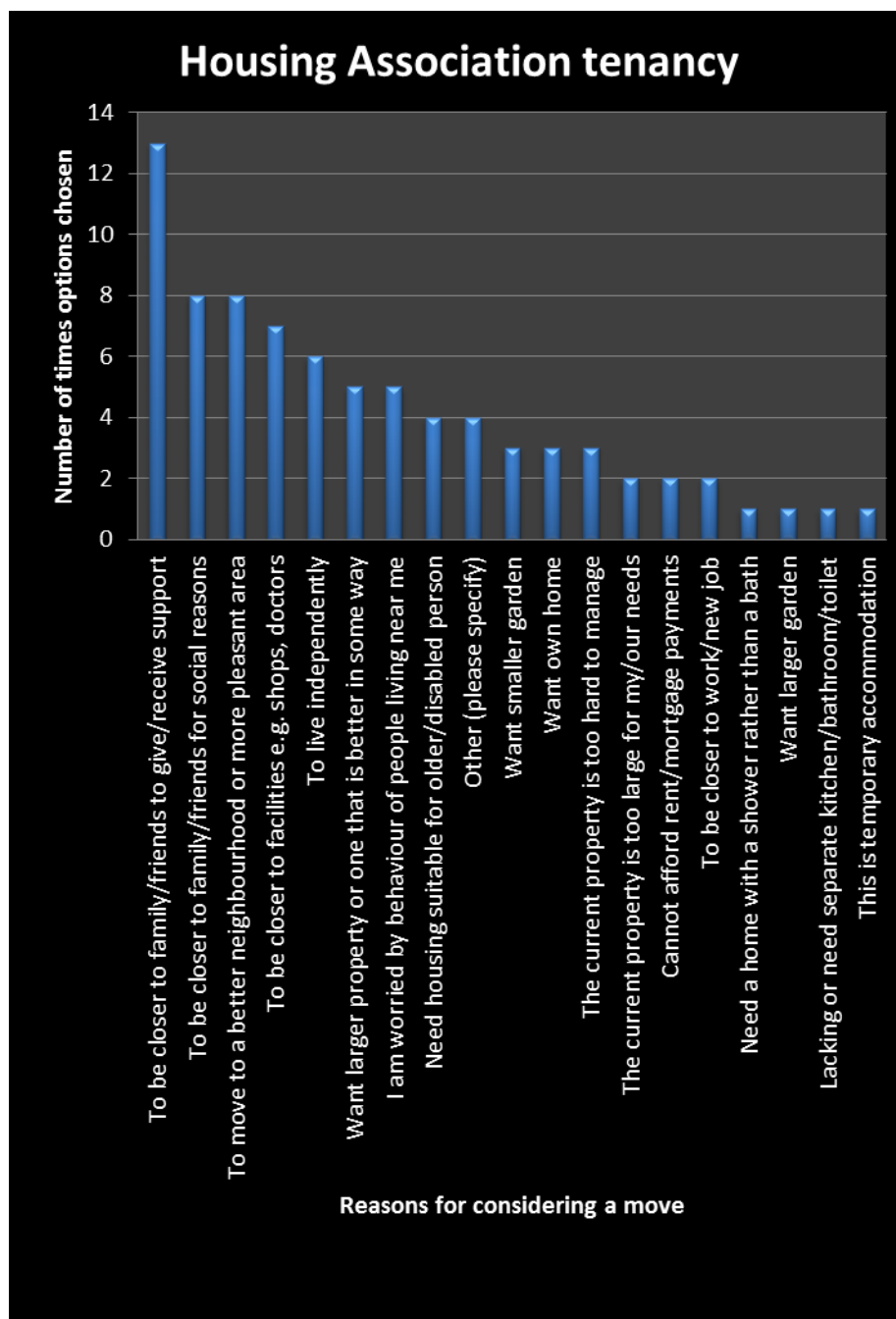


Fig.11

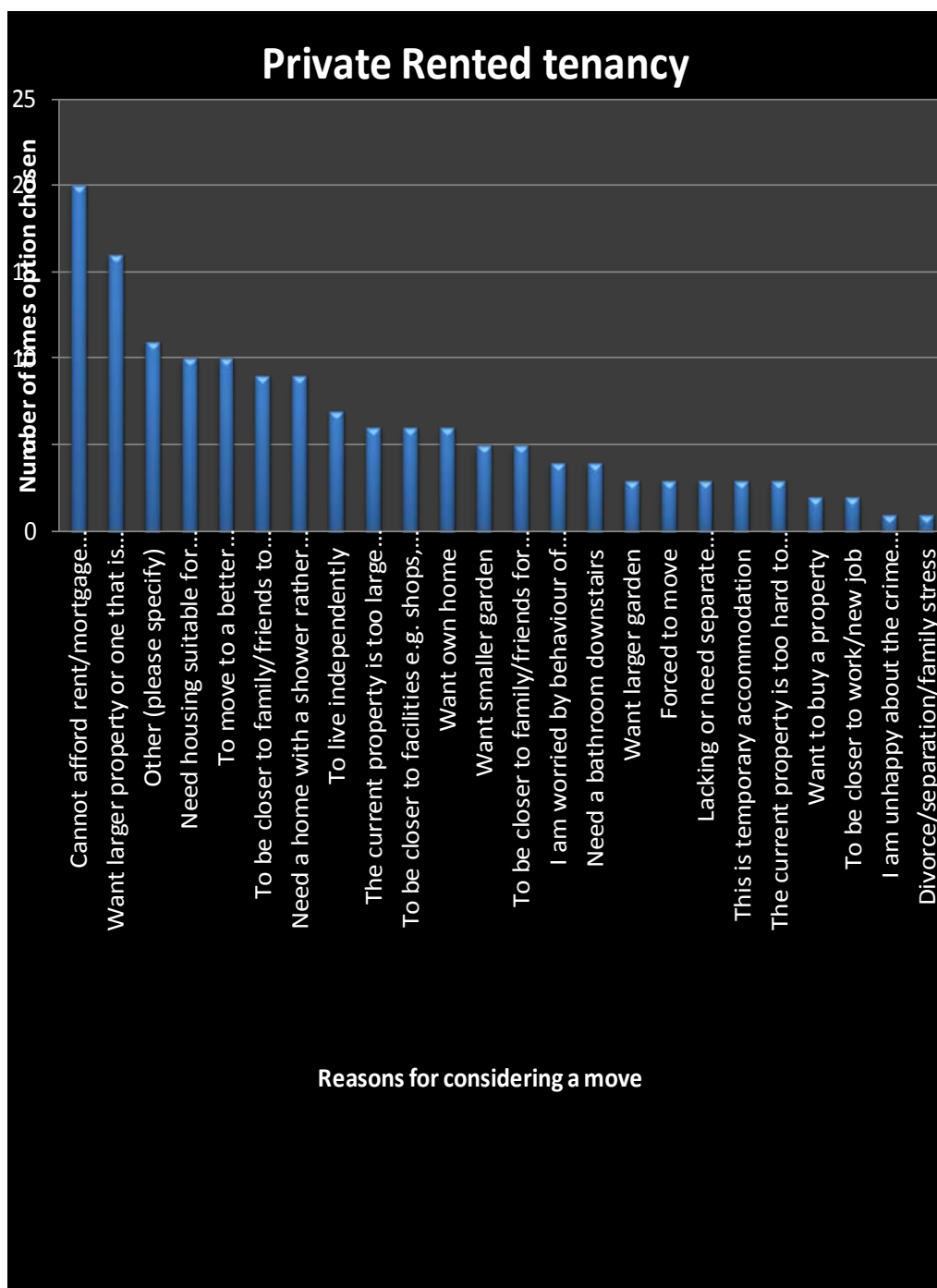
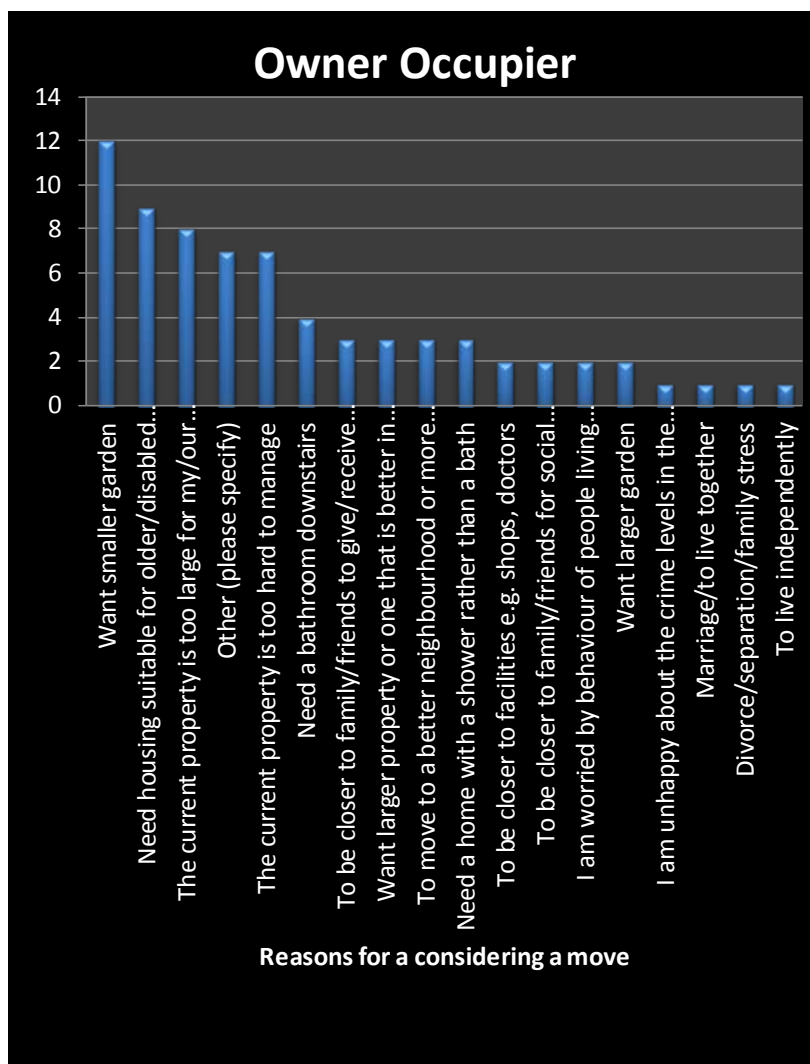


Fig.12



Location and moving

In terms of where households would most like to move to, Headington was cited as the most popular choice across all tenures. Around 47% ticked this option as a place they would consider moving to. The next most popular areas were Cowley 29%, Jericho and Old Marston 27% and outside of Oxford 25% (Fig.13). Outside of Oxford was the most popular choice for Council Tenants, followed by Headington and Blackbird Leys. Headington was the most popular location by Registered Provider and Private rented Sector tenants. Central Oxford was the location of preference by Owner Occupiers (see also Fig.17). It is important to note that survey respondents could chose more than one area and therefore there may be some overlap of interest. In addition, some areas may be more or less popular because of the level of affordable housing provision.

Which areas would you consider moving to?

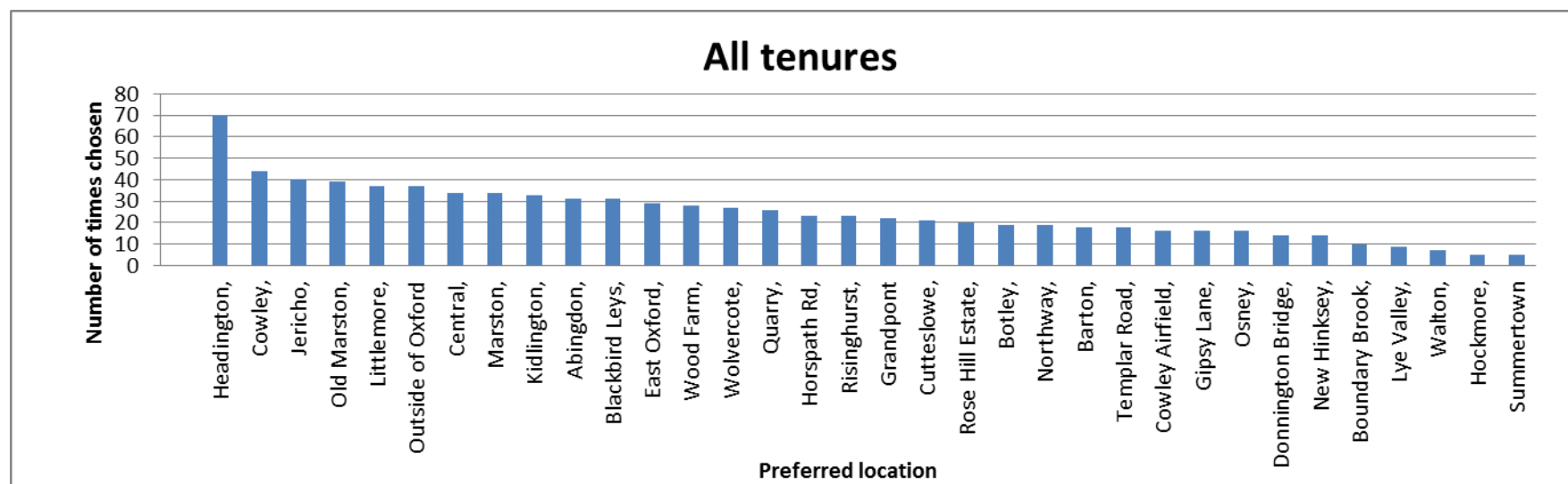
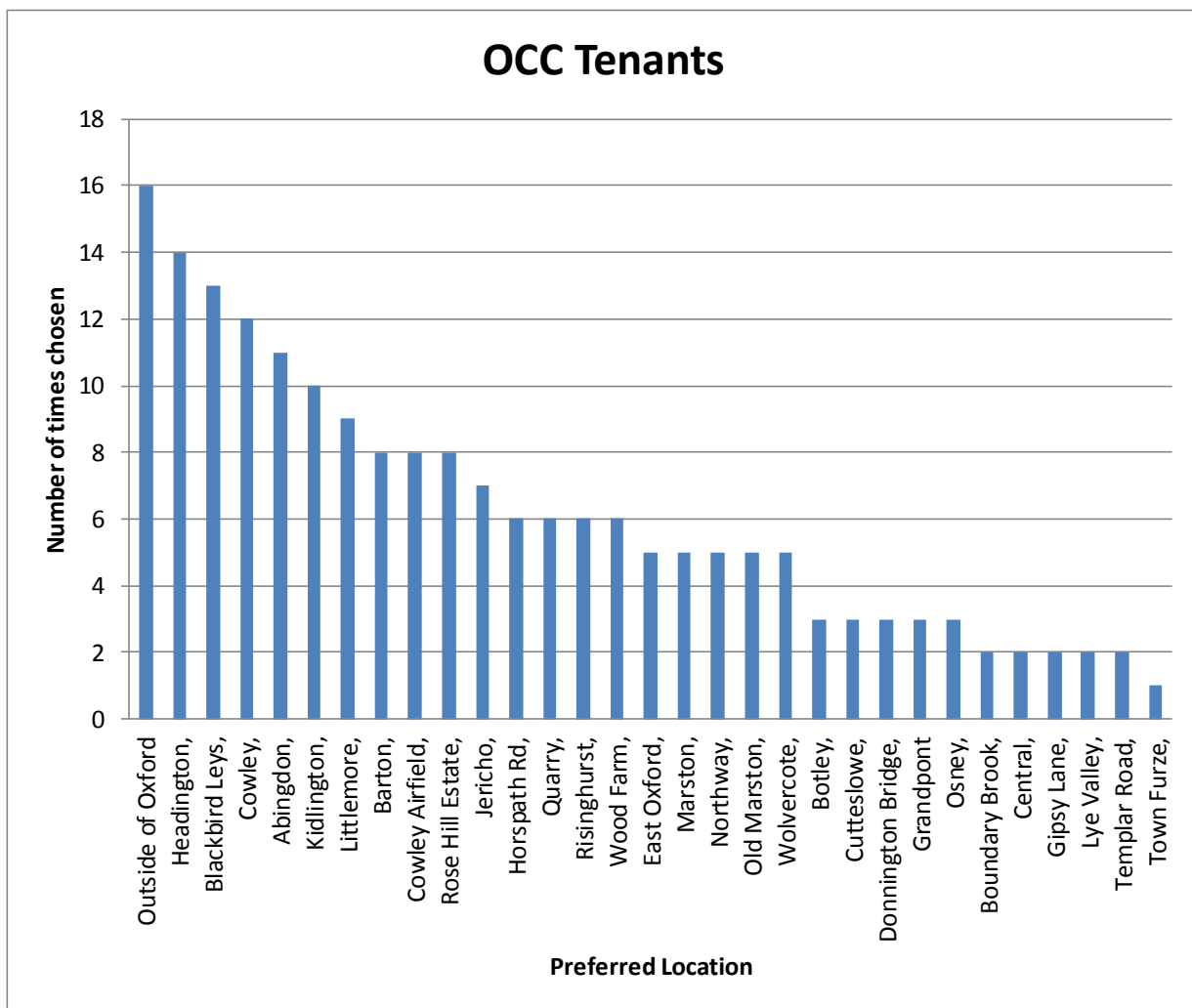


