

Agenda

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City Executive Board

Date: **Tuesday 20 March 2018**

Time: **5.00 pm**

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

For any further information please contact:

John Mitchell, Committee and Member Services Officer

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

City Executive Board

Membership

Chair	Councillor Susan Brown	Customer and Corporate Services
	Councillor Tom Hayes	Community Safety
	Councillor Alex Hollingsworth	Planning and Regulatory Services
	Councillor Bob Price	Corporate Strategy and Partnerships
	Councillor Mike Rowley	Housing
	Councillor Dee Sinclair	Culture and Communities
	Councillor Linda Smith	Leisure, Parks and Sport
	Councillor John Tanner	A Clean and Green Oxford
	Councillor Marie Tidball	Young People, Schools and Public Health
	Councillor Ed Turner	Finance and Asset Management

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](#)

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- downloaded from our website
- viewed using the computers in the Customer Services, St Aldate's, or
- subscribed to electronically by registering online at mycouncil.oxford.gov.uk

AGENDA

PART ONE PUBLIC BUSINESS

Pages

1 APOLOGIES FOR ABSENCE

2 DECLARATIONS OF INTEREST

3 ADDRESSES AND QUESTIONS BY MEMBERS OF THE PUBLIC

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

5 COUNCILLOR ADDRESSES ON NEIGHBOURHOOD ISSUES

6 ITEMS RAISED BY BOARD MEMBERS

7 SCRUTINY COMMITTEE REPORTS

11 - 44

Report of the Oxford Living Wage Review Group, Commissioned by
Scrutiny Committee.

The report will be introduced by Councillor Mark Ladbroke, Chair of
the Review Group. The Board Member's response to the Group's
recommendations will be issued as a supplement to this agenda.

8 ALLOCATION OF HOMELESSNESS PREVENTION FUNDS 2018/19

45 - 70

Lead Member: Housing (Councillor Mike Rowley)

The Head of Housing Services has submitted a report seeking the City
Executive Board's approval to the allocation of homelessness
prevention funds with the purpose of helping meet the objectives of the
Homelessness Strategy.

Recommendations: That the City Executive Board resolves to:

1. **Approve** the allocation of Homelessness Prevention funds to
commission homelessness services in 2018/19 as outlined in
paragraph 34 of the report;
2. **Recommend** to City Executive Board and the Chief Finance
Officer that any savings from 2017/18 budget allocations for
Homelessness Prevention activities are considered to be carried

forward at the end of the financial year in order to fund necessary services in 2018/19 and 2019/20 as outlined at paragraphs 27-29 of the report; and

3. **Delegate** to the Head of Housing in consultation with the portfolio holder the discretion to revise the intended programme if required.

9 **DRAFT TENANCY STRATEGY AND TENANCY POLICY 2018-2023**

71 - 124

Lead Member: Housing (Councillor Mike Rowley)

The Head of Housing Services has submitted a report to request that the City Executive Board approves the Draft Tenancy Strategy and Tenancy Policy 2018-2023 (and associated appendices) as draft documents to be published for a period of public consultation.

Recommendations: That the City Executive Board resolves to:

Approve the Draft Tenancy Strategy and Tenancy Policy 2018-23 (and associated appendices) as draft documents to be published for a period of public and stakeholder consultation.

10 **SUMMERTOWN AND ST MARGARET'S NEIGHBOURHOOD PLAN**

125 - 284

Lead Member: Planning, Sustainability & Regulatory Services (Councillor Alex Hollingsworth)

The Head of Planning, Sustainable Development and Regulatory Services has submitted a report seeking the City Executive Board's endorsement of the consultation draft Summertown and St. Margaret's Neighbourhood Plan as required by Regulations.

Recommendations: That the City Executive Board resolves to:

1. **Agree** that the legal tests have been met and to proceed with the consultation stage;
2. **Endorse** the Draft Summertown and St. Margaret's Neighbourhood Plan for consultation; and
3. **Proceed** with the neighbourhood plan process by submitting the consultation responses and the draft plan for independent examination.

11 **WARD BOUNDARIES**

285 - 318

Leader Member: Council Leader (Councillor Susan Brown)

The Electoral Registration Officer has submitted a report to brief the City Executive Board on the ward boundary review and ask it to

recommend a ward scheme to the Local Government Boundary Commission for England.

Recommendation: That the City Executive Board resolves to:

Propose a new scheme of wards based on a council size of 48 councillors to the Local Government Boundary Commission for England.

12 INTEGRATED PERFORMANCE REPORT FOR QUARTER 3

319 - 336

Lead Member: Finance & Asset Management (Councillor Ed Turner)

The Head of Financial Services and Head of Business Improvement have submitted a report to update Members on Finance, Risk and Performance as at 31st December 2017.

Recommendation: That the City Executive Board resolves to:

Note the projected financial outturn and current position on risk and performance as at the 31st December 2017.

13 HIGHWAYS MAINTENANCE

337 - 348

Lead Member: Planning, Sustainability & Regulatory Services (Councillor Alex Hollingsworth)

The Executive Director Sustainable City has submitted a report to seek authority to enter into an Agency Agreement with Oxfordshire County Council to provide highway maintenance services on the classified road network in the City, in addition to the works already undertaken on minor roads under section 42 of The Highways Act 1980.

Recommendations: That the City Executive Board resolves to:

1) **Authorise** the Executive Director Sustainable City, in consultation with the Portfolio Holder, Monitoring Officer and Section 151 officer, to negotiate and enter into an agency agreement with Oxfordshire County Council under which Oxford City Council would be appointed to carry out certain highway maintenance on the classified road network in the City as the agent of Oxfordshire County Council, in accordance with the provisions of s101 Local Government Act 1972 and other enabling legislation;

2) **Authorise** the proposed Service Contract with Oxford Direct Services Ltd be extended to cover the provision of these works as the sub-contractor of Oxford City Council;

3) **Note** that in entering into the proposed contract with Oxfordshire County Council, up to three members of Oxfordshire County Council staff may be subject to the TUPE regulations, and thus would transfer their employment to Oxford Direct Services Ltd; and

4) **Recommend** to Council the inclusion of a gross expenditure and gross income budget of £1.56 million for the year 2018-19 i.e. nil cost to the Council

14 MINUTES

349 - 360

Recommendation: The City Executive Board NOTES the minutes of the meeting held on 13 February 2018 as a true and accurate record.

15 DATES OF FUTURE MEETINGS

Meetings are scheduled for the following dates:

- 17 April
- 22 May
- 13 June
- 11 July
- 14 August

All meetings start at 5pm.

16 MATTERS EXEMPT FROM PUBLICATION

If the Board wishes to exclude the press and the public from the meeting during consideration of any of the items on the exempt from publication part of the agenda, it will be necessary for the Board to pass a resolution in accordance with the provisions of Paragraph 4(2)(b) of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012 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.

The Board may maintain the exemption if and so long as, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

PART TWO **MATTERS EXEMPT FROM PUBLICATION**

17 HIGHWAYS MAINTENANCE - CONFIDENTIAL APPENDICES

361 - 386

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.

Member's 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.

HOW OXFORD CITY COUNCILLORS AND MEMBERS OF THE PUBLIC CAN ENGAGE AT THE CITY EXECUTIVE BOARD

Addresses and questions by members of the public, (15 minutes in total)

Members of the public can submit questions in writing about any item for decision at the meeting. Questions, stating the relevant agenda item, must be received by the Head of Law and Governance by 9.30am two clear working day before the meeting (eg for a Tuesday meeting, the deadline would be 9.30am on the Friday before). Questions can be submitted either by letter or by email (executiveboard@oxford.gov.uk).

Answers to the questions will be provided in writing at the meeting; supplementary questions will not be allowed. If it is not possible to provide an answer at the meeting it will be included in the minutes that are published on the Council's website within 2 working days of the meeting.

The Chair has discretion in exceptional circumstances to agree that a submitted question or related statement (dealing with matters that appear on the agenda) can be asked verbally at the meeting. In these cases, the question and/or address is limited to 3 minutes, and will be answered verbally by the Chair or another Board member or an officer of the Council. The text of any proposed address must be submitted within the same timescale as questions.

For this agenda item the Chair's decision is final.

Councillors speaking at meetings

Oxford City councillors may, when the chair agrees, address the Board on an item for decision on the agenda (other than on the minutes). The member seeking to make an address must notify the Head of Law and Governance by 9.30am at least one clear working day before the meeting, stating the relevant agenda items. An address may last for no more than three minutes. If an address is made, the Board member who has political responsibility for the item for decision may respond or the Board will have regard to the points raised in reaching its decision.