Fig.13

Fig.14



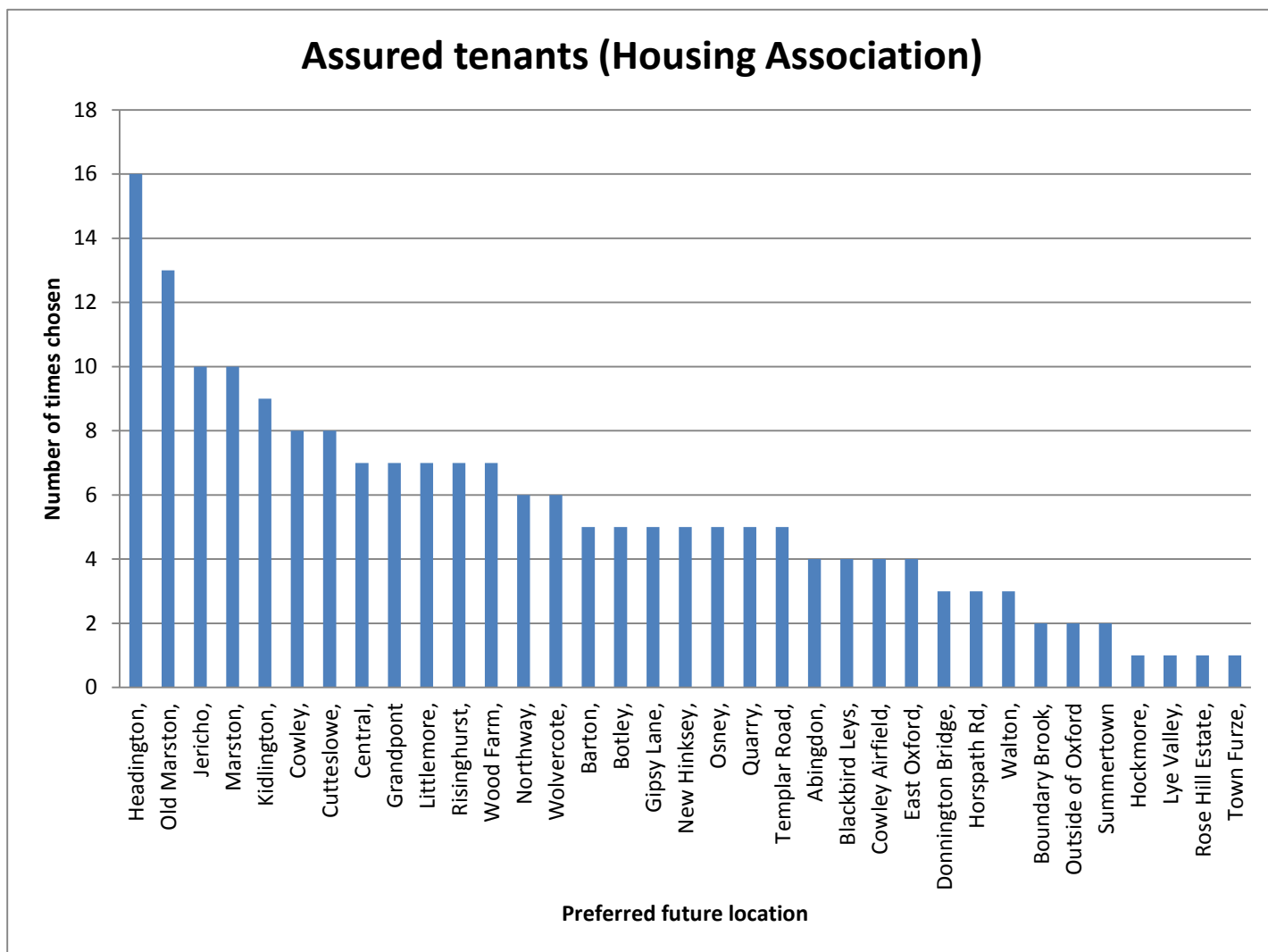


Fig.15

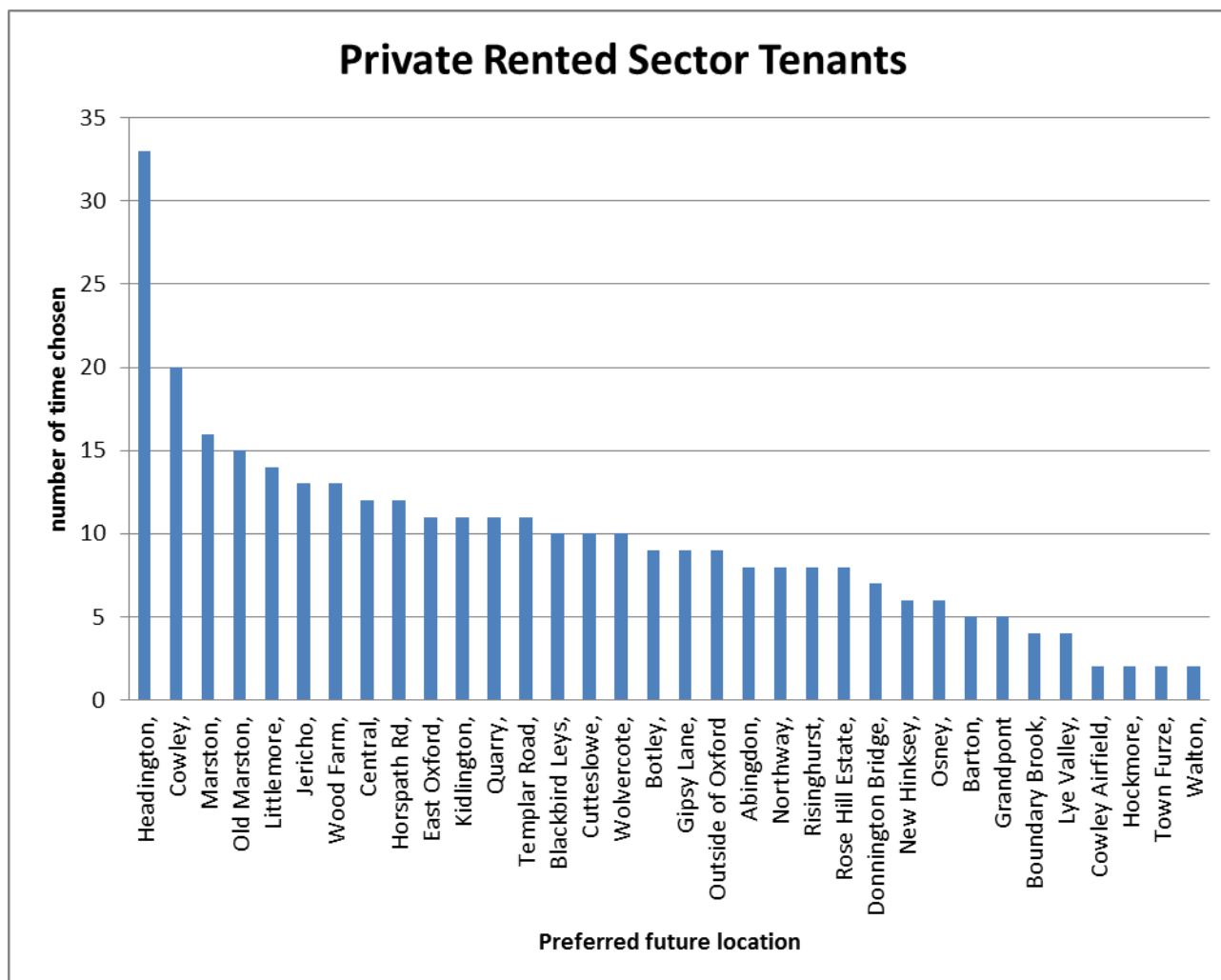


Fig.16

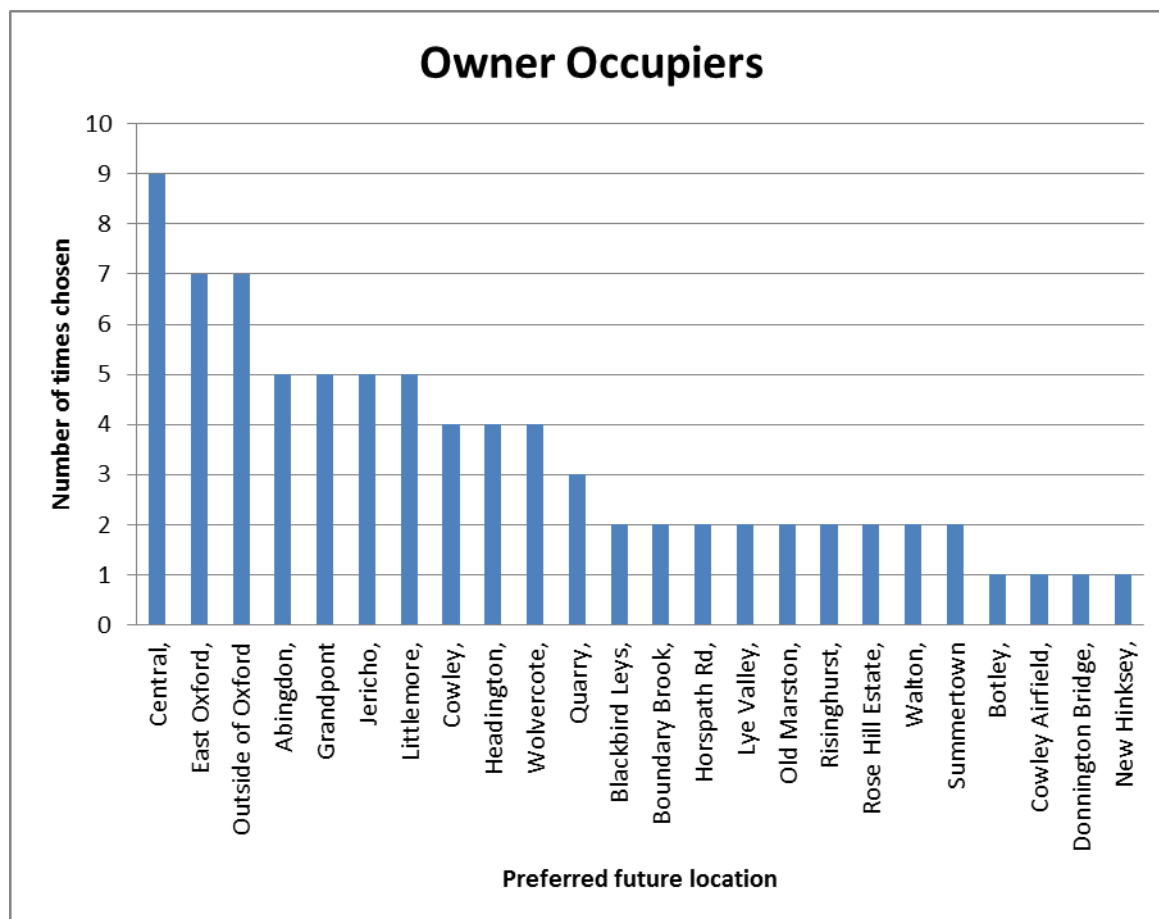


Fig.17

Activities limited by health

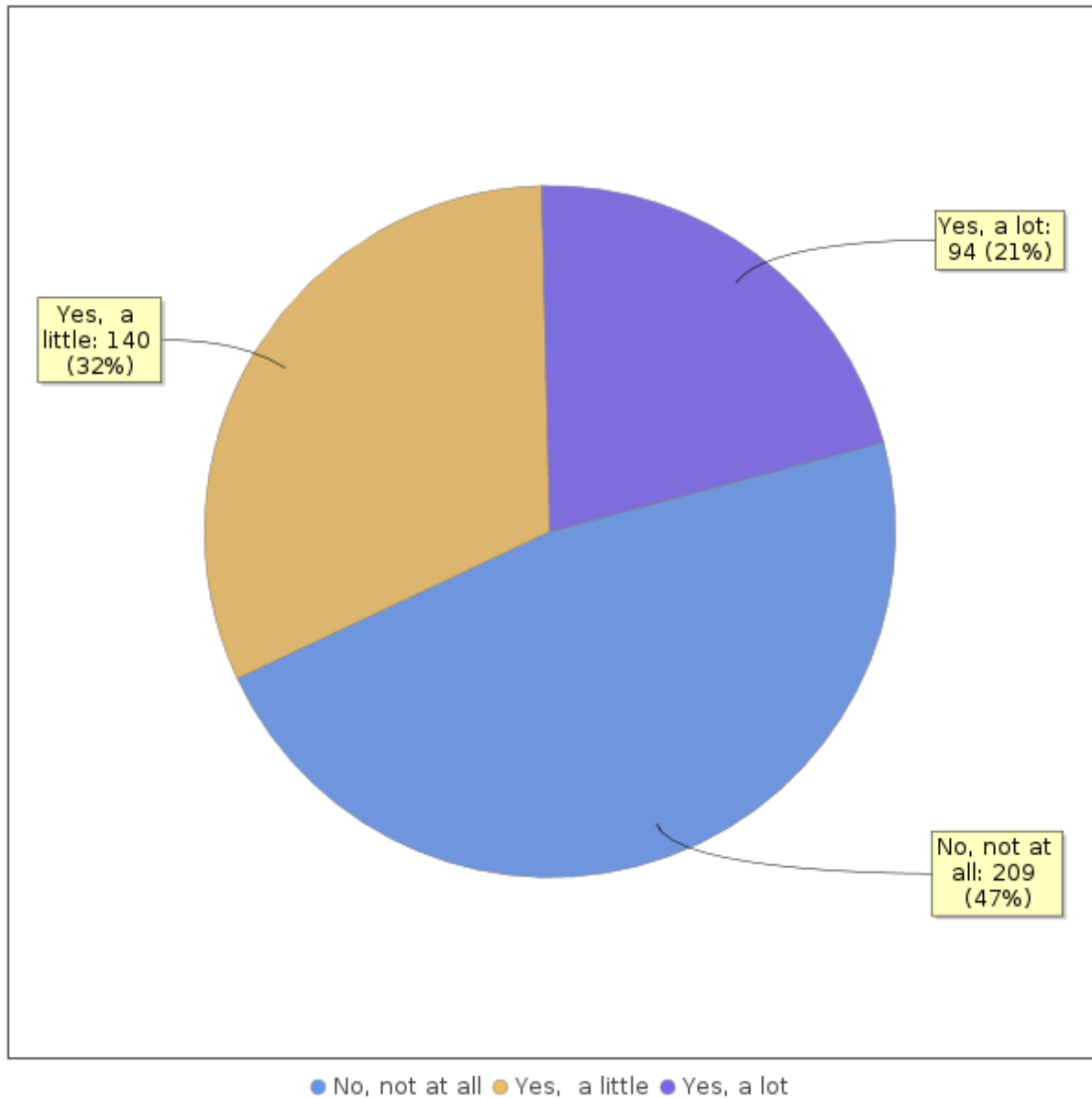


Fig.18

We asked to what extent an individual's daily activities were affected by health problems (Fig.18). Just under half of all respondents indicated that they were not affected at all by health problems. Conversely, just over half of respondents indicated that they were affected a little, of which 21% said that they were affected a lot.

The responses for the 55-64 and 65-74 age bands broadly showed that more than half of each of these age bands was not affected by health problems. However, the number of those affected by health problems (either by a little or a lot) increased with age to show that approximately two thirds of those aged 75-84 indicated that their daily activities were limited by health problems (Fig.19). Respondents over the age of 85 were less likely than 75-84 year olds to respond that their daily activities were affected. This may be due to the number of respondents to the survey or it may indicate that people in this older age group have already moved to live in specialist or supported accommodation, or live with family and friends for support. It was not possible to extract this level of data from the survey responses on this occasion.

The survey responses do not necessarily reflect the results found in the 2011 Census data as shown in the table below especially in relation to the 85+ age group.

The survey would suggest that Oxford has a higher need for adaptations or alterations to meet changing needs in the home as a consequence of health in the 75+ age group. It is important to note that there is some bias in the results as the majority of survey respondents are Oxford City Council tenants and therefore this would indicate that the weighting of need for such adaptations and alterations could be assigned to Council tenants or social rented sector rather than other tenures.

Age group	Day to day activities limited a lot	Day to day activities limited a little	Total limited
50-64	8.7%	11.6%	20.3%
65-74	13.7%	20.1%	33.8%
75-84	25.5%	30.9%	56.4%
85+	50.3%	30.0%	80.3%
All 50+	15.3%	17.8%	33.1%

Source: Census 2011

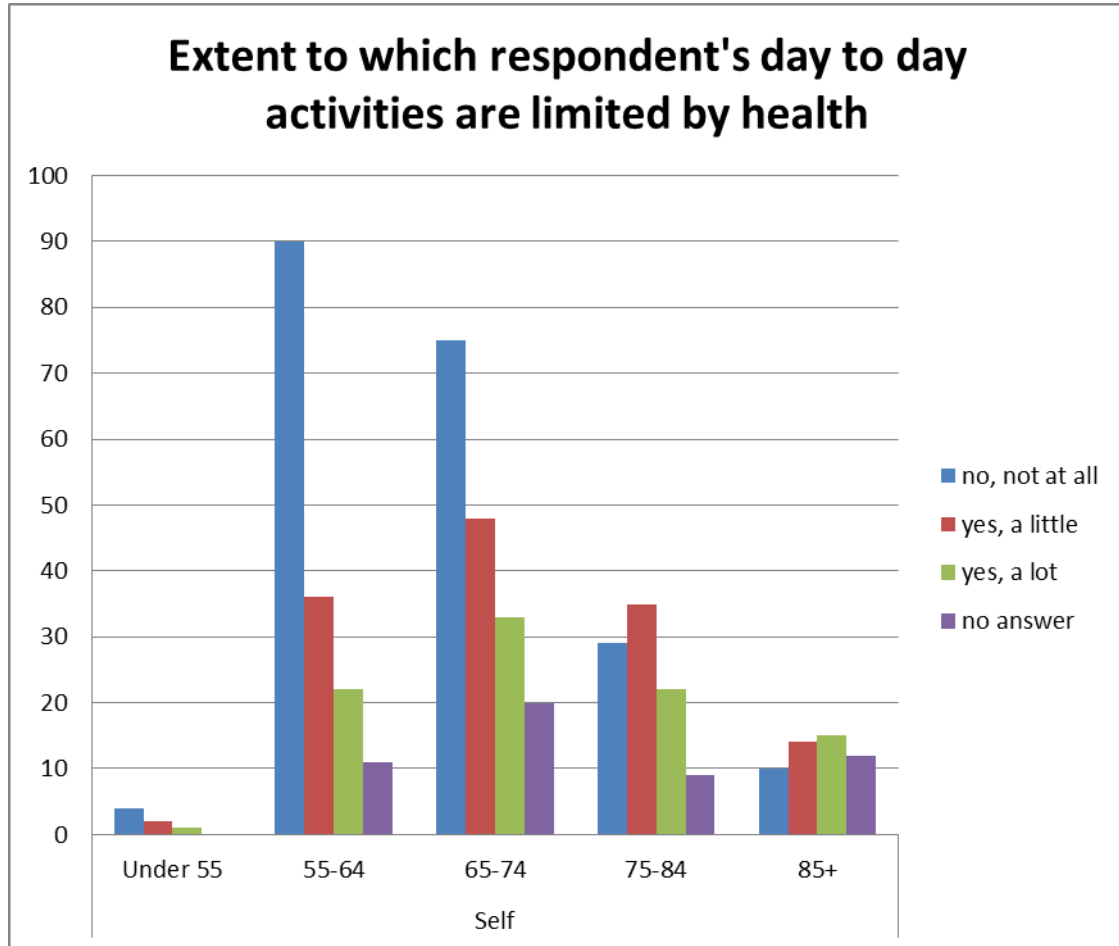


Fig.19

Important features

We asked what features people would look for in homes available to them. Fig.20 shows the responses for all tenures and indicates that a small private garden, cul-de-sac location, purpose-built community for older people and a balcony would be the most important factors that people would want to be included in a property they would consider moving to. The preferences varied by current tenure (Fig.21 to Fig. 27).