Councillors speaking on Neighbourhood issues (10 minutes in total)

Any City Councillor can raise local issues on behalf of communities directly with the Board. The member seeking to make an address must notify the Head of Law and Governance by 9.30am at least one clear working day before the meeting, giving outline details of the issue. Priority will be given to those members who have not already addressed the Board within the year and in the order received. Issues can only be raised once unless otherwise agreed by the Board. The Board's responsibility will be to hear the issue and respond at the meeting, if possible, or arrange a written response within 10 working days.

Items raised by Board members

Such items must be submitted within the same timescale as questions and will be for discussion only and not for a Board decision. Any item which requires a decision of the Board will be the subject of a report to a future meeting of the Board

To: City Executive Board
Date: 20 March 2018
Report of: Scrutiny Committee
Title of Report: Report of the Oxford Living Wage Review Group

Summary and recommendations	
Purpose of report:	To present the report and recommendations of the Scrutiny Committee's Oxford Living Wage Review Group
Key decision:	No
Executive Board Members:	Councillor Susan Brown, Leader of the Council Councillor Bob Price, Corporate Strategy and Economic Development
Scrutiny Lead Member	Councillor Mark Ladbroke, Chair of the Oxford Living Wage Review Group
Corporate Priority:	A Vibrant and Sustainable Economy
Policy Framework:	Corporate Plan
Recommendations: That the City Executive Board states whether it agrees or disagrees with the fifteen Scrutiny recommendations on the Oxford Living Wage.	

Appendices	
1	Report of the Oxford Living Wage Review Group
1a	Scope of Oxford Living Wage Review
1b	Acknowledgements
1c	Summary of survey responses

1. The Scrutiny Committee established the Oxford Living Wage Review Group, chaired by Councillor Mark Ladbroke, in summer 2017.
2. The Committee considered and approved the report of the Living Wage Review Group at a meeting on 6 March 2018.
3. The Committee noted in discussion that Council apprentices are not paid the Oxford Living Wage and that a previous recommendation on increasing apprentice pay had not been agreed by the City Executive Board in March 2015 on the basis

that apprentices are paid well above the legal minimum and increasing apprentice pay would reduce the number of apprenticeship opportunities the Council could offer.

4. The Committee also felt that it is important that the issue of the Oxford Living Wage remains a priority for the Council in the months and years ahead. Given that this issue cuts across different executive portfolios and the chair of the Oxford Living Wage Review Group will be stepping down in May 2018, the Committee suggest as an additional recommendation that the City Executive Board identifies a member with responsibility for leading continuing work on promoting the Oxford Living Wage, be that an executive member with portfolio responsibility or a non-executive member champion.

Recommendation 15 – That responsibility for promoting the Oxford Living Wage is allocated to an elected member.

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Promoting the Oxford Living Wage

Report of the Oxford Living Wage Review Group

Commissioned by Oxford City Council's Scrutiny Committee

March 2018

Foreword by the Chair of the Oxford Living Wage Review Group

The current idea of a 'living wage' originated in 2001 in east London – it was the product not of any edict or even political resolution but of discussions in civil society, among low paid workers, faith groups and social justice campaigners. Subsequently this idea was also carried forward by trade unions, political parties, student campaigners and businesses themselves. Today some 3000 organisations are proudly signed up to pay staff and contractors either the National 'Real' Living Wage or London Living wage. This campaign has created such a strong profile that in 2016 the then chancellor, George Osborne, somewhat controversially used the concept to promote a staged increase in the National Minimum Wage for those 25+ also branding it as the 'national living wage'.

Some 10 years ago Oxford City Council adopted the Oxford Living Wage. This came to be set at 95% of the London Living Wage. In 2017 our scrutiny committee decided to review our work in this area and we set out to engage with key partners - those groups in civil society who have done so much to promote the idea, local businesses and of course we reviewed our own record in implementation.

An important area of debate was the relationship between the Real National Living Wage (£8.75hr) and the Oxford Living Wage (£9.69hr). We acknowledged that the path to achieving the Oxford Living Wage might lie through using the national rate as a stepping-stone. We would also welcome higher pay rates should they be achieved.

This review in itself has been very positive. It has stimulated considerable debate and strengthened links among those in our city campaigning for a living wage. This highlights an important leadership and facilitation function for us. Can we use our significant influence to work with partners to drive this work forward, perhaps with a regular annual event for stakeholders? Can we embed promotion of the Oxford Living Wage into our contacts with local businesses? And how do we monitor progress? And, of course, we need to help organisations celebrate and publicise their commitment to the living wage.

Finally many thanks are due to members of the scrutiny review committee, the Living Wage Foundation, low paid workers themselves and all those witnesses who gave their time so freely and spoke with such knowledge and passion. Of course thanks to our council officers gave evidence and organised the sessions and compiled this report.

Councillor Mark Ladbrooke
Chair of the Oxford Living Wage Review Group

Contents

Foreword by the Chair of the Oxford Living Wage Review Group	2
Appendices.....	3
Introduction.....	3
Background	4
Explanation of living wage rates	4
Principal objective.....	5
Methods of investigation.....	5
Findings and recommendations	6
The national context	6
The local context.....	7
Council implementation of the Oxford Living Wage.....	10
Implementation of the Oxford Living Wage by Council suppliers	11
Living Wage employer status.....	13
Making Oxford a living wage city	13
Conclusion.....	17

Appendices

Appendix 1a: Scope of Oxford Living Wage Review

Appendix 1b: Acknowledgements

Appendix 1c: Summary of survey responses

Introduction

1. The role of Oxford City Council's Scrutiny Committee is similar to the role of select committees at the UK parliament. Scrutiny is led by councillors who are not on the City Executive Board (the main council decision making body) and is empowered to question council decision makers and make recommendations to them. Scrutiny can also investigate any issue that affects the local area or its inhabitants, whether or not it is the direct responsibility of the Council.
2. The Scrutiny Committee established the Oxford Living Wage Review Group in autumn 2017. Members were concerned that significant parts of the local economy continue to pay low wages that do not reflect the particularly high costs of living in Oxford. The Committee tasked the Review Group with examining how the Council could promote the implementation of the Oxford Living Wage (OLW) across Oxford, before reporting back with findings and recommendations. The Review Group has cross-party membership comprising of the following city councillors:
 - Councillor Mark Ladbrooke (Chair)
 - Councillor Angie Goff
 - Councillor Dan Iley-Williamson
 - Councillor Ben Lloyd-Shogbesan
 - Councillor David Thomas

3. During the course of this scrutiny review a separate living wage campaign was underway in the city involving some city councillors. Related issues such as pay inequality and the gender pay gap also featured prominently in the national news.

Background

4. Oxford is a dynamic and successful city with relatively low long term unemployment. However, the cost of living is higher than almost anywhere else in the UK, and the minimum wage is not considered to be enough for an individual or family to avoid living in poverty with all the ill effects that has.
5. This review followed ten years after Oxford City Council passed a living wage motion in 2007. The motion stated that *“to promote the economic and social well-being of people living and working in Oxford, [the Council] believes that everyone working in the City should be paid a living wage”*. The following resolutions were agreed by Council:
 - a) *That Oxford City Council should commit to achieving Living Wage Employer status by April 2009, paying at least £7 per hour to all staff (permanent and temporary, including sub-contracted employers);*
 - b) *That the City Council should work with living wage campaigners, low paid workers, trade unions and employers to make Oxford a ‘Living Wage City’ in which every worker earns a living wage;*
 - c) *That the Chief Executive should designate an officer to prepare a report to the Executive Board setting out the financial commitment needed to achieve Living Wage Employer status, to consult with the Council’s employees, and to work with other employers to get them to commit to becoming Living Wage Employers. This report should explore all possible funding options, including redistribution of current salary levels within the Council structure”*.
6. The Council subsequently adopted a policy in September 2009 of paying at least the rate of the ‘Oxford Living Wage’ to all directly employed Council employees, contracted and sub-contracted staff. The rate of the Oxford Living Wage was set at 95% of the ‘London Living Wage’ in recognition of the high cost of housing in Oxford, which has regularly been cited as one of the least affordable cities in which to buy or rent a home in the UK. This report provides a commentary on the progress made following this motion as well as recommending further actions.