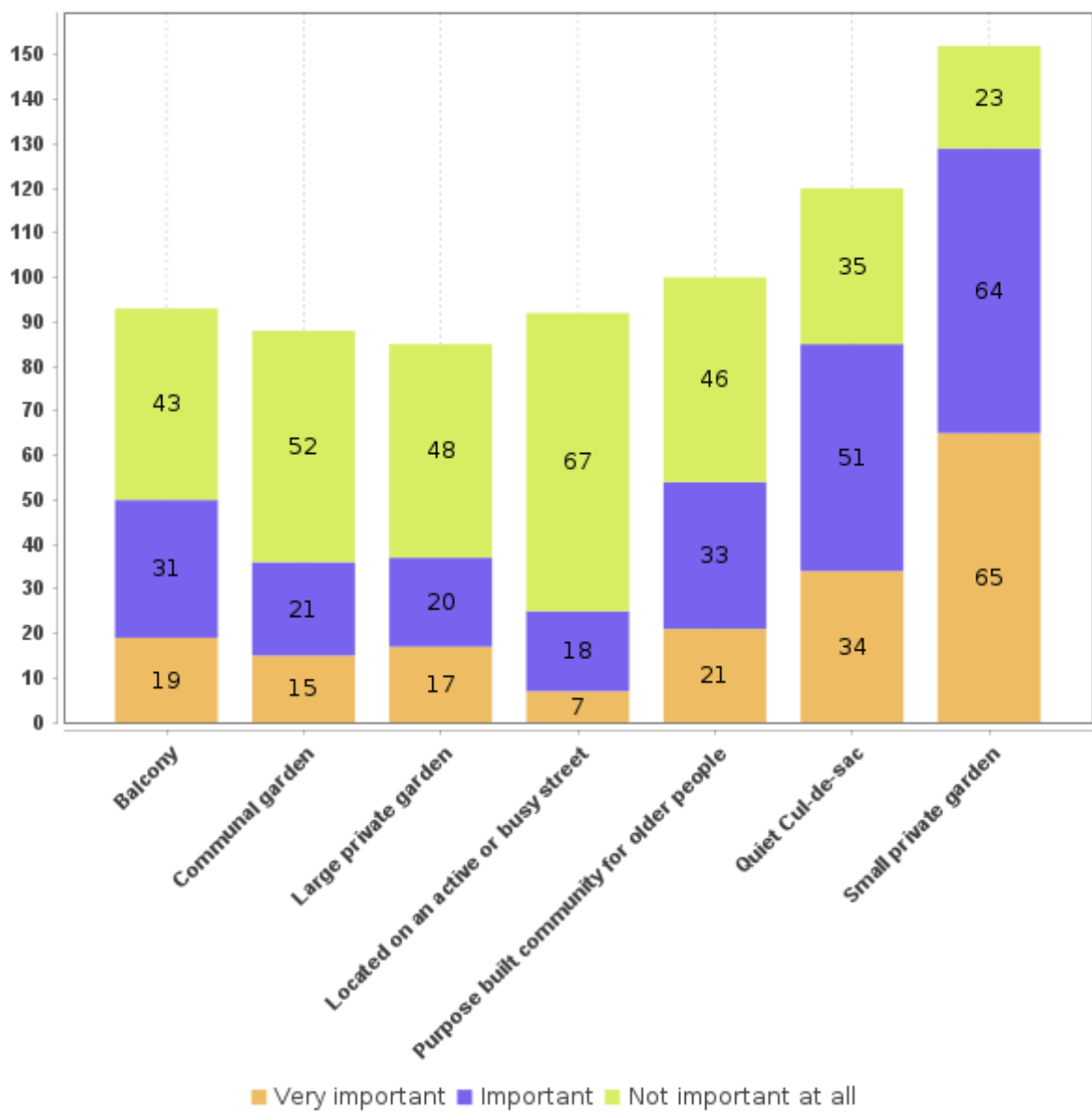


Fig.20

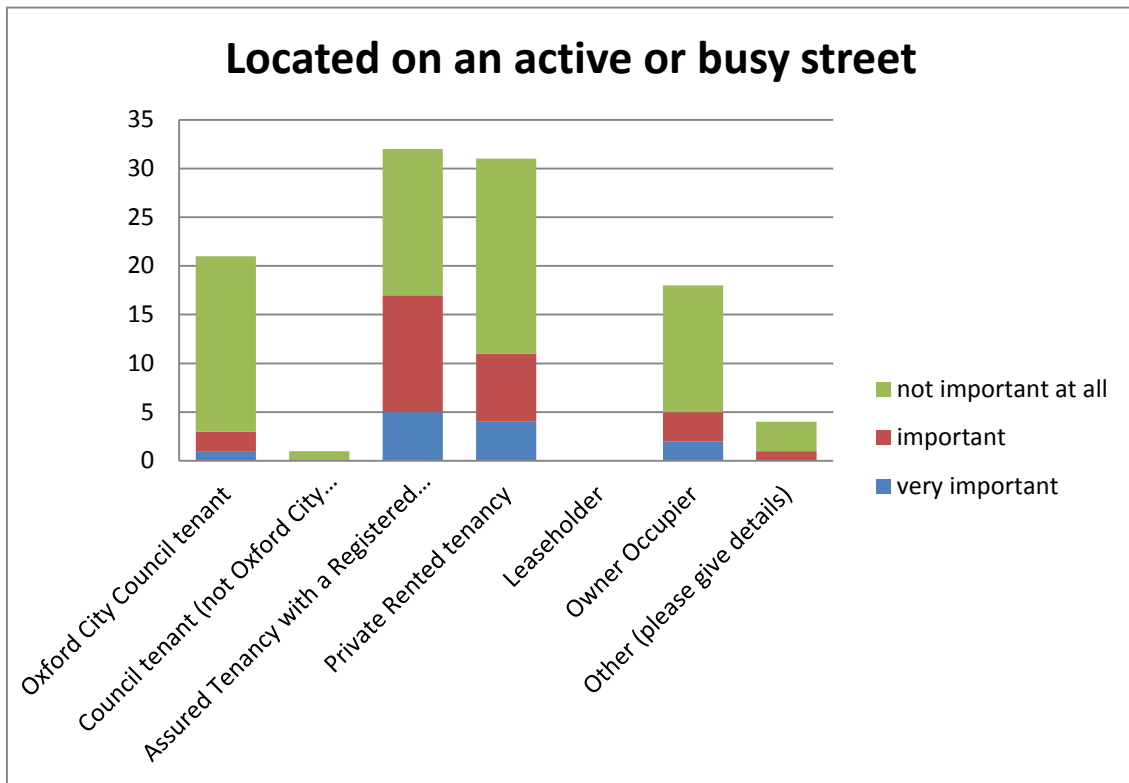


Fig.21

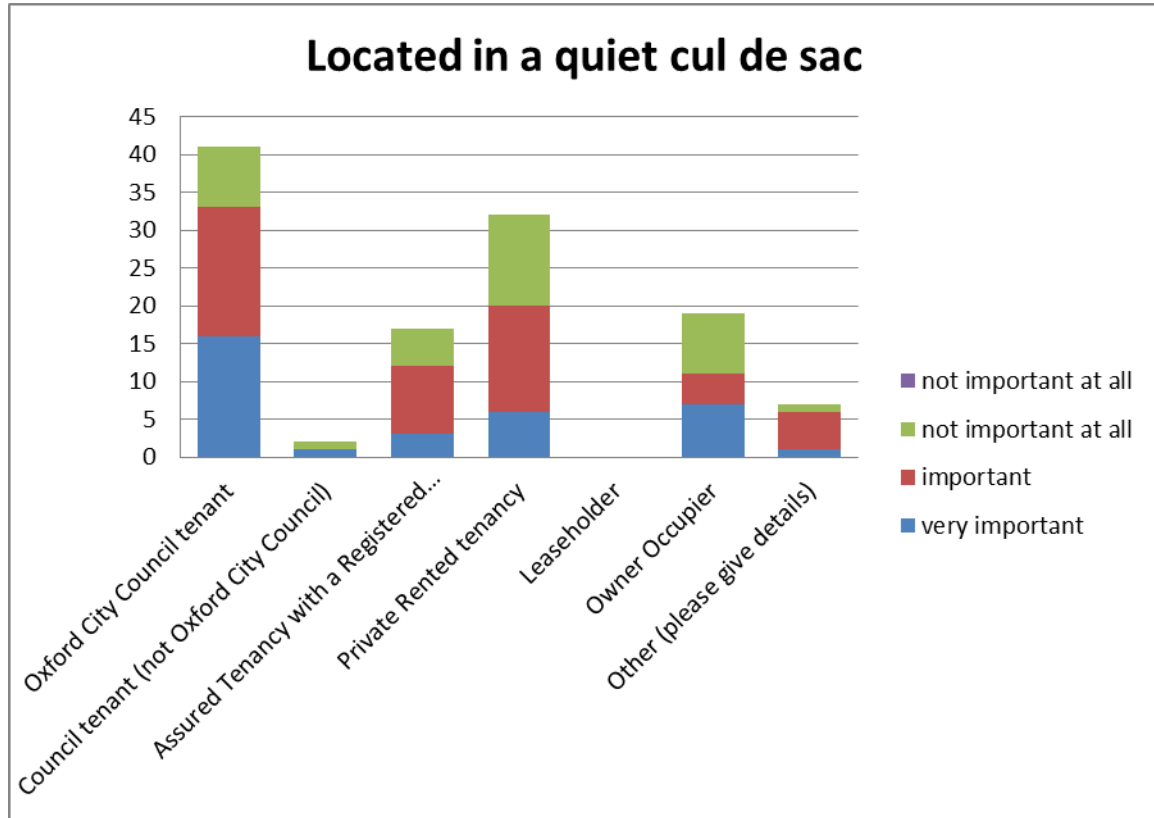


Fig.22

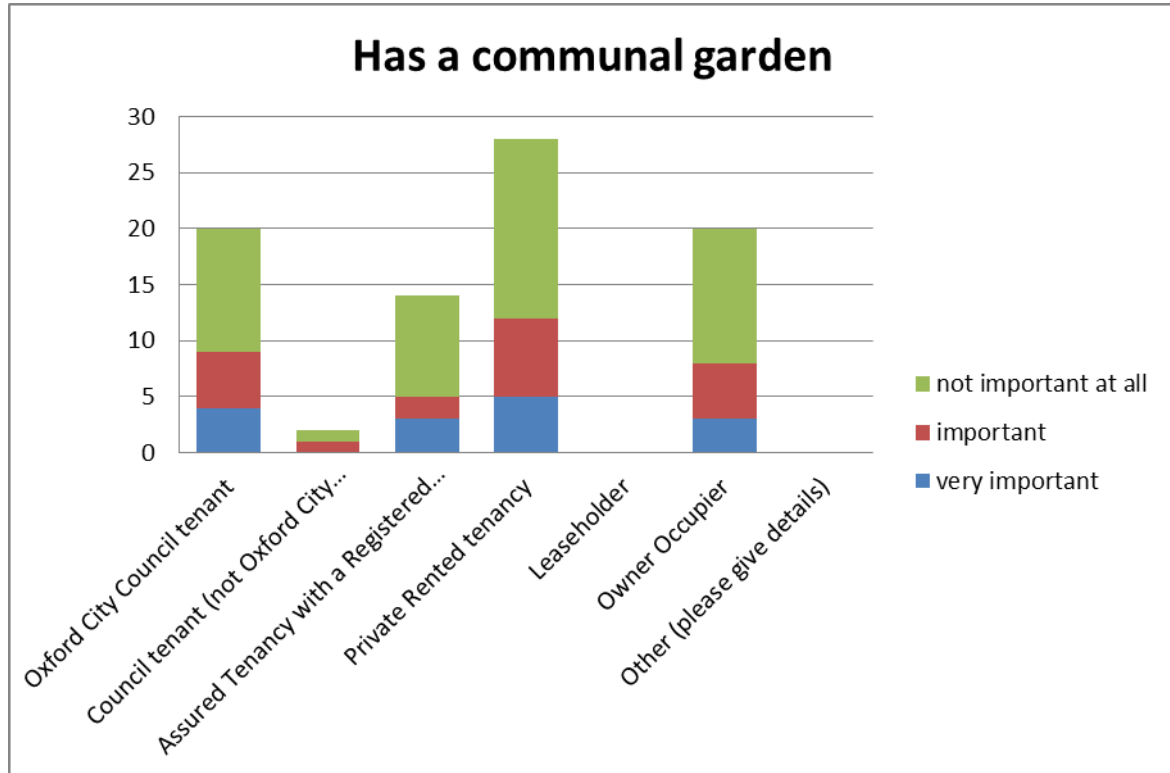


Fig.23

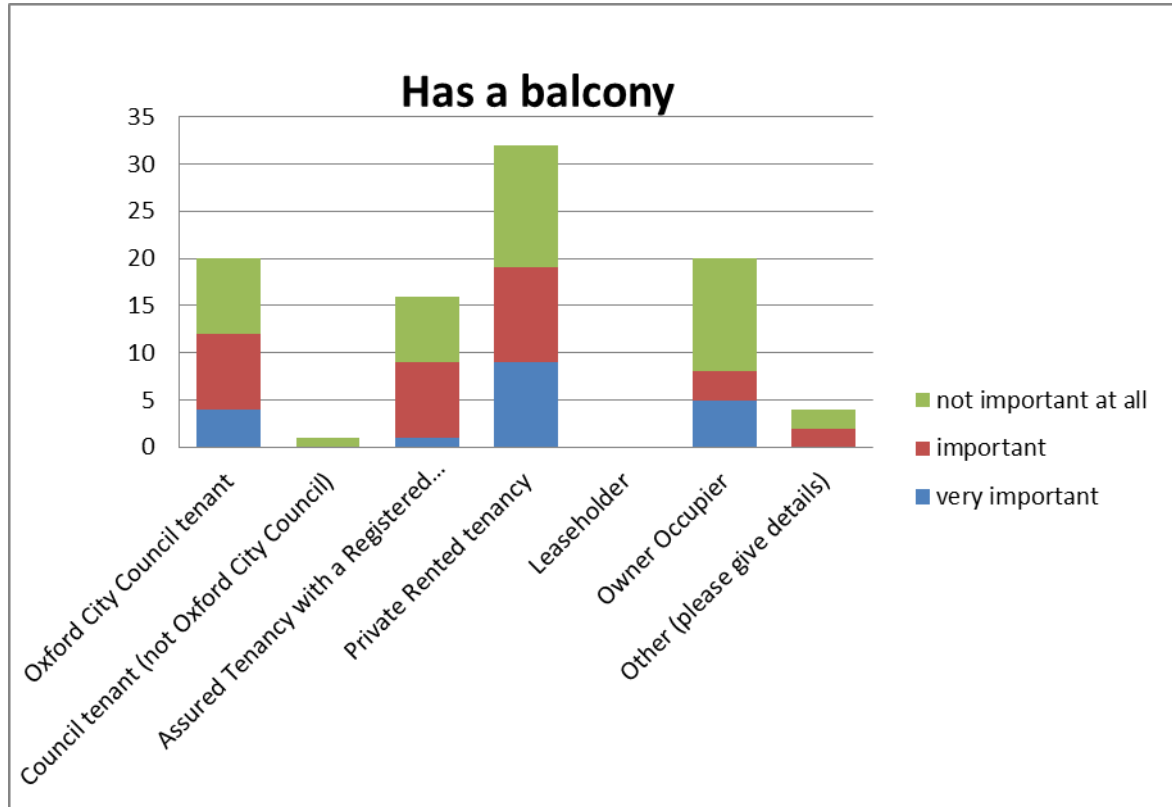


Fig.24

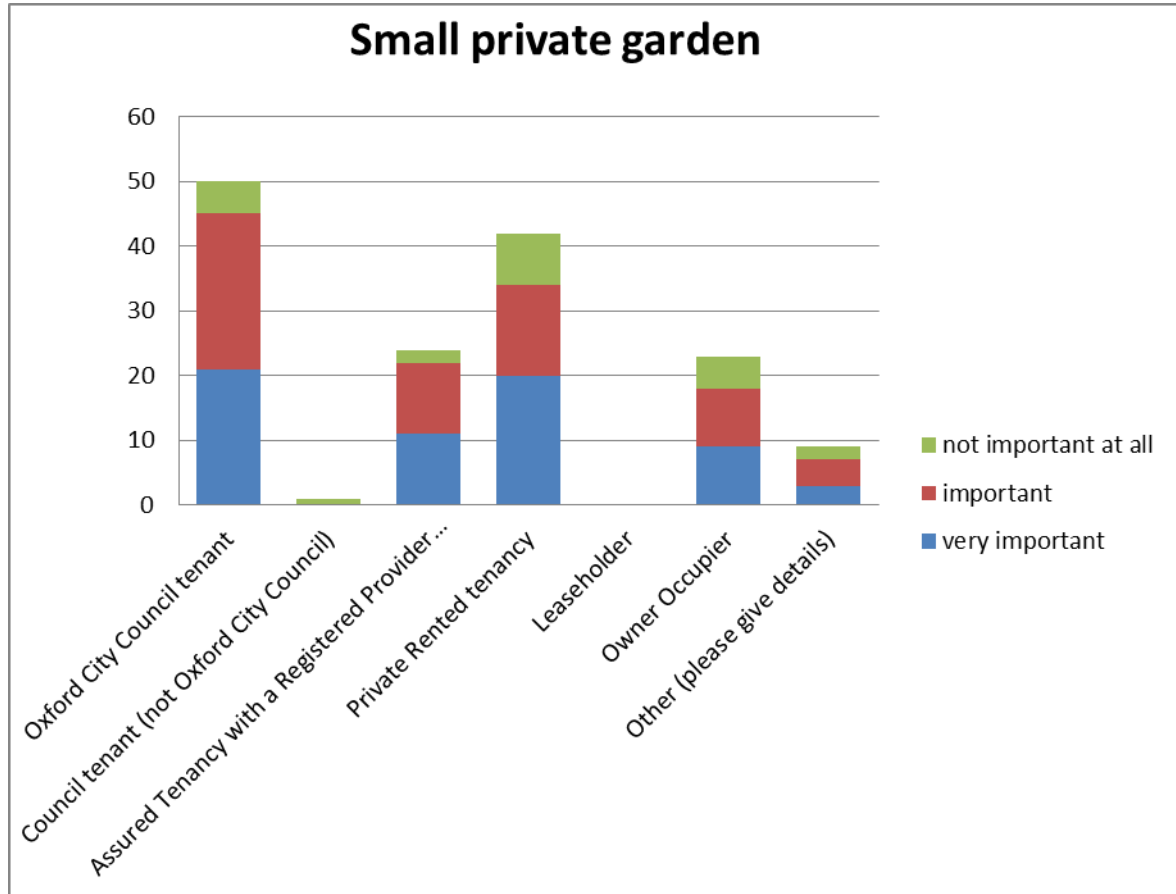


Fig.25

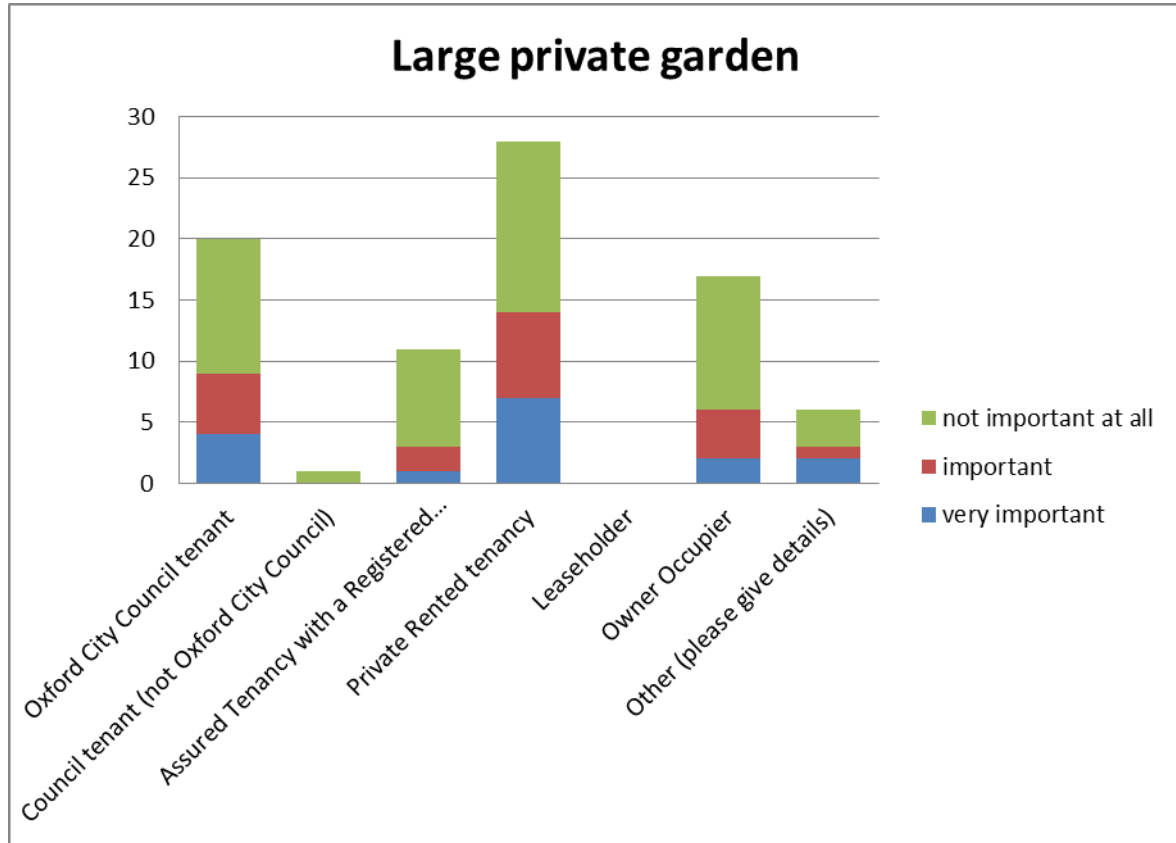


Fig.26

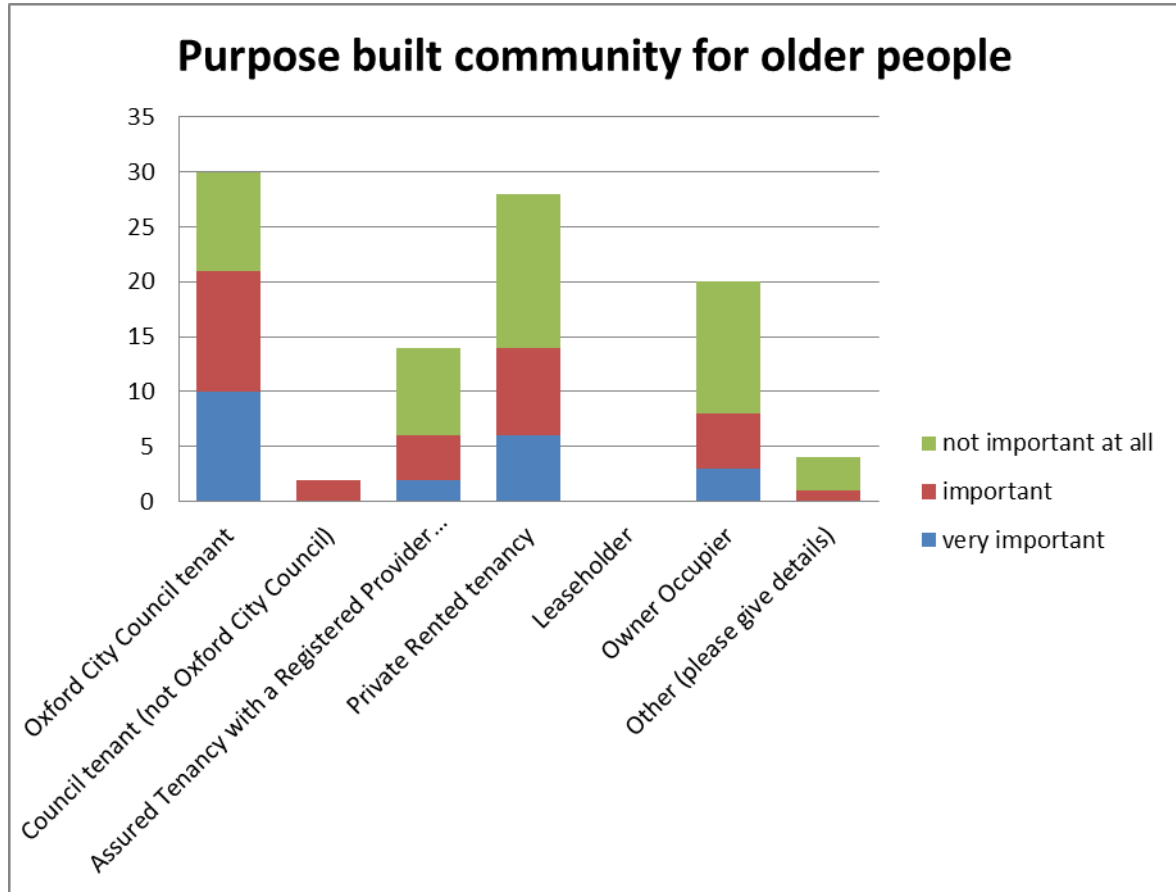


Fig.27

It is important to note that the preferences will have some bias towards the views of Council Tenants given that the majority of survey responses were from council tenants. However, the focus groups who took part in the review of Older Persons Accommodation include residents of other tenure and their views largely supported that these features were important to consider.

Review of Older Persons Accommodation in Oxford

Oxford City Council

February 2016

Appendix B

Appendix B – Existing Accommodation for Older People in Oxford City Council

Provider	Scheme Name	Units	Age	Category	Yr Built	Studio	1 bed flats	2 bed flats	1 bed bungalows	2 bed bungalows	Comment
Cat 1 (55+) Schemes											
Oxford City Council	Birchfield Close	4	55+	Cat 1			4				
Oxford City Council	Pegasus Road	34	55+	Cat 1			34				
Oxford City Council	George Moore Close	6	55+	Cat 1			5	1			
Oxford City Council	Donnington Lodge	8	55+	Cat 1			7	1			
Oxford City Council	Donnington Bridge Road	3	55+	Cat 1			3				
Oxford City Council	Mallinson Court, Osney	7	55+	Cat 1			7				
Oxford City Council	Lydia Close, Barton	24	55+	Cat 1			24				
Oxford City Council	The Oval, Rose Hill	15	55+	Cat 1			15				

Provider	Scheme Name	Units	Age	Category	Yr Built	Studio	1 bed flats	2 bed flats	1 bed bungalows	2 bed bungalows	Comment
Oxford City Council	Lambourne Road, Rose Hill	8	55+	Cat 1			8				
Oxford City Council	Danvers Road, Rose Hill	4	55+	Cat 1			4				
Oxford City Council	Sheriffs Drive, Wolvercote	24	55+	Cat 1			24				
Oxford City Council	Templar Road	12	55+	Cat 1		3	6	3			
Oxford City Council	North Place, Bury Knowle	28	55/60+	Cat 1			27		1		
Catalyst Housing	Alden House	6	55+	Cat 1		2	4				
Jephson	Cuddesdon Way	10	55+	Cat 1					10		
GreenSquare	Dora Carr Close	24	55+	Cat 1						24	
Catalyst Housing	Falcon Close	3	55+	Cat 1						3	
GreenSquare	Falcon Close	6	55+	Cat 1				3		3	

Provider	Scheme Name	Units	Age	Category	Yr Built	Studio	1 bed flats	2 bed flats	1 bed bungalows	2 bed bungalows	Comment
Catalyst Housing	Furnace House	38	55+	Cat 1			21	17			
GreenSquare	New Beveridge House	27	55+	Cat 1			21	6			
GreenSquare	Ryder Close	23	55+	Cat 1			9	14			
St John's College	Walton Manor Court	14	55+	Cat 1			14				
GreenSquare	William Morris Court	36	55+	Cat 1			9	27			
GreenSquare	Wingfield Court	20	55+	Cat 1		14	2	1	3		
Home	Woodfarm Road	4	55+	Cat 1						4	
Total		382				19	248	70	14	31	
Category 2 Sheltered											
Oxford City Council	Atkyns Court	24	60+	Cat2	1976		22	2			Purpose built scheme refurbished in 2005, one and

Provider	Scheme Name	Units	Age	Category	Yr Built	Studio	1 bed flats	2 bed flats	1 bed bungalows	2 bed bungalows	Comment
											two bed flats.
Oxford City Council	Birch Court	21	60+	Cat2	1975	1	18	2			Purpose built scheme refurbished in 2005, studio, one and two bed flats.
Oxford City Council	Bradlands	49	60+	Cat2	2015		45	4			Site redeveloped in 2015 to provide 49 purpose built flats, one and two bed flats.
Oxford City Council	Cardinal House	53	60+	Cat2	2011		50	3			Scheme fully refurbished and extended in 2011, one bed and two bed flats.
Oxford City Council	Cumberledge House	15	60+	Cat2	1969	8	6	1			Demolition planned early in 2016 pending decision for sale or redev't, studio, one and two bed flats.

Provider	Scheme Name	Units	Age	Category	Yr Built	Studio	1 bed flats	2 bed flats	1 bed bungalows	2 bed bungalows	Comment
Oxford City Council	George Moore Close	20	60+	Cat2	1974		20				Purpose built scheme fully refurbished and bedsits converted to one bed flats in 2010.
Oxford City Council	Headley House	15	60+	Cat2	1959		13	2			Purpose built scheme refurbished. Bedsits converted to one and two bed flats in 1995. Lift added.
Oxford City Council	Knights House	26	60+	Cat2	1968	4	22				Purpose built scheme. Communal areas refurb'd & lift installed in 2009, studio and one bed flats.
Oxford City Council	Northbrook House	25	60+	Cat2	1965	4	20	1			Purpose built scheme with communal areas refurbished in 2009, studio,

Provider	Scheme Name	Units	Age	Category	Yr Built	Studio	1 bed flats	2 bed flats	1 bed bungalows	2 bed bungalows	Comment
											one and two bed flats.
Oxford City Council	Singletree	32	60+	Cat2	1985		21	11			Purpose built scheme 1 & 2 bed flats. Communal areas refurbished in 2009. Also 18 leasehold units.
Oxford City Council	Windale House	27	60+	Cat2	1962	6	20	1			Purpose built. Requires updating. No lift. Not refurb'd in 2009 as incl. in B'bird Leys regen. Studio, 1 & 2 bed flats.
Abbeyfield	Brian Lewis House	9	60+	Cat2/ ECH	1988	9					Opened in 1988, refurbished in 1996. 9 studio flats. Meals available.
Anchor Housing	Anchor Court	39	55+	Cat2	1985	27	12				Purpose built scheme. Mix of studio and 1 bed flats.

Provider	Scheme Name	Units	Age	Category	Yr Built	Studio	1 bed flats	2 bed flats	1 bed bungalows	2 bed bungalows	Comment
Anchor Housing	Douglas Veale House	46	55+	Cat2	1970	32	13	1			Mix of studio, one and two bed flats. Purpose built.
Anchor Housing	Jackson Cole House	30	55+	Cat2	1983	19	11				Mix of studio and one bed flats. Purpose built.
Anchor Housing	Parmoor Court	24	55+	Cat2	1977	19	5				Mix of studio and one bed flats. Purpose built with some wheelchair standard units.
Anchor Housing	St Francis Court	29	55+	Cat2	1987		29				One bed flats purpose built - including wheelchair standard units.
Anchor Housing	Vicarage Court	20	55+	Cat2	1978	16	4				Mix of studio and one bed flats. Purpose built with some wheelchair standard units.
Oxford Charity Trustees	Stones Court	21	55+	Cat2	c1700	4	17				Alms Houses - mix of studio and one bed flats.

Provider	Scheme Name	Units	Age	Category	Yr Built	Studio	1 bed flats	2 bed flats	1 bed bungalows	2 bed bungalows	Comment
GreenSquare	Alice & Margaret House	26	55+	Cat2	2009		19	7			Purpose built accommodation 2008, one and two bed flats.
GreenSquare	Alison Clay House	23	55+	Cat2	2000		22	1			One and two bed flats.
GreenSquare	Chaundy House	20	55+	Cat2	1951		19	1			Includes one and two bed flats.
GreenSquare	Harris Court & Drew House	38	55+	Cat2	1970	12	22	2		2	Mix of studio, one and two bed flats and bungalows.
GreenSquare	John Kallie Court	37	55+	Cat2	1990	31		6			Mix of studio and two bed purpose built flats. Mobility and wheelchair standard.
GreenSquare	Lucas & Remy Place	27	55+	Cat2	2010		12	15			Mix of one and two bed purpose built flats. Mobility and wheelchair standard.
GreenSquare	Meadowbrook	21	55+	Cat2	2000		13	8			Includes mobility standard one and two bed

Provider	Scheme Name	Units	Age	Category	Yr Built	Studio	1 bed flats	2 bed flats	1 bed bungalows	2 bed bungalows	Comment
											flats.
GreenSquare	Phelps Place	16	55+	Cat2	1936		16				Purpose built one bed flats for older people - Oxford Cottage Improvement Society.
GreenSquare	Rayson House	27	55+	Cat2	1962		26			1	One bed purpose built flats and 1 bungalow.
GreenSquare	Rosemary Court	23	55+	Cat2	2011		18	5			Purpose built one and two bed flats.
Housing 21	Brooks Taylor Court	25	55+	Cat2	1984	6	19				Includes studio and one bed flats.
St Lukes Housing Society	McMaster House	36	55+	Cat2	1984	15	21				Mix studio and one bed purpose built flats.
Hanover	Wyndham House	33	60+	Cat2	1970		33				Mix of sizes one bed flats, inc. mobility & wheelchair std units. Meals available.

Provider	Scheme Name	Units	Age	Category	Yr Built	Studio	1 bed flats	2 bed flats	1 bed bungalows	2 bed bungalows	Comment
Total		877				213	588	73	0	3	
Extra Care Schemes											
Catalyst Housing	Potters Court	36	Extra Care	ECH	1998		36				One bed flats purpose built.
Catalyst Housing	Acacia Avenue	8	Extra Care	ECH	1998			8			One and two bed flats. Part of the Greater Leys Extra Care Scheme
Catalyst Housing	Russell House	10	Extra Care	ECH	1998		10				One bed flats. Part of the Greater Leys Extra Care Scheme
Catalyst Housing	Woodley House	10	Extra Care	ECH	1998		10				One bed flats. Part of the Greater Leys Extra Care Scheme
Catalyst Housing	Robin Place	12	Extra Care	ECH	1998			12			Two bed flats. Part of the Greater Leys Extra Care Scheme

Provider	Scheme Name	Units	Age	Category	Yr Built	Studio	1 bed flats	2 bed flats	1 bed bungalows	2 bed bungalows	Comment
GreenSquare	Cranesbill Way	8	Extra Care	ECH	1997			8			Two bed flats. Part of the Greater Leys Extra Care Scheme
GreenSquare	Dunnock Way	24	Extra Care	ECH	1997		12	12			One and two bed flats. Part of the Greater Leys Extra Care Scheme
GreenSquare	Frys Court	33	Extra Care	ECH	1997		33				One bed mobility standard flats.
GreenSquare	Long Ground	8	Extra Care	ECH	1997		8				One bed flats. Mobility and wheelchair standard. Part of the Greater Leys Extra Care Scheme
Order of St John	Shotover View	55	Extra Care	ECH	2014		37	18			37 One bed rented flats, plus 18 two bed Shared Ownership units
Order of St John	Isis Court	20	Extra Care	ECH	2006		17	3			One and two bed flats.

Provider	Scheme Name	Units	Age	Category	Yr Built	Studio	1 bed flats	2 bed flats	1 bed bungalows	2 bed bungalows	Comment
Total		224				0	163	61	0	0	
Overall Total		1,483				232	999	204	14	34	

Accommodation for older persons – Categories explained

Category One/55+ • Purpose built self-contained units. • Units can be flats, usually without a lift, or bungalows. • Some schemes have peripatetic wardens and/or scheme managers. • Optional communal facilities. • Not necessarily under one scheme roof. • Intended for more independent living.	Category Two • Purpose built scheme of flats under one roof. • Communal facilities and often there is a lift. • Intended for more independent living. • Some schemes have peripatetic wardens and/or scheme managers.
Extra Care (ECH) • Purpose built self-contained units under one roof • 24 hour on site staff • Planned care packages and day care provision • Communal facilities and a lift • Dining room for provision of meals • Other facilities provided depending on the scheme.	Abbeyfield (55+/ECH) • Provider is generally an independent local Abbeyfield Society • Non purpose built scheme under one roof • Accommodation is generally a room with en-suite facilities • On-site house manager and care staff • Dining room and meal provision.

Should you require this document (or sections of it) to be made available in large print, Braille or another accessible format, please contact the Strategy and Enabling Team at Oxford City Council 01865 249811 or email strategyandenabling@oxford.gov.uk

This page is intentionally left blank

Appendix 2 - Review of Older Persons Accommodation in Oxford

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
Potential for improved housing offer for older people, single households and families with children.	Possibility of developing sites to provide additional bungalows suitable for older people and, by remodelling existing sheltered schemes with other available land, there is potential to develop new and improved housing suitable for older people, single households and families with children.	Opportunity	Successful implementation of recommendations set out in the Review of Older Persons Accommodation.	New and improved housing delivered.	02/12/2015	Stephen Clarke	4	1	4	1	4	3		Continuous review of site availability and consideration of opportunities to make best use of available land as decisions are made in regard to remodelling of sheltered housing and accommodation Designated 55+.	Ongoing	Ongoing	10	Strategy and Service Development Manager
Potential loss of partnerships	Potential failure to deliver the recommendations in the Review of Older Persons Accommodation if the relevant partnerships are not developed and agreement on actions secured.	Threat	Partnership arrangements fail to deliver projects where there is an inability to agree common objectives and outcomes, and support their delivery.	Inability to deliver improved and joined-up services or projects to meet the needs of older people.	02/12/2015	Stephen Clarke	4	3	4	2	4	2		Use existing formal corporate partnerships and experience of staff to ensure the promotion of good partnership working in order to agree objectives and how these will be delivered. The City Council is represented on the Health and Wellbeing Board and the Health and Wellbeing Strategy provides a focus on appropriate services for Older People amongst others.	Ongoing	Ongoing	50	Strategy and Service Development Manager
Potential reductions to Council budgets	Potential failure to deliver DFG's, Disabled Adaptations, Removals and Expenses Scheme for tenants and residents due to insufficient budgets.	Threat	If budgets are reduced from currently approved levels then there may be insufficient budgets to deliver services to meet customer needs/demand.	Inefficient use of housing stock and housing that is unsuitable to meet changing customer needs.	02/12/15	Stephen Clarke	4	3	4	2	4	2		Continuous review and management of available Council budgets, and ensuring that the recommendations within the Review of Older Persons' Accommodation are noted and considered when budget setting over the next 3 - 4 years.	Ongoing	Ongoing	50	Strategy and Service Development Manager

This page is intentionally left blank

To: City Executive Board

Date: 17 March 2016

Report of: Head of Housing and Property Services

Title of Report: A Housing Company for Oxford

Summary and Recommendations

Purpose of report: To present the business case and seek approval for the establishment of a Council owned housing company, and to seek approval for the Council to enter into such agreements as are necessary to enable the company to acquire the affordable housing at Barton Park in place of the Council

Key decision Yes

Executive lead member: Councillor Mike Rowley, Councillor Ed Turner

Policy Framework: Housing Strategy 2015-18

Recommendations: That the City Executive Board resolves to:

1. Agree the principle of setting up a Local Authority wholly owned housing company structure ('the company') with the overarching aim of increasing housing supply, noting that there are a range of work-streams which the company structure can pursue, including:-
 - The purchase and management and management of the affordable rented homes at Barton Park;
 - The development of new affordable housing with a range of tenures;
 - The purchase and management and management of high value void properties from the Council to re-provide affordable housing; and
 - The undertaking of Estate regeneration schemes
2. Delegate authority to the Executive Director, Housing and Regeneration in consultation with the Council's statutory officers, Deputy Leader and portfolio holder for Housing, to do anything necessary to set up an appropriate company structure, including:

- a. Selection of the name of the company
 - b. Approval of the type of company, the articles of the company and the size and composition of its board
 - c. Appointment of Directors and Company Secretary of the company
 - d. Approval of a shareholders agreement to be entered into between the company and the Council
 - e. Ensuring that the company will hold appropriate insurances and/or benefit from insurances that the Council holds
3. Authorise the entry into discussions with Barton Oxford LLP and Hill Residential Ltd to enable the novation/assignment (and variation to the extent necessary) of the Overarching Agreement and the Conditional Development Agreement and all or any associated agreement warranties etc so that the company may acquire the affordable housing at Barton Park in place of the Council and the delegation to the Executive Director, Housing and Regeneration in consultation with the Council's statutory officers of all necessary steps to achieve this, including:
 - a. approval of the final terms of any proposed agreements with Barton Oxford LLP and Hill Residential Ltd to give effect to the above
 - b. the decision whether or not to offer a Council guarantee to Barton Oxford LLP and/or Hill Residential Limited in order to enable the company to acquire the housing at Barton Park and approval of the terms of any such guarantee
 - c. approval of the terms of any contracts to be entered into between the company and the Council in relation to the management and maintenance of the Barton Park affordable homes
 - d. approval of the terms of any nomination/allocation agreement to be entered into between the Council and the company
 - e. approval (in exercise of the housing and regeneration function but not so as to affect the planning function of the Council) of any proposed variation to the Barton Park s.106 agreement.
 4. Recommend Council to amend the Treasury Management Strategy to enable the making of loans to the wholly owned Housing Company on State Aid compliant terms of up to £12,250,000 to fund its purchase of the Phase 1 affordable housing at Barton Park and to delegate to the Chief Finance Officer approval of the terms of the loan and the terms of the facility agreement(s) and any associated documentation.
 5. To recommend to Council the inclusion of an amount of £12,250,000 in its General Fund Capital Programme in 2017/18 funded by Prudential Borrowing.
 6. To recommend to Council the provision of a loan facility to the Company of up to £250,000 to fund the set up costs and provide initial working capital

and delegate to the Chief Finance Officer approval of terms of the loan and the terms of the facility agreement.