Explanation of living wage rates

7. The different ‘living wages’ referred to in this report are explained below and the rates of these are set out in Table 1:

National Living Wage (NLW) – The compulsory legal minimum wage rate to be paid to all workers aged 25 and over announced by HM Government in July 2015. A National Living Wage of £7.20 per hour (increasing to £9 per hour by 2020), replaced the minimum wage of £6.50 per hour. Despite its name, the level of the National Living Wage is not based on an assessment of the cost of living.

Real Living Wage (RLW) – The voluntary rate promoted by the Living Wage Foundation in all areas of the UK outside of London. The Real Living Wage rate is based on an independent calculation of what employees and their families need to

earn in order to meet the costs of living. Employers paying the Real Living Wage or the London Living Wage can become accredited living wage employers.

London Living Wage (LLW) – The voluntary rate promoted by the Living Wage Foundation in London, reflecting the higher costs of living in the capital and building on the established system of ‘London weighting’. The rate is based on a separate independent calculation of what employees and their families need to earn in order to meet the costs of living in London.

Oxford Living Wage (OLW) – The voluntary rate promoted by Oxford City Council to reflect the high costs of housing in Oxford, which are out of step with local wages. Following an assessment of the costs of living in Oxford compared to London the rate was pegged to 95% of the London Living Wage.

Table 1: Hourly ‘living wage’ rates in April 2017 and April 2018

	National Living Wage	Real Living Wage	Oxford Living Wage	London Living Wage
<i>Set by</i>	<i>HM Government</i>	<i>Living Wage Foundation</i>	<i>Oxford City Council</i>	<i>Living Wage Foundation</i>
Rate – Ages 25 and over	£7.50 rising to £7.83	£8.45 rising to £8.75	£9.26 rising to £9.69	£9.75 rising to £10.20
21 to 24	£7.05 rising to £7.38			
18 to 20	£5.60 rising to £5.90			
Under 18	£4.05 rising to £4.20			

Principal objective

- The Review Group’s first task was to agree what the focus and methodology of their review should be. An initial meeting took place on 1 August 2017 where the Review Group agreed a scoping document (attached as Appendix 1a). This was endorsed by the Scrutiny Committee in September 2017. The scoping document articulated that the purpose of the review would be:

“To consider how the Council can promote the implementation of the Oxford Living Wage (OLW) across Oxford. Key lines of inquiry are:

- What more can the Council do internally to promote the OLW? Are there opportunities to strengthen encouragement to contractors, offer incentives to employers who pay the OLW, publicise the OLW in Your Oxford, etc.?*
- What more can the Council do to promote the OLW and make it unacceptable for employers in the city to not pay a living wage? Would a Kitemarking system be workable?”*

Methods of investigation

- The Review Group’s findings and recommendations have been informed by verbal and written evidence provided by a range of witnesses including low paid workers and their representatives, employers based in the city, faith groups, academics and other interested parties (see Appendix 1b for acknowledgements), as well as responses to

the Review Group's own survey and the Council's budget consultation, a literature review (including previous reports to and by Scrutiny about the Oxford Living Wage) and desk research.

10. The case studies included in this report are based on verbal and written testimony provided to the Review Group by the individuals and employers concerned or their representatives.

Findings and recommendations

The national context

11. A recent study has shown that a record high of 60% of people living in poverty in the UK are in working households¹. Research conducted for the Living Wage Foundation estimated that in 2017, 21% of all jobs held by UK employees paid less than the Real Living Wage², which is based on the cost of living in the UK outside of London.
12. Women (26%) are more likely than men (16%) to earn less than the Real Living Wage. All age groups are affected by low pay but the figure is particularly high for 18 to 24 year olds, more than half of whom outside of London earn less than the Real Living Wage³. The job categories most affected by low pay are bar staff (86%), waiting staff (83%), launderers, dry cleaners and pressers (77%) and kitchen and catering assistants (75%). Other job categories that tend to earn below the Real Living Wage include cleaners, hairdressers, sales assistants, shelf fillers and school midday staff.
13. Clearly for many people working in the UK in a range of occupations, work doesn't pay enough to escape poverty, and there is a direct link between low pay and ill health. The number of hours a person can work is a significant factor and may be limited by personal circumstances such as caring responsibilities, or by employers, which is an issue of particular concern. The Review Group was alerted to an example of a large employer asking workers to sign contracts to work 20 hours per week while committing to not working elsewhere. It appears that many other workers cope with low pay by working multiple jobs or working through their holidays. As well as impacting the quality of life and health of people living in poverty, low pay also puts demands on the public finances through in work benefits. This is part of the broader issue of precarious contracts which compounds the problems of low pay.

Minimum Income Standard

14. The Centre for Research in Social Policy has developed a methodology known as the Minimum Income Standard (MIS) for defining what level of income is needed to reach a minimum socially acceptable standard of living in the UK. The MIS informs the calculation of the Real Living Wage and the London Living Wage (and indirectly the Oxford Living Wage - which is set at 95% of the London Living Wage). The MIS is based on case studies and precise analysis with members of the public of what items need to be included in a minimum household budget. The analysis is conducted every second year, with an inflation linked element added for the years in between.

¹ [Record 60% of Britons in poverty are in working families - study, The Guardian, 22 May 2017 \(accessed 14 February 2018\)](#)

² [Living Wage Research for KPMG 2017 Report, IHS Markit, 2017 \(accessed 14 February 2018\)](#)

³ [How many jobs are paid less than the living wage in your area? ONS, 12 October 2015 \(accessed 14 February 2018\)](#)

Take up of the Real Living Wage

15. The Living Wage Foundation operates an accreditation system for the Real Living Wage across the UK, supported by a public kite mark. The Review Group heard from the Foundation that 3,000 UK employers have now committed to paying the Real Living Wage. This number has more than trebled over the over three years. The rate of the Real Living Wage is intended to be a floor and applies to the whole of the UK outside of London. The Foundation works with businesses and provides various tools and resources including an interactive map of accredited employers, legal advice, digital packs and a franchise model for accreditation, which is used in Scotland, Wales, Hong Kong and Jersey. In gaining accreditation, employers are required to sign a legal license agreement form. The Foundation also had a whistle-blowing mechanism for people to raise concerns about accredited employers.
16. The Review Group heard that 85 local authorities, including Oxford City Council, are accredited living wage employers in the UK but no other local authority promotes its own living wage rate. The Foundation said that evidence suggests that promoting one rate (outside of London) is the best and most successful approach and the living wage kite mark benefits from its simplicity.

The local context

17. Oxford has a buoyant local economy, a highly skilled workforce and a very low rate of unemployment, with less than 1% of the working age population claiming Jobseeker's Allowance.
18. Despite its economic success Oxford faces significant challenges. It is frequently cited as the most unaffordable place to live in the UK due to the very high cost of housing, which is out of step with local wages. The Review Group heard from an academic that there is some evidence to suggest that high rental costs are causing people to leave the city, not least because these costs have increased while many benefits have decreased in real terms.
19. Overall poverty rates in Oxford are in line with the UK average but this picture is somewhat clouded by Oxford's very large student population. Public Health data shows that 20% of children in Oxford live in poverty⁴, which is higher than the average for England and rises to 25% when adjusted for housing costs⁵. Men in the most deprived areas of the city typically live nearly ten fewer years than those in the most affluent areas.

Case study 1: First-hand account of a low paid worker in Oxford

I work in a care home in Oxford earning £7.54 an hour but due to ill health I can only work 12 hours a week. This comes to less than my monthly rent. As my wife also works we don't receive benefits. We have to watch every penny and struggle to afford food and social activities. The conditions where I work are very bad and there is a culture of fear and bullying. Women in particular are afraid to join the union. The HR department are not supportive and leaders just believe what they are told.

⁴ [Oxford Health Profile 2016, Public Health England, 6 September 2016 \(accessed 15 February 2018\)](#)

⁵ [Poverty and deprivation, Oxford City Council \(accessed 15 February 2018\)](#)

20. All but one person responding to the Review Group's survey strongly agreed that low pay is a significant issue affecting the city or its people. A representative of an advice agency based in the city advised the Review Group that 10% of their clients seek help with employment issues such as non-payment of wages, not being paid holiday leave, care workers not being paid for breaks or travel, and having to work unpaid overtime. They have particular concerns about pay and terms and conditions in sectors such as hospitality, cleaning, education and retail.