7. To recommend to Council the adoption of the Local Authorities (Indemnities for Members and Officers) Order 2004 in respect of officers of the Council appointed to the Housing Board in accordance with paragraph 40.
8. To recommend to Council a General Fund revenue budget of £40,000 in 2016/17 for the setting up of the Company funded from reserves.

Appendices

Appendix 1 Risk Register

Appendix 2 Equalities Impact Assessment

Appendix 3 Barton Park financials

Background

1. Oxford's housing crisis is acute with the city identified as the most unaffordable housing market in the UK. The lack of housing supply, quality and choice are a constraint on economic growth and a significant barrier to our ambition to be a world class city for everyone.
2. A Local Authority housing company can enable the additional delivery of housing supply across a range of tenures. Over 50 Local Authorities have set up or are considering establishing a housing company. Some companies are commercially driven and being set up to deliver additional funding for the Council's general fund; others are set up with more of a focus on affordable housing provision.

Purpose for establishing a housing company in Oxford

3. The overarching purpose of the housing company is to increase the supply and range of affordable housing and it is envisaged that there will be four main strands of activity namely:
 - The purchase and management of the affordable rented homes at Barton
 - To develop new affordable housing with a range of tenures
 - The purchase and management of high value void properties from the Council that need to be sold to help Government fund the RTB for Housing Association tenants and to re-provide affordable housing
 - To undertake estate regeneration schemes.

The potential additional benefits of a local housing company include:

- The development of its services offer to the private sector, for example property management and repairs.

- A direct role in providing homes for the key workers Oxford needs, for example through sub-market rent or shared equity tenures
- Influencing the pace and type of house building through site acquisition and development.
- The provision of a longer term private rental offer giving households increased stability
- The development activity will provide direct employment, jobs through the supply chain and the opportunity to grow local skills especially through apprenticeships.
- The provision of a revenue stream for the Council through the servicing of the loan funding it has received. This will exceed the Council's costs in providing the capital and generate a surplus.
- The initial structure will result in a need to procure a range of services, including development management, finance, repairs, housing management, from the Council, providing an income stream to support service provision.
- Acting as a catalyst for the regeneration of Council estates by generating value to provide gap funding for development.
- Acquiring empty homes that the Council CPOs.
- Support the Council to CPO land allocated for housing from landowners reluctant to develop and sell it to the company to bring forward development more quickly.

Company characteristics

4. The company would be a separate legal entity wholly owned by the Council. It would have the power to undertake anything a company can do and in particular to acquire and hold land and properties. The company would be run by its Directors but their decision making would be constrained by a shareholders agreement which would define the limits the Council wants to place on the ability of the Directors to make decisions and in particular the decisions that would need shareholder consent. The Council would be the sole shareholder and as such decisions as to how to exercise its shareholder powers would come back to the Council's City Executive Board.
5. The activities of the company would in the early years be funded by the Council through the provision of State Aid-compliant loans to the company. The Council would fund these loans either through borrowing from the Public Works Loan Board or from other financial institutions, where preferable (or when money is available by lending money the Council would otherwise hold on deposit). The margin on these loans would generate additional surpluses for the General Fund whilst offering the housing company competitive loans secured against its housing stock.
6. As a matter of law the housing company can only offer assured or assured shorthold tenancies. Its tenants if they require benefit to cover their rent would receive it as Local Housing Allowance (or through

Universal Credit when this applies). Where the Council is financing or transferring land to the company the Council could decide either in its capacity as lender or through the shareholders agreement to set the parameters for the tenancies to be offered, rent levels and allocations/nominations agreements. As the law stands Right to Buy would not apply to the tenants of a company like this, although Government may introduce legislation extending Right to Buy to tenants of Council controlled housing companies.

7. The Directors of the company have a fiduciary responsibility to act in the best interests of the company and promote its long term success. Under the Companies Act 2006 promoting the success of a company means operating for the benefit of the shareholders, which in this case would be the Council. This is helpful as it minimises potential conflicts of interest for Directors.
8. Most local housing companies have officers appointed as Directors, as is proposed in this case. Some Councils have also appointed non-executive Directors to bring in external expertise, and this might be considered at a later date, if required. It is proposed that CEB takes on the role of making decisions for the Council as shareholder, both in matters that require consent under the shareholders agreement and in monitoring and holding the company to account.

Procurement

9. A company wholly owned by a local authority will have to comply with EU procurement law when procuring its own contracts as in this case it is "established for the specific purpose of meeting needs in the general interest, not having an industrial or commercial character" (Public Contracts Regulations 2015).
10. The company's principal objective is to provide additional affordable housing, which is consistent with 'meeting needs in the general interest', but this does not exclude developing market housing in support of this objective. It is possible for a company to be established in the 'general interest' but outside the Regulations if the company has a "commercial character". We are advised that this is a test that relates to how the company is intended to operate, what freedom it will have to choose to take its own risks and if it is competing in the market place generally. We are advised that, given what is being currently proposed, it would be prudent to assume that the company will be subject to the Regulations.
11. The Public Contracts Regulations allow for Local Authorities to let contracts to companies and vice versa in certain circumstances without a procurement process. On the basis that it will be a wholly owned subsidiary of the Council, and the Council is exercising real control over its activities, the company will be able to procure services from the Council (housing management, repairs, insurance etc.), and the

Council can as necessary contract with the company, without going through procurement processes. To qualify, the Regulations 2015 require that at least 80% of the company's activities must be activities entrusted to it by the Council and there must be no third party non-public equity stake in the company that would give an investor decisive influence over the company.

Barton Park Affordable Housing

12. The acquisition of the Barton Park affordable homes is the first step in a broad mix of activity for the company to increase the supply of affordable housing, including the purchase of properties, new development and estate regeneration. The new development at Barton Park will provide 40% of the homes as social rented housing (currently estimated to be 354 homes). The Council has contracted under an overarching agreement with Barton Oxford LLP to purchase all of the affordable housing at Barton, subject to various conditions. Phase 1 will be developed by Hill Residential Ltd and includes 95 homes. The recent Government policy changes make this purchase uneconomic for the HRA.
13. Assuming successful negotiations with Barton LLP and Hill Residential Ltd, it can afford to buy the Phase 1 affordable housing retaining the homes at social rents to meet local needs with their on-going maintenance and management being seamlessly provided through the Council.
14. Variations to the agreements relating to the Barton Park affordable housing will need to be negotiated. Both Barton Oxford LLP and Hill residential Ltd will have to agree to the novation/assignment of the existing agreements and detailed issues such as warranties/letters of reliance from third parties will need consideration to enable the company to acquire the homes.
15. The Council will lend the finance to the company to enable it to buy the Phase 1 properties. It is envisaged that there would be a formal facility agreement in place with conditions for drawdown and provision for the Council to take security over the properties. The Council should note that Trowers and Hamlins has advised that if a loan is made available to acquire affordable housing then there is no State Aid requirement to lend on market equivalent terms as this is likely to fall within one of the State Aid exemptions. The Council has also taken advice on State Aid compliant loans from Capita. The Council is entitled to set the terms of any loan and to make a return even if State Aid does not require it to.
16. The Council will need in the future to consider what agreements it wants to enter into in relation to future phases of affordable housing at Barton. The overarching agreement with LLP created a conditional contract for the Council to acquire the whole of the affordable housing at Barton. The LLP may seek Council guarantees on funding and

management if the housing company acquires the affordable housing instead of the Council.

Future Developments

17. Details on future developments to be undertaken by the company would come to CEB. The Council has already obtained planning permission for 42 homes on several HRA sites and there is other Council land capable of development which could be transferred to the local housing company. In addition there is the potential for the housing company to acquire the housing land associated with the Rose Hill Community Centre site from the Council giving the company a potential initial programme of 93 homes. The Council can control the tenure of homes on these sites through covenants on the land transfers to the housing company should it so wish, although this would reduce the site values.
18. These initial developments on Council land along with the purchase of the Barton Phase 1 homes would result in an initial development portfolio of 188 homes in Oxford. This would be supplemented by further development sites being identified on Council land including possible regeneration schemes, other sites being acquired in the market and potential s106 deals with developers. There is also the option for the housing company to pursue development opportunities outside Oxford where it was felt it was compatible with the City Council's wider strategic objectives.

Purchase of High Value Council Void Properties

19. To pay for the RTB extension to housing associations, the HRA will need to pay a levy to Government based on a formula assuming the anticipated sales of high value void properties. The housing company may be able to acquire and retain these homes whilst generating the necessary receipts for the Council to pay the levy. However, at present the transfer of more than 5 properties a year to a wholly owned subsidiary company under the 1985 Housing Act and its associated general consents will need the Secretary of State's approval. This issue is under consideration as part of the Council's devolution discussions with Government whilst at the same time the Housing and Planning Bill is progressing through Parliament which will dictate the terms of levy. This uncertainty means that it is not possible at this time to make a clear recommendation to Members. A recommendation will be brought back to Members at the earliest opportunity.

Legal Issues

20. Councils only have the powers given to them by statute and every part of the proposed activities in this report must be analysed to ensure the Council has appropriate powers, and is exercising those powers for proper purposes.

21. The Council has the power to set up a company through the general power of competence in Section 1 of the Localism Act 2011 which provides local authorities with the power to do anything an individual can do. This very wide power is limited by s.2 so that pre-existing statutory constraints are not overridden, so for example the rules that apply to local authority land transfers still apply. Section 4 of the same Act states that Councils can only use the s.1 power to carry out activities for a commercial purpose if they are an activity they could carry out for a non-commercial purpose. Setting up a company is an activity that a Council could carry out for a non-commercial purpose and therefore the Council can use the s.1 power to set up a local housing company. We have been advised that given that pre Localism Act statutory constraints on Councils still apply it would be prudent for the Council also to comply with the requirements of the Local Government Act 2003 (and the associated regulations) that relate to trading. In essence this requires the Council to approve a business case before the company starts trading.
22. The fact that the company may itself carry out activities of a commercial nature does not affect the use of the s.1 power to set up the company. CEB should note that if the Council decided that it wanted to use the s.1 power to enable the Council itself to carry out market sale or market rent development as these are commercial activities s.4 of the Localism Act would require these activities to be carried out through a company.
23. The Council must be satisfied that it is setting up a local housing company for proper purposes such as enhancing the economic and social development of its area, and that in so doing it recognises its fiduciary duty to its tax payers.
24. If the only activity the company was ever going to do was to take on the affordable housing at Barton Park the Council would need to be clear on its reasons for setting up a company. Proper reasons could include the mitigation of the significant liabilities that the Barton Park agreements now create in the light of the changed external environment. However the intention is that subject to future decisions by CEB the company would do more than this, and the rationale for setting it up can properly include intended future activities even though no final decision has been made on these.
25. In terms of the power to borrow in order to on lend to the company the Council would be using its power to borrow prudentially as contained in the Local Government Act 2003 and it must be satisfied that any borrowing is prudential in accordance with the relevant Code. Borrowing to on lend to a Council owned company is general fund borrowing.

26. The Council has power to lend money to the company and to offer guarantees where the loan/guarantee relate to the provision of rented housing under s.24 of the Local Government Act 1985. Use of that power requires a statutory consent but there is a wide general consent which allows the provision of financial assistance "to any person". To the extent that any part of the loan finance is not for rented housing then the council would again be using its power under s.1 Localism Act as described above.

Financial Issues

27. Both the credit agreement selected and the interest rate charged to the company will be determined when the finance is actually required in around 18 months' time and will reflect prevailing risks and economic conditions that exist at that time.
28. However, for illustrative purposes the Council has undertaken financial modelling of three different interest rates that are currently available based on 40 year annuity based loans for an estimated acquisition cost for the first 95 dwellings. A variety of revenue performance assumptions have been equally applied to each option and relate to rent assumptions, inflation, discount rates, management and maintenance costs, void rates etc. Some of the headline outcomes are shown below with more detailed analysis shown in Appendix 3

40 Year Annuity Loan Rate	Total scheme costs	Property value	Payback	Peak debts	Year of Peak Debt	Net present value	Internal Rate of Return	Repayment year	Asset cover when scheme comes into management	Year 110% interest cover acheived
	£	£	£	£		£	%		%	
4.30%	10,815,916	32,506,000	23,986,254	10,904,330	2	5,831,821	71.62%	40	300.54%	2
5.50%	10,815,916	32,506,000	26,073,990	10,877,973	2	3,831,030	14.11%	40	300.54%	6
6.02%	10,815,916	32,506,000	27,788,858	10,880,781	2	2,933,806	10.26%	40	300.54%	8

Basis of calculations

Loans to Company

The loan to the company is based on an annuity basis where interest and principal is repaid over the life of the loan. The loan rates modelled represent

- The 4.30% reflects the current 40 year PWLB annuity new loan rate +1%.
- 6.02% reflects current state aid compliant rate loans for high collateral, high risk lending.
- 5.50% reflects a current state aid compliant loan rate with a lower risk of lending

Property Value - this is the estimated market value of the properties acquired at the date of acquisition.

Payback - this total represents the value of the total loan payments. An annuity option when all the loans are procured will show the same

annual figure until the end of the loan period, namely 40 years in the examples used given they are brand new properties.

Peak Debts - this is the highest level of borrowing for each option. For annuity loans this should always be at the beginning debt is procured as principal is repaid at the start.

Year of Peak Debt - the year when the peak debt level is achieved.

Net Present Value - For each option the NPV discount rate used is 3.50%. The discounted cash flows (including the cost of borrowing) is shown in the above table.

Internal Rate of Return - this is the discount rate which returns a zero NPV. The important aspect to consider when viewing the IRR is that it returns a percentage above the cost of borrowing, which is the case for all 3 annuity interest rates used.

Repayment Year - for annuity loans this will be the year of the annuity i.e. 40 years.

Asset Cover – this represents the market value of the properties acquired as a percentage of their cost of acquisition. This is the same for each option and demonstrates significant cover.

Year 110% Interest Cover Achieved - this is the year when the net income divided by the interest cost equates to 110%. The sooner this occurs then the more financially robust the cash flow projections. The 110% Interest Cover figure is a desired ratio of income to interest (%).

29. In summary :

- Each proposal demonstrates a positive net present value and therefore the proposal is financially viable for the company at all borrowing rates
- Each proposal does eventually provide a significant financial return for the Council as indicated by the payback. This is due to the favourable borrowing rate compared to the state aid compliant lending rate to the company
- There is significant asset cover for the loan estimated at around 300%.
- Interest cover is achieved between 2 and 8 years using the data and rates shown above

30. The initial request for approval of borrowing up to £12.5m allows for both working capital and a significant contingency provision between the estimated cost of acquiring the completed social housing dwellings from the developer, uplifted by the interim BCIS (Building Construction Cost Information service of the Royal Institute of Chartered Surveyors) being the leading provider of cost and price information for the construction industry.

31. The housing company will need to pay corporation tax (currently 20%) on any taxable profits it generates. Careful management of predicted surpluses through timely acquisition of land and property can limit its tax liability, as can the use of appropriate tax reliefs (for example on interest payments), although this does require the identification of

available assets to purchase that fit with housing company objectives. However, it is important that the minimisation of corporation tax does not drive the activity of the housing company.