Case study 2: A low paid worker for whom a living wage would make a real difference

This person cared for his mother until her death and now cares for his brother, to whom he pays rent as he can't afford to pay rent elsewhere. He needs a car to travel to work but can only afford second hand vehicles which tend to be unreliable. He hasn't had a holiday for 30 years and his only treat is an Oxford United season ticket. He has considered pay day loans but has resisted so far. He currently earns £8 per hour and would like to work longer shifts but his employer can't offer that. An increase of 50p per hour would make a tremendous difference.

Local take up of the Real Living Wage and Oxford Living Wage

21. 11.1% of jobs in the city are estimated to pay below the Real Living Wage⁶, which is amongst the lowest rates of low paying jobs anywhere in the UK. This is likely to reflect the profile of employment in a city with high concentrations of jobs in universities and the public sector and several world-leading research institutes, as well as the high cost of living causing some employers to pay more in order to recruit and retain employees. While the proportion of low paying jobs is relatively small, there are almost 15,000 workers in the city earning less than the Real Living Wage - let alone the Oxford Living Wage, which takes the high local cost of housing into account.

Case study 3: A transport services provider

This company employs around 600 people and is part of a wider group of companies. Some workers are on zero hours contracts but only where it suits their personal circumstances and none are in 'hours poverty'. All workers are paid above the Real Living Wage with the exception of contracted cleaners and caterers, who were outsourced when the company introduced a living wage policy. Moving to the Real Living Wage had reduced the pay gaps between different roles and resulted in some pressure to restore differentials. This company would give serious consideration to becoming an accredited living wage employer and recognises the potential benefits of doing so. They were not previously aware of the Oxford Living Wage but would look carefully at the consequences of working towards paying the Oxford Living Wage in future.

22. According to the Living Wage Foundation, there are around 63 accredited Living Wage employers in Oxford. These include the University of Oxford and several Oxford colleges (but not the majority), banks, retailers and other businesses. Other employers

⁶ [How many jobs are paid less than the living wage in your area? ONS, 12 October 2015 \(accessed 14 February 2018\)](#)

may pay a living wage but have not sought formal accreditation, which comes with a financial cost.

Case study 4: A local authority

Another of the largest employers in Oxford, with a lowest pay rate of £7.78 per hour paid to school lunch supervisors and cooks. In total, 19% of the workforce (expressed as full time equivalents) is paid below the Oxford Living Wage and 6% below the Real Living Wage. The authority does not identify what is paid to individuals on commissioned services because this will depend on the operating model of the provider. Recruitment and retention of social workers is a real issue but a review has found that pay is not the central issue. The authority is not opposed to the aspiration of becoming a living wage employer but cost is a very limiting factor as funding from HM Government decreases and demand for expensive statutory services rises. Raising pay to the level of the Oxford Living Wage and adjusting differentials would cost this authority in the region of £20m per year.

23. For 86% of those who responded to the Review Group's survey, the Real Living Wage is not high enough to meeting the basic needs of a person or family living and working in Oxford, while a majority (57%) felt that the Oxford Living Wage is sufficient. There is no clear picture of which employers pay the Oxford Living Wage, or how many employees earn at least the Oxford Living Wage in the city.
24. The Review Group spoke to representatives of a small number of employers based in the city. A common theme for public service providers is the financial squeeze these organisations are facing in the aftermath of the financial crisis of 2007-2008. This is severely restricting the flexibility of these employers to pay their workers a living wage. The Review Group welcomed the leadership being shown by some local organisations in the face of these pressures. Sectors such as health care remain a challenge because commissioning is highly complex and the key considerations tend to be cost and the level of activity provided, and in this context it is very difficult to raise the issue of low pay up the agenda.

Case study 5: A community school alliance trust

The biggest issue faced by this trust is that school funding is not keeping in line with the increased costs of operating in this sector. They also face the issue of a widening gap between staff salaries and the cost of living, which impact the lowest paid staff (who earn £8.19 per hour) the most. The board of this trust supports the moral case underpinning the Oxford Living Wage wholeheartedly. They have discussed moving to the Oxford Living Wage and are looking at the financial implications of doing so and over what time period they could implement it.

Council implementation of the Oxford Living Wage

25. The Review Group found that good progress has been made by the Council in respect of paying a living wage to permanent, agency and casual staff. These groups all earn at least the Oxford Living Wage.

Directly employed staff

26. Implementation of the Oxford Living Wage of £7 per hour in 2009 was achieved by removing the bottom salary points on the Council's pay scales. At the time 29 employees were paid less than this, although some transferred to Fusion around this time as part of a new leisure services partnership agreement. The lowest Council pay point was raised from £6.21 per hour to £7.10 per hour. This boosted the earnings of the very lowest paid Council workers at a time when public sector pay growth has often failed keep up with general inflation (let alone increasing housing costs in a city such as Oxford), hitting the living standards of many working households.
27. The lowest Council salary is currently equivalent to an hourly rate of £9.49, above the Oxford Living Wage rate of £9.26. This will increase to £9.79 in April 2018 when the rate of the Oxford Living Wage, which is set at 95% of the London Living Wage, rises to £9.69 following a recent re-assessment of the cost of living in London.
28. Prior to the announcement of these new rates the Review Group sought advice on the cost of moving the lowest salary points from £9.49 up to the level of the London Living Wage of £9.75, and to £10 per hour. For the 2017/18 Council year the cost of moving to the London Living Wage, including additional pensions and National Insurance contributions, would have been £40k. A rise to £10 per hour would have benefited 57 employees, costing the Council up to £77k. This is in the context of an annual spend on employees and employee related expenses of £55m. These figures were for one year only and did not take account of future increases in the level of the London Living Wage or the cost of raising other pay points to maintain pay differentials.
29. The survey responses indicate that of the living wage rates offered, there was the most support (43%) for the Council paying the London Living Wage of £9.75 as a minimum. The Review Group note that from 1 April 2018 the lowest Council pay point of £9.79 will be a few pence higher than this.
30. The Council is outside of national pay bargaining and its next three-year local pay deal will include annual lump sum or percentage increases (whichever is higher) which will proportionally benefit the lowest paid workers the most while maintaining differentials.

Casual workers

31. The Council does not have any zero hours contracts but does have some casual contracts, for example for seasonal youth engagement work, where there is no obligation on workers to accept the hours offered. Casual employees are paid at least the Oxford Living Wage and after 13 weeks have the right to be paid the same as permanent staff.

Oxford Direct Services

32. Approximately half of the Council's total workforce will be transferred to a new trading company on 1 April 2018 on their existing terms. The company could seek to offer alternative employment terms to these staff in future, or in the interim, to new starters. However, there is no suggestion that the company would seek to pay less than the Oxford Living Wage and it would ultimately be answerable to the Council as its owner.

Agency workers

33. The Oxford Living Wage was extended to agency staff benefitting approximately thirty cleaners, refuse loaders and street cleaners. This cost the Council £80k including on-costs.

Apprentices

34. The only exception remains the Council's apprentices, who are paid above the statutory national minimum for apprentices and who, on successful completion of their training, are likely to migrate into full-time roles paid above the Oxford Living Wage.

Setting the Oxford Living Wage at 95% the London Living Wage

35. Having reviewed evidence from a range of sources and considered the case for various alternatives, the Review Group concluded that the Oxford Living Wage (linked to 95% of the London Living Wage) remains the most appropriate pay policy for the Council. Only two respondents to the Review Group's survey disagreed or strongly disagreed with this approach.

Recommendation 1 - That the Council continues to pay all its staff and agency workers at least the Oxford Living Wage, which should continue to be set at 95% of the London Living Wage rate.

Implementation of the Oxford Living Wage by Council suppliers

36. The Review Group found that progress has also been made for workers employed by Council suppliers, including on major projects such as the Westgate shopping centre redevelopment project and the Barton Park joint venture. However, there are significant constraints in terms of enforcing payment of the Oxford Living Wage to contracted and subcontracted staff. The Review Group also looked at the advice the Council makes available to potential suppliers and took legal advice to understand whether the Council was going as far as it could and to understand the constraints.

Guidance to businesses on selling to the Council

37. Prior to the award of contracts it is important that the council makes it clear the expectation that those bidding for the contract will pay at least the Oxford Living Wage. The guidance the Council provides to business wishing to sell to the Council does not contain any mention of the Council's commitment to the Oxford Living Wage or the expectation that suppliers will also pay the Oxford Living Wage. The Review Group suggest that this guidance would be strengthened by the inclusion of a statement about the living wage to manage the expectations of potential suppliers from the outset.

Recommendation 2 - That the Council includes in its advice to businesses on selling to the Council a statement about the Council being an accredited living wage employer and the benefits of paying the Oxford Living Wage in terms of best value, wellbeing and quality.

Procurement

38. The Council asks potential suppliers to self-certify that they (and their sub-contractors) pay the Oxford Living Wage through the procurement process but the Review Group found that the Council has no mechanism for verifying their responses. Under

procurement law it is not possible to include payment of the Oxford Living Wage as a qualifying criterion, or to judge tenders on that basis because it is unlawful (or at least unenforceable) for one legal entity to seek to dictate the terms and conditions under which another legal entity employs its staff. Guidance issued by the Scottish Government reinforces this position:

“Scottish Government has obtained clarification from the European Commission. This confirms that contracting authorities are unable to make payment of the Living Wage a mandatory requirement as part of a competitive procurement process where the Living Wage is greater than any minimum wage set by or in accordance with law.”⁷

Contracting

39. When the Council awards supply contracts with a value greater than £100k, clauses are inserted requesting that contractors ensure that the Oxford Living Wage is paid to all employees (and the employees of their suppliers) aged over 18 providing the goods and services supplied. Excluding the Council's Direct Services operations, which transfer to a company structure in April 2018, the Council has around 187 such suppliers. The following statement is included in the standard terms and conditions for goods and services that are available on the Council's website.

The Supplier acknowledges the Council's commitment that a “Living Wage” be paid to all of its employees and the employees of its suppliers over 18 years of age. The Supplier shall make all reasonable endeavours to ensure that it complies with all such “living wage” requirements as specified by the Council from time to time in regard to all its employees and representatives engaged in providing the Goods and/or Services. In addition, it shall procure that any Sub-contractor engaged to provide the Goods and/or Services shall also comply with the Council's Living Wage policy in relation to all of its employees or representatives so engaged⁸.

40. The Review Group suggest that the Council continues with its policy that contractors ensure that any workers engaged in Council business over the age of 18 are paid at least the rate of the Oxford Living Wage.

Recommendation 3 - That the Council continues to require suppliers with contract values over £100k to pay their staff and subcontracted staff working on Council projects at least the Oxford Living Wage.

41. The Review Group note that the Council could theoretical treat non-payment of the Oxford Living Wage by a contractor as a breach of contract but whether this would be legally enforceable is untested and there is no British case law in this area. Ultimately if a supplier was found to be in breach of a living wage clause the Council could decide not to renew the contract, which should provide some incentive for suppliers to comply.
42. The Review Group was alerted to European case law where public bodies in the EU had been found to have imposed regional living wage rates unlawfully. The outcomes of a small number of EU cases suggest that the Oxford Living Wage clause is only likely to be enforceable where employees live in (or perhaps close to) Oxford. The

⁷ [“Living wage” provisions in public procurement contracts, Practical Law Public Sector Blog, 16 December 2015 \(accessed 20 February 2018\)](#)

⁸ [Standard Goods and Services Terms and Conditions up to £150,000, Oxford City Council \(accessed 20 February 2018\)](#)

legal position could change in future so the Review Group suggest that the Council keeps a close watch on any developments.

Recommendation 4 - That the Council maintains a watching brief on the legal position (including any emerging case law) relating to public bodies requiring contractors to pay their staff a living wage, with a view to strengthening the obligations on the Council's own suppliers and their subcontractors, should the opportunity to do so arise in future.

Monitoring compliance

43. The Review Group questioned how the Council would identify if a supplier was in breach of the living wage clause and heard that monitoring does not take place because it is not a requirement, only a request, that suppliers pay the Oxford Living Wage. The Review Group suggest that the Council looks at whether some form of routine monitoring could be introduced, accepting that any system may have to be based on self-certification by suppliers, with workers through their unions reporting non compliance.

Recommendation 5 – That consideration is given to whether and how the Council could periodically monitor the payment of the Oxford Living Wage by suppliers and their subcontractors so that concerns could be raised with suppliers if they were found to not be keeping to their commitments.

Fusion staff

44. The Council's long-term contract with its leisure partner, Fusion Lifestyle, pre-dates the living wage policy but the Council ensures that Fusion employees providing Council services are paid the Oxford Living Wage by making additional payments to Fusion to fund the difference.

Living Wage employer status

45. The Review Group suggest that the Council should retain its status as an accredited living wage employer to demonstrate its ongoing commitment to paying a living wage and meeting the accreditation requirements of the Living Wage Foundation. These include paying at least the Real Living Wage to all directly employed staff over the age of 18 (which the Council exceeds by paying the Oxford Living Wage) and having a plan to pay on-site contractors a living wage, which the Council also has.

Recommendation 6 - That the Council ensures that it remains a fully accredited living wage employer.

Making Oxford a living wage city

46. The Review Group heard from multiple sources that more progress needs to be made in promoting the benefits of the Oxford Living Wage to employers in the city. There was an agreement that the council needs to develop strong partnerships across civil society to strengthen this work. The strong impassioned support from faith groups and anti poverty groups and social justice campaigners was exceptionally important. The Review Group also recognises that trade unions will be key allies in this work and promoting union recognition with local employers will be an important facet. There is broad recognition that there are benefits to businesses in 'badging' the fact that they pay the Real Living Wage or the Oxford Living Wage because consumers will, perhaps increasingly, make positive purchasing decisions based on this knowledge. The

Review Group believe that there is both a moral case and a business case to be made for paying a living wage and all but one respondent to the Review Group's survey strongly agreed with the principle that employers in the city should be encouraged to pay their employees more than the legal minimum (the other respondent strongly disagreed).

47. A targeted approach is likely to be the best way to encourage take up of the Oxford Living Wage in the short term. The top 100 employers in the city employ almost 70,000 workers, which represents over half of all jobs in the city, so encouraging these employers to pay a living wage is likely to make the most difference in tackling low pay in the city. Of these employers, the ones whose operations are largely focused on Oxford, rather than across the UK or beyond, are likely to have the most flexibility to implement a local wage policy. Similarly, employers that currently pay marginally below a living wage (such as a certain department store based in the city) may also be more inclined adopt a living wage policy as the cost to them will be relatively modest.
48. The Review Group welcome the addition of a £5k project fund to promote the Oxford Living Wage, which has been included in the Council's budget for 2018/19.

Working with the Living Wage Foundation

49. The fact that the Council promotes its own local living wage which is different from the rate promoted by the Living Wage Foundation is clearly, to some extent, a limiting factor in terms of encouraging wider take up. This is because the Oxford Living Wage has not been backed by resources and a system of accreditation.
50. The Review Group found that there is a real willingness on the part of the Living Wage Foundation to work with the Council on promoting the principles behind the Living Wage but they are unable to manage the complexity of promoting and accrediting our own Oxford Living Wage.
51. In light of the modest progress made to date and the evidence about the continued effects of low pay on poverty and wellbeing in the city, the Review Group conclude that any effort to raise pay at the lowest end of the income scale should be encouraged so as not to make 'the best the enemy of the good'. The ambition should be that every worker in the city earns a living wage, as articulated in the original Council motion and if this could be achieved it would significantly help to alleviate the worst effects of poverty in the city. As such, the Review Group suggest that the Council should be prepared to work in partnership with the Living Wage Foundation on promoting the Real Living Wage to local employers as a staging post on the way to paying the Oxford Living Wage.

Recommendation 7 - That the Council commits to working with the Living Wage Foundation and the broad coalition of stakeholders, especially local trade unions, on making Oxford a Living Wage City. This could include the City Council promoting the payment of the Foundation's 'Real Living Wage' to local businesses as a step in the right direction towards committing to pay the higher Oxford Living Wage from a future date.

Promoting Living Wage employers

52. A few witnesses the Review Group spoke to felt that the best way to encourage wider take up of a living wage would be to name and shame employers that are known to not

pay a living wage. The Review Group has some sympathy with this argument but conclude that it is not a wise strategy for the Council to be calling out employers. Instead, a partnership approach is considered to be more practical.

53. The Review Group suggest that the Council could do more to positively promote employers that are known to pay a living wage by making this information publically available, or at least more accessible than it is at present. The Council could produce, for the first time, a list of employers that pay the Oxford Living Wage and make this list available on the Council website and through the Your Oxford newsletter. Similarly the Council's Living Wage webpage could include a direct link to the Living Wage Foundation's living wage employer map, which enables people to search for accredited living wage employers in their area.

Recommendation 8 - That the Council creates, maintains and promotes a list of local employers paying the Oxford Living Wage and makes this list available on the Council website, and newsletter, as well as linking to the Living Wage Foundation's map of employers paying the Real Living Wage.