32. The company will not benefit from the Council's ability to recover VAT so will have to pay VAT on VAT able service supplied to it and will not be able to recover VAT charged on for example repair costs and fees associated with management of rented stock.
33. The Council will need to estimate and charge to the company, services such as housing management, finance, legal and maintenance.
34. As with the Council, Stamp Duty Land Tax (SDLT) would be payable on any land or property acquisitions from third parties. Group company relief may be possible to obtain on transfers from the Council to the company. The company would need to take proper tax advice on each project/transaction.
35. The company must be and remain a viable entity. A rolling 40 year business plan for the housing company will be maintained to support the planning of development activity over the long. It is envisaged that the business plan will be approved on an annual basis by the council as the main shareholder, in accordance with the shareholder's agreement.
36. The housing company will not have funding at the outset and it is therefore necessary that working capital should be made available to ensure it can financially operate from day one. It is therefore proposed that the Council will make available these resources in the form state aid compliant loans as part of the £12.5 million.
37. Given the company will be a wholly owned subsidiary of the Council the VAT planning obligations and structures adopted by the company must at all times be established with a mind to both the company's taxation responsibilities but also the VAT position of the Council as a whole.
38. Along with corporation tax the company's business plan will need to provide for cyclical and ad-hoc maintenance costs, housing management, rental admin., audit and final accounts obligations as well as any additional procured services needed to oversee its revenue obligations.
39. Future income stream risk obligations created as a result offered by the activity of the housing company will be incorporated into the Council's Medium Term Financial Plan accordingly, as will the associated risks aligned with the company's activities.
40. The formation of the Company will require the appointment of officers of the Council to act as Directors of the Housing Company Board. Normally this would require the Council to take out separate insurance

for these officers as indemnity for any decisions made when acting as Board Directors. The Local Authorities (Indemnities for Members and Officers) Order 2004 gives local authorities the power to provide indemnity cover for its members and officers who are working for a local authority-owned company. In effect, this would allow the Council to include this risk on its own insurance policy (and pay for it) should it choose to do so. The use of such an order would require a formal resolution from Council.

41. Start-up costs for the company are estimated to be in the order of £40,000 which paid for from the Councils General Fund for which a recommendation will need to be made to Council to establish the budget in 2016/17. The amount will be funded from reserves.
42. In accordance with the Treasury Management Strategy approved at Council on 17 February 2016 the that the Council will make no Minimum Revenue Provision (MRP), as per Regulations 27 and 28 in the Local Authorities (Capital Finance and Accounting) (England) Regulations 2003 [SI 3146, as amended] Since it is expected that the investment is repaid in full.

Environmental Impact

43. Environmental sustainability will be a key consideration for all developments undertaken by the housing company.

Equalities Impact– see appendix 2

Name and contact details of author:-
Name: Stephen Clarke
Job title: Head of Housing and Property Services
Service Area / Department: Housing and Property Services
Tel: 01865 252447 e-mail: sclarke@oxford.gov.uk

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
Business Plan insufficiently robust	Housing company over estimates land prices, house values, potential rents and/or build costs	Threat	Insufficient expertise and experience of housing development especially in the open market	Housing company becomes unviable	18/11/15	Stephen Clarke	4	2	4	2	4	1		Garner internal experience achieved through AHP1 and elsewhere. Employ appropriate expertise to ensure continuous market intelligence. Update development business plans through development appraisal software regularly and report them to housing company board. Use appropriate development parameters on surpluses to ensure business plan remains strong. Appoint director with considerable development experience	Ongoing	Ongoing	50	Alan Wylde
High build costs	Housing company business plan threatened by higher than anticipated build costs	Threat	Insufficient market knowledge	Developments may return less surpluses or become unviable leading to a reduced quantum of affordable housing.	18/11/15	Stephen Clarke	3	2	2	2	2	1		Continuous review of current build costs and benchmarking against other developments. Regularly review build techniques and consider off site manufacturing methods. Appointment of experienced Employer's Agents to advise on construction procurement and manage sites to completion.	Ongoing	Ongoing	50	Alan Wylde
Housing market downturn	Anticipated receipts not achievable due to dip in market	Threat	Macroeconomic problems	Developments may return less surpluses or become unviable leading to a reduced quantum of affordable housing.	18/11/15	Stephen Clarke	3	1	2	1	2	1		The cross tenure approach of the housing company allows for sale homes to be operated as rented homes until market recovery allows them to be sold. All sites to be assessed for viability and updated regularly with sensitivity analysis on various housing market	Ongoing	Ongoing	50	Alan Wylde
Potential to support estate regeneration	Possibility of using housing company surpluses to gap fund estate regeneration	Opportunity	Successful operation of housing company	Regeneration	18/11/15	Stephen Clarke	4	1	4	1	4	3		Continuous review of regeneration opportunities in context of housing company business plan.	Ongoing	Ongoing	50	Alan Wylde

Rising Interest Rates	Housing company business plan threatened by higher than anticipated interest rates	Threat	Macroeconomic problems	Developments may return less surpluses or become unviable leading to a reduced quantum of affordable housing.	23/02/16	Stephen Clarke	3	2	2	2	2	1		The Council and housing company will continuously review funding arrangements for the company. The use of fixed rate loans will greatly mitigate this risk.All schemes will have to demonstrate their viability at the prevailing interest rates	Ongoing	Ongoing	50	Alan Wylde

Appendix 2

Housing Company - 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?

No groups have been identified as being potentially disadvantaged by these proposals. The equality impacts will all be positive as the creation of a housing company will lead to the provision of further affordable housing for those who cannot access market housing and the homes will be built to the latest design standards incorporating Lifetime Homes Standard features to maximise accessibility.

The council has considered the fact that if, subject to negotiation, the phase 1 Barton park homes will be transferred to the company not the council, the tenants will therefore not be council tenants (and will have different rights) but it is not considered that this will give rise to any Equalities Act issues.

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 being considered.

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

Not applicable.

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 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

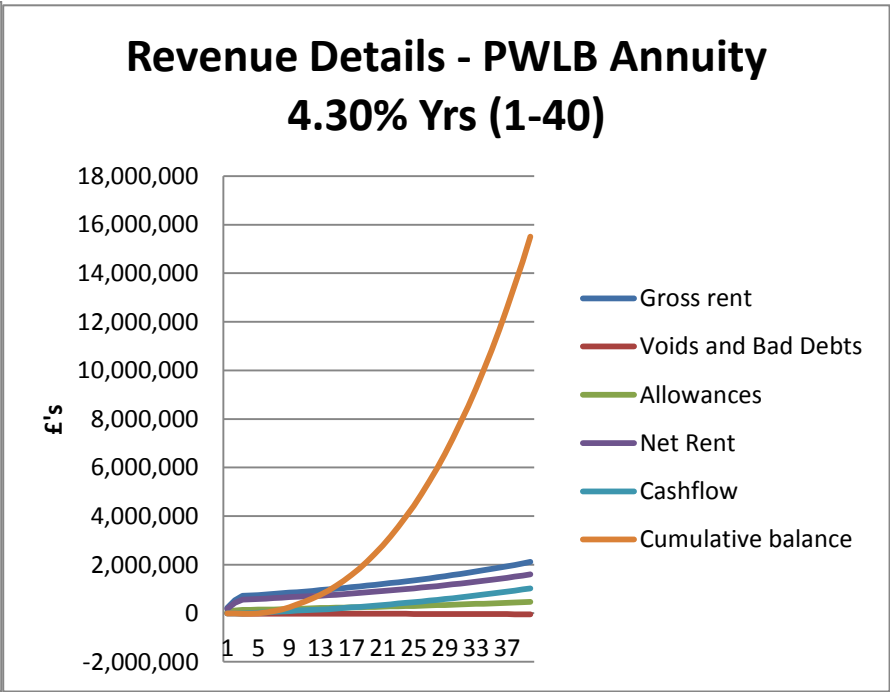
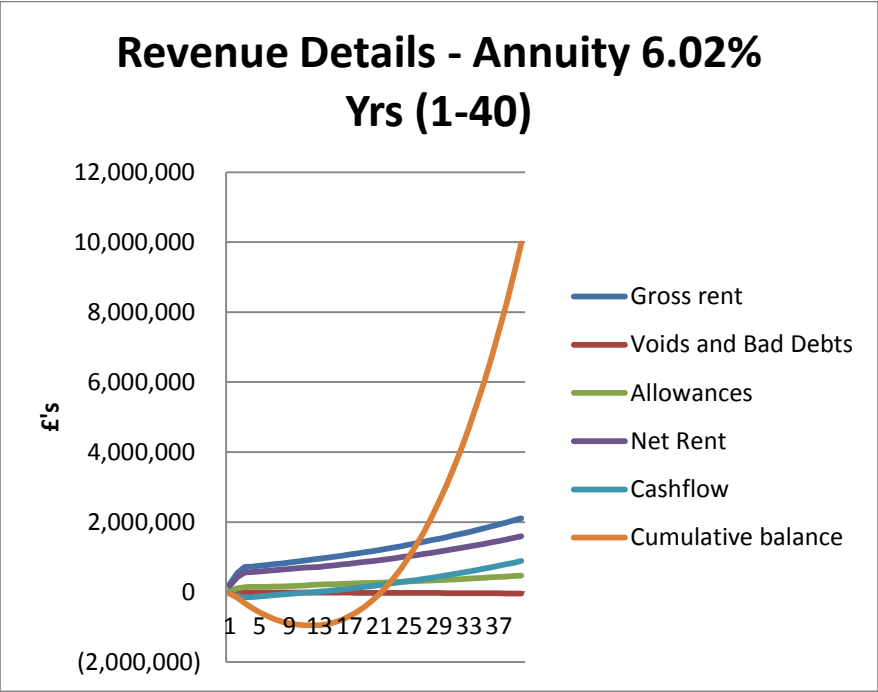
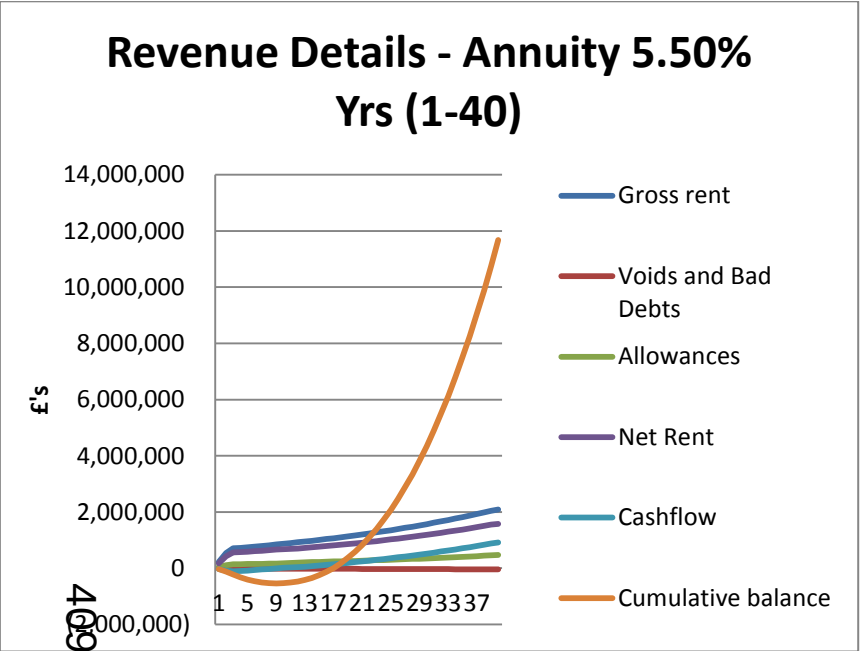
No changes identified

Lead officer responsible for signing off the EqIA: Alan Wylde

Role: Housing Development and Enabling Manager

Date: 22/2/16

Appendix 3
Loan and Revenue Chart Comparisons of Financial Performance



This page is intentionally left blank

MINUTES OF THE CITY EXECUTIVE BOARD

Thursday 11 February 2016



COUNCILLORS PRESENT: Councillors Price (Leader), Turner (Deputy Leader), Brown, Hollingsworth, Kennedy, Lygo, Rowley, Simm, Sinclair and Tanner.

OTHER MEMBERS PRESENT:

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), Lindsay Cane (Legal Services Manager), Caroline Green (Assistant Chief Executive), Stephen Clarke (Head of Housing and Property), Jane Winfield (Regeneration and Major Projects - Team Manager), Ian Wright (Service Manager Environmental Health), Julia Tomkins (Grants & External Funding Officer) and Catherine Phythian (Committee Services Officer)

163. APOLOGIES FOR ABSENCE

Apologies for absence were received from the Head of Financial Services.

164. DECLARATIONS OF INTEREST

The following declarations of interest were noted with regard to Minute item 173:

Cllr Price - South Oxford Adventure Playground Committee
Cllr Kennedy – Citizens Advice Bureau and Bullingdon Community Association
Cllr Lygo - Oxfordshire Play Association and Pegasus Theatre
Cllr Simm - Donnington Doorstep family centre
Cllr Sinclair - Headington Action
Cllr Tanner - Donnington Doorstep family centre

165. PUBLIC QUESTIONS

There were no public questions.

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

Councillor Fooks addressed the Board on agenda item 19. Her comments are included in the minute for that item (190).

167. COUNCILLOR ADDRESSES ON NEIGHBOURHOOD ISSUES

There were no Councillor addresses on neighbourhood issues.

168. SCRUTINY COMMITTEE REPORTS

The Chair of the Scrutiny Committee noted the Board's responses to the recommendations of the Guest Houses Review Group and said that he would refer these to the next meeting of the Scrutiny Committee to enable a thorough consideration by members of the Committee and Review Group.

The Chair of the Scrutiny Housing Panel presented the report and recommendations on the Private Sector Housing Policy. She said that she was pleased to note that all 5 of the recommendations had been accepted by the Board. She said that the Panel were keen to ensure that the views of tenants were captured in the consultation and referenced the example of the Positive Futures work with young people. It was suggested that the consultation should involve the students unions for both universities. The Board noted that problems with parking, waste and bulky waste at HMOs remained emotive issues.

The following Scrutiny Committee reports and recommendations were considered as part of the substantive discussion of those items:

- Scrutiny Budget Review 2016 -17
- Capital Strategy
- Treasury Management Strategy
- Energy and Water Supply Procurement
- Corporate Plan
- Scrutiny Budget Review - suggested CEB response to recommendations

169. CORPORATE PLAN 2016/20

The Assistant Chief Executive submitted a report which detailed the results of the consultation on the draft Corporate Plan 2016 – 2020 and proposed its adoption.

The Assistant Chief Executive confirmed that the version of the Corporate Plan which would be submitted to Council had been fully fact-checked in light of the recent changes to local government finance and national policy.

The Board noted the Scrutiny Committee concerns regarding the low number of responses. The recommendation relating to the corporate success measures had been rejected because tenant satisfaction was already measured and the

proposed measure for new homes granted permission was outside the Council's control.

The City Executive Board resolved to:

1. **approve** the draft Corporate Plan 2016 -2020 as set out in Appendix 1; and
2. **recommend Council to resolve** to approve the draft Corporate Plan 2016 – 2020 and delegate authority to the Assistant Chief Executive to make minor textual/formatting changes to the Corporate Plan 2016 – 2010 in advance of formal publication.

170. MEDIUM TERM FINANCIAL STRATEGY 2016-17 TO 2019-20 AND 2016-17 BUDGET

Councillor Brown joined the meeting.

The Head of Financial Services submitted a report which presented the outcome of the budget consultation and seeks agreement to the Council's Medium Term Financial Strategy for 2016-20 and 2016-17 Budget for recommendation to Council.

The Executive Board Member Finance, Asset Management and Public Health presented the report. He thanked the Scrutiny Finance Panel for their contribution and recommendations. The Board agreed that the involvement of the Scrutiny Finance Panel was a welcome and productive part of the Council's budgeting process. He thanked the Head of Financial Services and his team for all their hard work in preparing the budget and noted that they had been accurate in their predictions concerning the Government's financial settlement.

He informed the Board that the Government's Final Finance Settlement announcements on 8 February 2016 together with the passage of the Welfare Reform and Work Bill through Parliament had necessitated the changing of two of the recommendations to Council as detailed in the supplementary report submitted to the Board.

In discussion the Board noted the following points:

Settlement Funding Assessment (SFA) – the forced reduction in funding over the period represented a significant challenge and it was to the Council's credit that services had been safeguarded

Retained Business Rates – this was an area of significant uncertainty and volatility

Revenue Support Grant four year funding settlement - the opportunity to bid for this funding was welcome but there was no guarantee that the income would be forthcoming. The Executive Board Member Finance, Asset Management and Public Health confirmed that he and the s151 Officer would refer any substantive considerations to the Board.