Council grant recipients

54. The Review Group suggest that when looking to promote the wider take up of the Oxford Living Wage or Real Living Wage, a good place to start would be the organisations in receipt of direct funding from the Council, as this is where the Council is likely to be able to maximise its leverage. Whether payment of a living wage should be a precondition of funding would need careful consideration given the nature of these organisations and the work that they do. The Review Group certainly suggest that the Council makes it clear that it expects commissioned services with paid employees to pay at least the Oxford Living Wage. The Council will also contact other local public sector commissioners urging them to do likewise.

Recommendation 9 - That the Council makes it very clear that in most circumstances grants will only be awarded to organisations paying their employed staff no less than the Oxford Living Wage, and contacts other local public sector commissioners urging them to do likewise.

Oxford Economic Growth Steering Group

55. The Council can also speak directly to employers and seek to influence them through business partnerships. The Review Group identified that the Economic Growth Steering Group of the Oxford Strategic Partnership (OSP) is a good forum through which to do this. Membership of the steering group includes the Leader of the Council and representatives from businesses and business groups, universities and colleges, the Local Enterprise Partnership and the County Council. The OSP is being relaunched with a greater focus on task and finish reviews into issues relevant to the city. The Review Group suggest that the living wage would be an ideal topic for the Economic Growth Steering Group to pursue.

Recommendation 10 - That the Council puts the issue of the Oxford Living Wage and the Real Living Wage on the agenda of the Economic Growth Steering Group to seek ongoing input into ways of boosting its adoption.

Living Wage seminar

56. The Review Group suggest that another good way to engage with businesses would be to hold an annual forum event promoting the benefits to employers of paying a living wage. An event could be linked to the work of the Oxford Economic Growth Steering Group and perhaps have a wider theme, for example around inclusive growth or improving staff retention or wellbeing, if this approach would engage more employers.

Recommendation 11 - That the Council hosts an annual Oxford Living Wage seminar or symposium, which could involve local employers, trade unions, campaigners, universities, faith leaders and the Living Wage Foundation, to monitor progress and promote the case for the Oxford Living Wage and encourage employers to sign up to that or the Real Living Wage.

Designated officer

57. The Review Group note that currently no single officer has responsibility for leading and shaping the Council's activities and campaigns around promoting the Oxford Living Wage and suggest that this responsibility should be allocated to an officer within the Economic Development Team, alongside the £5k of funding which has been allocated to this team to promote the Oxford Living Wage. Furthermore the Review Group urge the team to promote the benefits of union recognition to employers.
58. The Living Wage Foundation's Living Wage Week presents a good opportunity to raise awareness and encourage take up of a living wage. The Review Group commend the work of the Council's Communications Team in promoting Living Wage Week 2017, which resulted in numerous local press articles, radio coverage and social media campaigns, and would like to see these exercises repeated in future years. This should be in addition to an ongoing programme of promotional activities and dialogue with employers.

Recommendation 12 - That the Council allocates responsibility to a designated officer to support and oversee the promotion of the Real Living Wage and the Oxford Living Wage. This should include a suite of 'business as usual' activities, as well as specific campaigns, for example around Living Wage Week (building on the successful communications campaign of Living Wage Week 2017).

Monitoring progress

59. The Review Group note that the Council's ambition to make Oxford a living wage city is not currently backed by any targets or system of monitoring, without which it is not possible to measure take up and progress. It would be easy for the Council to measure the number of living wage employers in the city since this information is made publically available by the Living Wage Foundation. Measuring take up of the Oxford Living Wage would necessitate the Council maintaining a list of employers known to pay the Oxford Living Wage, as recommended elsewhere in this report.

Recommendation 13 - That the Council sets additional targets for the promotion of the 'living wage', with at least one such target monitored at the corporate level:

- a) The number of accredited living wage employers based in the city (e.g. doubling the current number within 2 years).***
- b) The number of local employers paying the Oxford Living Wage.***

Flying the flag

60. To support the campaigns around Living Wage Week 2017 the Council procured a living wage employer flag from the Living Wage Foundation but was unable to fly it due to a clash with the Council's longstanding commitment to fly the Royal British Legion Flag during the week leading up to Remembrance Sunday. The Review Group suggest that consideration is given to a compromise solution whereby both flags could be flown during Living Wage Week in future years. In addition, or as an alternative, the Council could update its flag flying protocol to include flying the Living Wage Employer flag on the day when the new living wage rates come into effect every April.

Recommendation 14 - That the Council commits to flying the Living Wage Employer flag when pay rates are raised every April. Consideration should also be given to flying the Living Wage Employer flag during part or all of Living Wage Week (which would require resolving a clash with an existing commitment to fly the Royal British Legion flag during the same week).

Conclusion

61. The Review Group warmly welcome the Council's successful implementation of the Oxford Living Wage since the living wage motion was passed by Council in 2009. Low pay clearly remains a big issue for a significant number of people in the city and the Review Group strongly encourage a step change in Council efforts to support Oxford becoming a city in which every worker is able to earn a living wage. This would surely be a hallmark of building a world class city for everyone; the Council's overriding ambition.
62. The Review Group's recommendations are intended to provide some practical measures for continuing and widening the promotion of the Oxford Living Wage and – as a first step for local employers on the way to paying the Oxford Living Wage – the Real Living Wage. The Review Group hope that their recommendations will meet with broad approval.

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Appendix 1a

Scrutiny Project Scope – Oxford Living Wage

Review Topic	Implementing the Oxford Living Wage across Oxford
Lead Member	Councillor Mark Ladbroke
Other Members	Councillor Angie Goff Councillor Dan Iley-Williamson Councillor Ben Lloyd-Shogbesan Councillor David Thomas
Officer Support and allocate hours	Scrutiny Officer support – approx. 2-4 days per month for up to 4 months (Mid-August – Mid-Dec). Additional support from other Council officers as required.
Background	<p>Oxford is a dynamic and successful city with relatively low long term unemployment. However, the cost of living is higher than almost anywhere else in the UK, and the minimum wage is not enough for an individual or family to avoid living in poverty with all the ill effects that has.</p> <p>The Council is committed to supporting social inclusion and ensuring that workers and their families can live free from poverty by paying the Oxford Living Wage (set at 95% of the London Living Wage) as a minimum to all at Council staff. Contractors and subcontractors are also encouraged to pay the Oxford Living Wage.</p>
Rationale	<p>The Scrutiny Committee prioritised a review focusing on promoting the Oxford Living Wage when agreeing their work plan for 2017/18.</p> <p>Members are concerned that significant parts of the local economy continue to pay low wages that do not reflect the particularly high costs of living in Oxford. It is hoped that a scrutiny review can help to drive forward work on promoting the Oxford Living Wage more widely, making it an effective local employment standard.</p>
Purpose of Review / Objective	<p>To consider how the Council can promote the implementation of the Oxford Living Wage (OLW) across Oxford. Key lines of inquiry are:</p> <ul style="list-style-type: none"> - <i>What more can the Council do internally to promote the OLW? Are there opportunities to strengthen encouragement to contractors, offer incentives to employers who pay the OLW, publicise the OLW in Your Oxford, etc.?</i> - <i>What more can the Council do to promote the OLW and make it unacceptable for employers in the city to not pay a living wage? Would a Kitemarking system be workable?</i>

Indicators of Success	<ul style="list-style-type: none"> - Wide and constructive engagement with stakeholders and experts that delivers a range of opinion. - The production of evidence-based report with agreed conclusions. - Interim findings are timed to coincide with Living Wage Week (5-11 November). - The majority of any recommendations are agreed and implemented. - Positive feedback from members, officers and witnesses. - Stimulation of a broader discussion about low pay in the city. - A heightened awareness of the human impacts of low pay and how employees can raise concerns and access support services. - Council reaffirms its commitment to work with partners to make Oxford a 'Living Wage City' where every worker is paid a living wage. - The production of a list of employers in the city who pay the OLW. - An uptake in the number of employers who pay a living wage. - A portfolio / member responsibility for promoting the OLW.
Out of scope	Issues around the availability and affordability of housing in the city and issues related to pay inequality (e.g. gender pay gap), while relevant, will not be central to the review.
Methodology/ Approach	<p>Evidence gathering could include:</p> <ul style="list-style-type: none"> - Inviting written evidence from low paid workers and members of the public via email and / or an open access online consultation; - Inviting written and / or verbal evidence from Council officers, key stakeholders and expert witnesses; - Considering what can be learnt from other local authorities; - Desk research / literature review.
Specify Witnesses / Experts	<p>The following</p> <ul style="list-style-type: none"> - Matthew Peachey, Economic Development Manager; - Amanda Durnan, Strategic Procurement and Payment Manager; - Bruce Thompson, Building Ops Manager; - Justin Thorne, HR Resourcing Business Partner; - TBC, Business Rates; - TBC, Communications Team; - Low paid workers earning below the Oxford Living Wage; - Workers who have benefited from being paid the OLW; - Representatives of the following groups based in the city: <ul style="list-style-type: none"> o The Living Wage Foundation; o Low paid workers e.g. Unite the Union, USDAW; o Blackbird Leys Credit Union; o Anti-poverty campaign groups; o Business e.g. Oxfordshire Chamber of Commerce; o Large employers e.g. Oxford University Hospitals NHS Foundation Trust; o Small employers e.g. Covered Market traders; o Benefits advice agencies e.g. CAB; o Oxford University Students' Union (Living Wage Campaign); o Faith groups; o Community Associations; o Academics e.g. Prof. Danny Dorling or Mark Fransham.