Capital programme – this would provide some buffer and delay/minimise any immediate adverse impact on the revenue budget; all schemes on the waiting list had been moved to the main capital programme

Efficiency savings – the management and administration reviews had delivered savings in the current year. There were two areas to consider for future efficiency savings:

- creating a more sustainable income from exploiting assets and commercial rents
- encourage the take up of more web-based transactions / payments

The Chair of the Scrutiny Committee presented the Finance Panel's recommendations on the budget noting that 18 of the 24 recommendations had been accepted. He urged the Board to consider the benefits of adopting a gross budget based approach in the future. With regard to the remaining 6 recommendations the Board noted the following responses:

- Recommendation 6 – Agreed in part but noting the environmental and planning considerations.
- Recommendation 8 – Agreed in part. The Board agreed in principle but ultimately it was not in the Council's control.
- Recommendation 9 – Agreed in part. The Board agreed in principle but did not think that the examples given were particularly representative of the point at issue.
- Recommendation 11 – Not agreed. There was no underspend in this area.
- Recommendation 16 – Not agreed. The Board would maintain a watching brief and meet its legal obligations.
- Recommendation 19 – Not agreed. The need for a programme based approach to capital works was less relevant for this Council because we retained a Direct Services function.

In conclusion the Board agreed to add an additional recommendation based on the proposal set out at paragraph 20 of the report: *It is recommended that the decision to join the Business Rates Distribution Group is delegated to the Section 151 Officer in consultation with the Executive Member for Finance and Asset Management and Public Health once business rates estimates for 2016-17 are known for all Districts within Oxfordshire.*

The City Executive Board resolved to recommend Council to:

1. **approve** the General Fund Budget Requirement of £19.853 million for 2016/17 and an increase in the Band D Council Tax of 1.99% or £5.55 per annum as set out in Table 8 and Appendices 1-4, representing Band D Council Tax of £284.52 per annum. The additional amount of £146k over the four year period to go towards the funding of the Council's General Fund Capital Programme;
2. **approve** the continuance of the Council's Council Tax Support Scheme (formerly Council Tax Benefit);

3. **approve** the Housing Revenue Account budget for 2016/17 of £43.487 million and a reduction of 1% (£1.06/wk) in social dwelling rents from April 2016 giving a revised weekly average social rent of £104.79 as set out in Appendix 4 for all Council dwellings other than sheltered accommodation. In respect of sheltered accommodation that a rent increase of 0.9% is applied (average £0.88 per week increase) generating an additional income originally proposed of £27,000 for one year to be used in full or in part for improvements in the provision of sheltered accommodation. Such changes will be subject to the Welfare Reform and Work Bill becoming law and no exemption being granted) but that in the event that an exemption or partial exemption is granted that the rent be increased in accordance with the terms of the exemption or partial exemption subject to notice being given to tenants of the proposed rent increase. In that event a further report will be made to CEB and Council detailing the consequential effect on the Housing Revenue Account budget
4. **approve** the Capital Programme for 2016-20 as set out in Appendix 6 subject to funding availability from 2017-18 onwards;
5. **approve** the Fees & Charges schedule as set out in Appendix 8;
6. **delegate** to the Section 151 Officer in consultation with the Executive Board Member for Finance, Asset Management and Public Health the decision to apply for the four year funding settlement and determine whether it is financially advantageous for the Council to enter into a Business Rates Distribution Agreement as referred to in paragraphs 13 and 17-18; and
7. **delegate** to the Section 151 Officer in consultation with the Executive Board Member for Finance, Asset Management and Public Health the decision to join the Business Rates Distribution Group once business rates estimates for 2016-17 are known for all Districts within Oxfordshire.

171. CAPITAL STRATEGY 2016-17

The Head of Financial Services submitted a report which presented the Capital Strategy 2016-17 for approval.

The Executive Board Member, Finance, Asset Management and Public Health presented the report and drew attention to the changes incorporated within the strategy:

- The explanation of what constitutes capital investment has been amended to include loans and grants to other organisations for capital purposes and the payment to the Government for the sale of High Value Council Housing
- Membership of the Capital Asset Management and Capital Board has been amended to reflect changes in organisational structure
- New freedoms around the use of capital receipts have been incorporated
- Given the financial pressures on the General Fund there is limited use of prudential borrowing to finance the General Fund Capital Programme

- The prudential borrowing that is planned is for specific projects which adhere to prudent financial criteria and hence do not result in increased ongoing revenue financial pressures
- The announcement of changes to the Housing Revenue Account, including the sale of High Value Council Housing, means that borrowing will be taken out to fund capital works on the HRA

The Chair of the Scrutiny Committee asked the Board to reconsider its rejection of the Scrutiny Finance Panel recommendation that an evaluation should be undertaken of how the Council could make best use of its grant funding for infrastructure at Oxpens. The Board noted that development was expected to be completed significantly before the 2027 deadline and that in fact contracts had to be let within five years. Alternative investment options were considered to be too high risk in the medium term but it might be possible to review the approach in about three to five years.

The Chair said that the Board and Scrutiny Committee involvement would be a key element in the on-going Oxpens development.

The City Executive Board resolved to:

1. **approve** the Capital Strategy 2016-17 attached at Appendix A.

172. TREASURY MANAGEMENT STRATEGY 2016-17

The Head of Financial Services submitted a report which presented the Council's Treasury Management Strategy for 2016/17 together with the Prudential Indicators for 2016/17 to 2018/19.

The Executive Board Member, Finance, Asset Management and Public Health presented the report and said that he was pleased to accept both the Scrutiny recommendations.

The Board discussed the uncertainty surrounding interest rate projections and noted that on an operational basis the officers were proactively looking for the best possible return on investment.

The City Executive Board resolved to recommend that Council resolves to:

1. Approve the Treasury Management Strategy 2016/17, and adopt the Prudential Indicators for 2016/17 – 2018/19 as set out in paragraphs 7 to 41, and Appendix 2;
2. Approve the Investment Strategy for 2016/17 and investment criteria as set out in paragraphs 21 to 38 and Appendix 1; and
3. Approve the Minimum Revenue Provision (MRP) Statement at paragraphs 11 to 20 which sets out the Council's policy on debt repayment.

173. GRANT ALLOCATIONS TO COMMUNITY AND VOLUNTARY ORGANISATIONS FOR 2016-2017

The Head of Community Services submitted a report which detailed the proposed allocation of grants to community and voluntary organisations through the Community Grants Programme.

The Executive Board Member, Culture and Communities presented the report and thanked the Grants & External Funding Officer and her colleagues for their continuing hard work in this area. She said that this programme was a good example of how the Council continued to work with the local community and voluntary sector to alleviate poverty and create a vibrant city for all residents. She said that the current political and economic climate meant the Council's grant programme faced increasing pressures and so it was essential that the grant applications were subject to a robust evaluation process.

She also thanked the Scrutiny Committee for its comments, noting the suggestions that the evaluation criteria might need to be reviewed in the future in the light of the wider economic climate and cuts to County Council services and also that consideration should be given to increasing the funding available through the "open bidding" element of the scheme.

Subject to Council subsequently agreeing the grants budget as set out in Table 1 of the report, the City Executive Board resolved to:

1. **Approve** the recommendations for the second year of a three year commissioning programme as listed in Appendix 1;
2. **Approve** the recommendations for the applications received to the grants annual open bidding programme as set out in Appendix 2; and
3. **Approve** the recommendation to delegate authority to the Executive Director for Organisational Development and Corporate Services in conjunction with the Executive Members for Customer and Corporate Services and Culture and Communities to allocate the residual unallocated funding (£20,000) in the Advice and Money Management commissioning theme.

174. GO ULTRA LOW OXFORD GRANT FUNDING

The Director Community Services submitted a report which sought the necessary budget approval and delegated authority to allow officers to deliver a project to address on-street electric vehicle charging.

The Board Member, Climate Change and Cleaner Greener Oxford presented the report explaining that as part of a £35m national programme to accelerate electric vehicle take up, the Council and its partners have been awarded £800k capital and £16k revenue funding by Office of Low Emission Vehicles (OLEV). He congratulated the Environmental Sustainability Team on their success in working with the County Council and BMW Group UK to secure the funding.

The Chair of Scrutiny said that the Scrutiny Committee held a thorough discussion with officers on the detail of the project and had suggested that officers should consider working with local car clubs to promote the scheme.

The City Executive Board resolved to:

1. **Grant project approval** for the on-street electric vehicle charging project referred to in this report;
2. **Authorise** officers to complete negotiations with OLEV with a view to the Council being appointed as the accountable body for, and receiving grant funding under, a funding agreement with OLEV; and
3. **Delegate** to the Director of Community Services, in consultation with the Monitoring Officer and Section 151 officer, the authority to enter into:
 - a. a grant agreement with OLEV;
 - b. appropriate agreements with our bid partners; and also with all third parties required to deliver the project subject to their being selected under an appropriate procurement process.

175. NEW LEASE AT PATHWAYS OXFORD, DUNNOCK WAY

The Director, Regeneration and Housing submitted a report which proposed that the new lease of the Pathways Workshop should be below market rent.

The Executive Board Member for Finance, Asset Management and Public Health presented the report and recommended it to the Board on the basis that this was another way in which the Council could support the work of the community and voluntary sector in the city.

The City Executive Board resolved to:

1. **agree** a new lease to be granted at the Pathways Workshop at below market rent; and
2. **delegate authority** to the Executive Director of Regeneration and Housing to vary these lease terms to accommodate any particular concerns raised by the parties where this is without prejudice to the Council's position.

176. SALE OF BRASENOSE FARM HOUSE SITE

The Head of Housing and Property submitted a report which sought approval of the sale of Brasenose Farmhouse and yard which is held as a General Fund investment asset.

The Executive Board Member for Finance, Asset Management and Public Health presented the report and recommended it to the Board.

The City Executive Board resolved to:

1. **Approve** the sale of Brasenose Farmhouse and yard on the basis of the valuation set out in Appendix 3; and
2. **Delegate authority** to the Executive Director for Regeneration and Housing to vary those terms on condition that the revised terms continue to represent the best consideration reasonably obtainable.

177. AWARD OF NEW CONTRACTS FOR BUILDING AND HOUSING MATERIALS

The Head of Direct Services submitted a report which detailed the arrangements for the award of new contracts for building and housing materials, specifically: plumbing and heating, gas spares, building materials, and electrical.

The Executive Board Member for Finance, Asset Management and Public Health presented the report and recommended it to the Board.

The City Executive Board resolved to:

1. **Grant delegated authority** to the Executive Director of Community Services in consultation with the Corporate Procurement Manager, to award new contracts to the suppliers of building and housing materials, specifically: plumbing and heating, gas spares, building materials, and electrical materials, as selected in accordance with the procurement process described in the report.

178. ENERGY & WATER SUPPLY CONTRACT PROCUREMENT APPROACH 2016 - 2020

The Head of Community Services submitted a report which sought approval for the approach to the procurement of energy and water for the period 1 October 2016 to 30 September 2020.

The Board Member, Climate Change and Cleaner Greener Oxford presented the report and recommended it to the Board. The Chair of Scrutiny said that the proposals had been reviewed by the Finance Scrutiny Panel and he was pleased to note that the Panel's two recommendations had been accepted by the Board.

The City Executive Board resolved to:

1. **approve** the use of the Kent County Council energy procurement framework via its trading arm LASER (the specialist public sector energy buying organisation) for a further four years (2016-2020) to procure the Council's energy contracts from October 2016 and water contracts from April 2017;
2. **approve** the continuation of the energy purchasing approach of:
 - a) a flexible contract for larger electricity and gas supplies
 - b) a fixed term fixed price contract for smaller quarterly billed supplies;

3. **delegate authority** to the Director of Community Services in consultation with the Head of Financial Services to select the most appropriate 'flexible energy contract basket' option; and
4. **approve** that, as part of the annual budget setting process, the Lead Member will determine the proportion of renewable energy purchased under the contract each year in consultation with the Head of Financial Services (S151 Officer) and Director of Community Services.

179. REPLACEMENT OF HOUSING SYSTEMS

The Head of Business Improvement submitted a report which sought project approval for the purchase of new Housing IT Systems.

Councillor Rowley, Executive Board Member for Housing presented the report explaining that this was a straightforward re-tendering exercise to deliver improved efficiency and new functionality.

The City Executive Board resolved to:

1. **grant project approval** for the tendering of the Council's housing systems; and
2. **delegate authority** to the Executive Director Organisational Development and Corporate Services to award the contract for new Housing IT System(s) on the basis of the most economically advantageous bid.

180. PRIVATE SECTOR HOUSING POLICY (PRE-CONSULTATION)

The Executive Director of Regeneration & Housing submitted a report which presented a draft Private Sector Housing Policy for discussion and amendment prior to public consultation.

The Board Member, Corporate Strategy and Economic Development presented the report and thanked officers for their work. He highlighted the following points:

- The Council's Award winning Additional HMO Licensing Scheme is a major plank in the Council's approach to regulating and improving some of the worst housing stock in Oxford. The Licensing Scheme will be maintained and further refined and improved, with a greater focus on unlicensed HMOs
- Regulation and Improvement of Continuing and extending the proactive work being carried out in the non-HMO rented sector to regulate and improve Dwellings Occupied by Families or Single Occupants
- Identifying and introducing a Selective Licensing Scheme to deal with poor management and property conditions and address anti-social behaviour associated with non-HMO privately rented properties
- Dealing with unlawful developments being used as substandard accommodation and ensuring that "beds in sheds" do not become an accepted feature of the PRS in Oxford

- Continuing to support some of the most vulnerable people in Oxford by providing facilities which enable them to live in their own homes with dignity, and provide support allowing them to get home from hospital
- Enabling funding for home improvements for owner-occupied properties in poor condition.

In discussion the Board noted that there was no single source of information on the numbers of privately rented properties in the city. Officers drew on a variety of data sources including census data and publicly available information from estate agents. For this reason the Board felt that the number of private rented properties in the city detailed in the report was probably understated.

The Board learnt that this scheme would seek to replicate the HMO licensing scheme and learn from that process. The consultation was part of the evidence gathering and a further report covering the results of the consultation and setting out the detailed arrangements for the scheme would be submitted later in the year.

The Board noted with concern the growing public misconception that the HMO licensing scheme had contributed to the increase in rents across the city. They agreed that this needed to be challenged and corrected. The Executive Director of Regeneration & Housing undertook to include a rebuttal statement as part of the consultation.

The City Executive Board resolved to:

1. **Approve** the draft Private Sector Housing Policy 2016 – 2019 for public consultation.

Councillor Turner left the meeting during consideration of this item.

181. EXTERNALLY LEASED HRA PROPERTIES - RENT SETTING

The Head of Housing and Property submitted a report detailing the basis for the charging of rent for externally leased HRA property to partner organisations as supported housing.

Councillor Rowley, Executive Board Member for Housing commended the report to the Board as it supported the objectives of the Housing Strategy by providing supported accommodation to vulnerable persons at affordable rents.

The City Executive Board resolved to:

1. **Agree** rent setting on the basis set out in paragraphs 5, 6 and 7 of the report.

182. ITEMS RAISED BY BOARD MEMBERS

No items were raised by Board Members.

183. MINUTES

The Board resolved to **approve** the minutes of the meeting held on 21 January 2016 as a true and accurate record.

184. MATTERS EXEMPT FROM PUBLICATION

The City Executive Board resolved to exclude the press and public from the meeting during consideration of the item in the exempt from publication part of the agenda in accordance with the provisions in Paragraph 21(1)(b) of the Local Authorities (Executive Arrangements) (England) Regulations 2000 on the grounds that their presence could involve the likely disclosure of exempt information as described in specific paragraphs of Schedule 12A of the Local Government Act 1972 and that, in all the circumstances of the case, the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

185. SALE OF BRASENOSE FARM HOUSE SITE - CONFIDENTIAL APPENDIX

The Board received and **noted** the contents of the not for publication appendix to the report on the sale of Brasenose Farm House site (agenda item 14; minute 176).

186. EXTERNALLY LEASED HRA PROPERTIES - RENT SETTING - CONFIDENTIAL APPENDIX

The Board received and **noted** the contents of the not for publication appendix to the report on externally leased HRA properties (agenda item 19; minute 181).

The meeting started at 5.00 pm and ended at 6.40 pm