Specify Evidence Sources for documents	<ul style="list-style-type: none"> - ONS employment data. - Literature on low paid and the living wage. - Council documents e.g. motion to Council in November 2007, Report to CEB in May 2009. - Written submissions from members of the public and others - Press articles. 		
Site Visits	TBC		
Projected start date	11 July 17	Draft Report Deadline	24 Nov 17
Meeting Frequency	Monthly	Projected completion date	19 Dec 17

Draft outline of meetings

Meeting one – 1 August 2017
Scoping meeting to agree key lines of inquiry, witnesses and methods of engagement.
Meeting two – 12 September, 5pm
Evidence session 1
Meeting three – 3 October, 5pm (provisional)
Evidence session 2
Meeting four –17 October, 2pm (provisional)
Evidence session 3
Meeting five – 1 November, 5pm (provisional)
Meeting to reflect on evidence gathered and consider recommendations.
Meeting six –15 November (provisional)
Meeting to consider and approve a draft report for submission to the Scrutiny Committee and City Executive Board in December. The Panel may wish to do this via email.

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Appendix 1b: Acknowledgments

The Oxford Living Wage Review Group would like to thank the following people for providing evidence and advice to inform their findings and recommendations.

From Blackfriars, Oxford:

- Richard Finn

From the Living Wage Foundation:

- Emma Kosmin

From the Centre for Research and Social Policy at Loughborough University:

- Laura Valadez

From Oxford Bus Company:

- Luke Marion

From Oxford Citizens Advice Bureau:

- Al Bell

From Oxford City Council:

- Lindsay Cane, Legal Services Manager
- Amanda Durnan, Strategic Procurement and Payments Manager
- Steph Nichols, HR Business Partner
- Matt Peachey, Economic Development Manager
- Bruce Thompson, City Centre and Streetscene Services Manager
- Justin Thorne, HR Resourcing Business Partner
- Mish Tullar, Corporate Policy, Partnership and Communications Manager

From Oxfordshire Clinical Commissioning Group:

- Joe McManners

From Oxfordshire County Council:

- Ruth O'Loughlin
- Fiona Percival

From Oxfordshire Food Bank

- Paul Medley

From the Union of Shop, Distributive and Allied Workers:

- Sue Merrell

From Unite the Union:

- Fred Hanna
- Ian Woodlands

Representing themselves:

- Martin Brodrick
- Mark Fransham
- Peter Nowland
- Hannah Taylor




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Summary of Responses

[Summary Graphs](#)
[List Responses](#)
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1

Have you read the background information about the Oxford Living Wage?

Yes		93% (13)
No		7% (1)
Don't Know		0% (0)

2

Are you responding on behalf of an organisation?

Yes		14% (2)
No		86% (12)






3

If you answered yes to Question 2, on behalf of which organisation are you responding?

This question has been answered 2 times.

4

To what extent do you agree or disagree that low pay is a significant issue affecting the city or its people?

Strongly agree		93% (13)
Agree		0% (0)
Neutral		7% (1)
Disagree		0% (0)
Strongly disagree		0% (0)




5

If you agree that low pay is a significant issue affecting the city or its people, please can you summarise any experience you have of the impacts of low pay in Oxford?

This question has been answered 10 times.

6

The legal minimum wage for employees aged 25 or over is £7.50 per hour (£14,434 per year). Do you think the legal minimum wage is high enough to meet the basic needs of a person or family living and working in Oxford?

Yes		7% (1)
No		93% (13)
Don't Know		0% (0)

7

The legal minimum wage for employees aged 21 to 24 is £7.05 per hour (£13,696 per year) and for employees aged 18-20 it is £5.60 per hour (£11,096 per year). Do you agree with the principle that the legal minimum wage should be lower for adults aged under 25?

Yes		0% (0)
No		93% (13)
Don't Know		7% (1)






8

Thinking about the relatively high cost of living in Oxford, to what extent do you agree or disagree with the principle that the City Council should pay its employees more than the legal minimum?

Strongly agree		86% (12)
Agree		7% (1)
Neutral		0% (0)
Disagree		0% (0)
Strongly disagree		7% (1)




9

To what extent do you agree or disagree with the principle that employers in the city should also be encouraged to pay their employees more than the legal minimum?

Strongly agree		93% (13)
Agree		0% (0)
Neutral		0% (0)
Disagree		0% (0)
Strongly disagree		7% (1)

10

The Living Wage Foundation promotes the payment of the 'Living Wage' which is based on what people need to live. The Living Wage rate is £8.45 per hour (£16,743 per year) for employees of all ages outside of London. Do you think the Living Wage is high enough to meet the basic needs of a person or family living and working in Oxford?

Yes		7% (1)
No		86% (12)
Don't Know		7% (1)

11




Thinking about the cost of living in Oxford, to what extent do you agree or disagree that the Council should promote the payment of a wage rate that is higher than the Living Wage for the rest of the country (outside of London)?

Strongly agree		93% (13)
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Agree		0% (0)
Neutral		0% (0)
Disagree		0% (0)
Strongly disagree		7% (1)

12





The City Council has a policy to promote the payment of the 'Oxford Living Wage', which is £9.26 per hour (£18,303 per year) for employees of all ages. Do you think the Oxford Living Wage is high enough to meet the basic needs of a person or family living and working in Oxford?

Yes		57% (8)
No		29% (4)
Don't Know		14% (2)

13







The rate of the Oxford Living Wage has been set at 95% of the 'London Living Wage', which is based on the cost of living in London and is reviewed annually. This decision was informed by a comparison of housing and transport costs in Oxford and London. To what extent do you agree with the principle of linking the Oxford Living Wage with the London Living Wage in this way?

Strongly agree		36% (5)
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Agree		29% (4)
Neutral		21% (3)
Disagree		7% (1)
Strongly disagree		7% (1)

14

Which of the following wage rates do you think the City Council should pay its employees as a minimum?

More than £9.75 per hour		29% (4)
The London Living Wage - £9.75 per hour		43% (6)
The Oxford Living Wage - £9.26 per hour		21% (3)
The Living Wage - £8.45 per hour		7% (1)
The legal minimum - £7.50 per hour for over 25s / £7.05 for ages 21-24 / £5.60 for ages 18-20		0% (0)
Don't know		0% (0)

15

Please use this space to make other comments on the issue of low pay.

This question has been answered 9 times.

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To: City Executive Board
Date: 20 March 2018
Report of: Head of Housing Services
Title of Report: Allocation of Homelessness Prevention Funds for 2018/19

Summary and recommendations	
Purpose of report:	To approve the allocation of homelessness prevention funds with the purpose of helping meet the objectives of the Homelessness Strategy.
Key decision:	Yes
Executive Board Member:	Cllr Mike Rowley, Housing
Corporate Priority:	Meeting housing needs
Policy Framework:	Housing and homelessness strategy
Recommendations: That the City Executive Board resolves to:	
<ol style="list-style-type: none"> Approve the allocation of Homelessness Prevention funds to commission homelessness services in 2018/19 as outlined in paragraph 36 below; Recommend that probable savings from 2017/18 budget allocations for Homelessness Prevention activities are carried forward at the end of the financial year in order to fund necessary services in 2018/19 and 2019/20 as outlined in paragraphs 29-31 below, and agree to delegate to the Head of Financial Services authority to make any minor variations to this allocation that may be required; and Delegate to the Head of Housing in consultation with the portfolio holder for Housing the discretion to revise the intended programme within the overall budget if required. 	
Appendices	
Appendix A	Strategic priorities for meeting the needs of vulnerable people and rough sleepers [Extract from the Council's Housing & Homelessness Strategy 2018-21]
Appendix B	Commitments and year end forecast 2017/18
Appendix C	Proposed allocations 2018/19
Appendix D	Map of services funded by Oxford City Council for rough sleepers and single homeless people
Appendix E	Risk assessment

Introduction and background

Core funding 2018/19

1. . On 19th February the Council agreed its budget and Medium Term Financial Plan for the period 2018-19 to 2021-22 which included a base budget of provision of £941k per annum. A further commissioning budget is also available from the Council's own grant budget of £442,279.
2. The budget for 2018/19 is enhanced by a further £161,700, allocated via reserves accumulated from 2016/17 to support the Council's participation in the countywide Adult Homeless Pathway.
3. It is also assumed that the City Council will continue to receive a total contribution from the Oxfordshire District Councils towards SWEP provision of £3,000.
4. In light of the cross-commissioning agenda and cross-strategy advantages of homeless prevention and ending rough sleeping work, a multi-agency steering group is responsible for advising on the monitoring of this pooled budget. The group comprises of representatives from Oxford City Council, Oxfordshire County Council Joint Commissioning Team, Public Health and the Oxfordshire Clinical Commissioning Group.

Services for rough sleepers and single homeless people - additional funding 2018/19b

5. In recognition of the fact that Oxford City Council has taken on the commissioning of additional units of supported accommodation [Project 41, Mayday Trust and the re-provisioning of services at Simon House], an additional £100,000 is planned to be drawn from the Council's Homelessness Reserve (reflected in Appendix 3 of the budget report approved by CEB in February) to support the delivery of services for rough sleepers and single homelessness people in 2018/19. A further £200,000 has also been identified in the budget report for inclusion in the base budget from 2019/20 onwards. These increases in the Council's allocation of funds reflects its' commitment to maintaining and extending services and support for rough sleepers and single homeless people.
6. A total of approximately £142,906 has been accumulated in the current financial year for re-profiled activity into 2018/19 [subject to approval by City Executive Board] – anticipating the significant increase in the Council's commissioning of supported accommodation for rough sleepers and single homelessness people from 2018/19 onwards and with the intention of maintaining so far as possible other housing related support services for this group.
7. The strategic framework within which these funds are allocated remains the same, providing a total budget for 2018/19 of approximately **£1,834,853** representing a total increase of £100,000 on the 2017/18 budget and excluding the proposed managed carry forward of funds from and reserves committed to the Acacia Housing First Project in 2017/18.

City Conversation on Rough Sleeping - additional funding 2018/19

8. The Council has also agreed to allocate additional funds drawn from the Council's Homelessness Reserve in 2018/19 to support the development of a citywide partnership to tackle issues relating to rough sleeping and single homelessness in

the City. The proposed allocation of this additional funding is discussed at paragraphs 39-41.

Context and key developments 2017/18

Increase in number of people sleeping rough

9. Rough sleeping continues to be a significant issue in the City, with high numbers of rough sleepers being contacted by Oxford SPOT each month – 93 unique people were seen rough sleeping in October 2016, 76 in November and 89 in December.
10. The Council's official street count in November 2017 was 61, an increase from 33 in November 2016. However, in the period April to December 2017, there were 244 positive interventions with individual rough sleepers, to assist them off the streets. In the 16/17 year, there were such 383 positive interventions.
11. The Council also carries out an estimate of the number of people sleeping rough in the City. Oxford's most recent estimate – also carried out November 2017 - was 89, significantly higher than the estimates for Cherwell 9, South Oxfordshire 2, Vale of White Horse 10 and West Oxfordshire 7.
12. As a result of the latest estimates, it is clear that the Oxfordshire Health and Wellbeing Board's target to "ensure that the number of people estimated to be sleeping rough in Oxfordshire does not exceed the baseline figure from 2016/17 (79)" has not been met.
13. Instead the number of people sleeping rough has increased to 117 people, representing an overall increase between November 2016 and November 2017, in Oxfordshire of 48% (38 people). The numbers fell in two district council areas (Cherwell and South Oxfordshire), but rose in the other three (Oxford City, Vale of White Horse and West Oxfordshire). The increase was most significant in Oxford City, which saw an 89% increase (42 people) based on the estimate figures. West Oxfordshire also shows a significant change from zero to seven people in their estimate.

Changes to funding for housing related support services

14. Oxfordshire County Council agreed in February 2016 to maintain its' Housing Related Support budget at £500,000 per annum. The County Council had been expected to follow through on its' previously declared intention to cut this budget by 100% (previously £1.5m per annum), with the withdrawal of funding starting April 2017 and completed by March 2019. Whilst this unexpected decision is welcome, it is not yet clear what this will mean for future joint commissioning arrangements between the County and District Councils.
15. Oxfordshire County Council previously funded all supported accommodation for single homeless people and rough sleepers across the County through its' Housing Related Support budget. A total of 285 units of supported accommodation were provided across the County, with 252 of these based in the City but included provision for people from the Districts.
16. To mitigate the impact of these cuts, Oxford City Council, together with the Oxfordshire District Councils, Oxfordshire County Council and Oxfordshire Clinical Commissioning Group agreed in autumn 2016 to contribute to a pooled budget and enter into joint commissioning arrangements for a period of three years [2017/18 to

2019/20]. Oxford City Council's contribution to the pooled budget was agreed by CEB in September 2016 at £161,700 per year for three years.

17. The pooled budget is significantly less than the previous level of Housing Related Support – £2.9m over three years - and therefore provides a significantly reduced number of beds for homeless people and rough sleepers across the County - 141, instead of the current 286.
18. Year 1 (2017/18) of the pooled budget has been allocated significantly more funds due to the transition from current services to new arrangements that will be in place for Year 2 (2018/19) and Year 3 (2019/20).
19. The following provision is funded by the pooled budget from April 2017:-

Current provision	Total Units	Year 1 2017/18	Units (City use)	Year 2/Year 3 2018/19, 2019/20	Units
O'Hanlon House	56	O'Hanlon House	56 (27)	O'Hanlon House	56 (27)
Simon House	52	Simon House	52 (22)	Simon House	0
Connection Support	31	Connection Support	31 (31)	Connection Support	31 (31)
Mayday Trust	31	Mayday Trust	31 (31)	Mayday Trust	21 (21)
Julian Housing	83	Julian Housing	0 ¹	Julian Housing	0
Vineyard (South and Vale)	13	South and Vale	13	South and Vale	13
Horsefair (West Oxon)	6	West Oxon	6	West Oxon	6
Banbury (Cherwell)	13	Cherwell	13	Cherwell	13
Total	285	Total	202	Total	140

Ensuring sufficient provision to meet Oxford City's needs

20. It has been estimated that Oxford City needs at least 150 beds to meet demand, based on snapshot counts of use of the pathway from 2015 to 2017. Whilst there has been a significant increase in the number of people sleeping rough on the City's streets, a high proportion of these are people with no connection to Oxford City who are not eligible to access the Oxford adult homeless pathway, and would not therefore be included in any needs assessment. Any additional supported accommodation that the City needs over and above what can be funded by the pooled budget must therefore be funded from City's Homelessness Prevention Funds.

¹ Julian Housing's contract with County Council for the 83 supported units ends on 31st May 2017

21. During 2017/18 [Year 1] – in order to maintain the supply of beds for people with a connection to Oxford City - the City Council took over the commissioning of 41 beds following the County Council's de-commissioning of Julian Housing. This – together with the City Council's independent commissioning of beds via the Acacia and Housing First projects ensured that there was sufficient supply to meet the City's needs in 2017/18.
22. In Years 2 [2018/19] and 3 [2019/20] the pooled budget will fund a total of 79 beds for City use, comprising 27 in O'Hanlon House, 31 Connection Support and 21 with Mayday Trust. In order to maintain a minimum supply of 150 beds, the City Council needs to commission at least 71 units of supported accommodation.
23. During 2017/18 City officers worked hard to identify commissioning options for additional beds spaces from 2018/19, and to identify how Homelessness Prevention Funds might be re-prioritised to accommodate this increase in commissioning costs from 2018/19.
24. In September 2017 CEB agreed to allocate funding for 5 years from 2019/20 for the delivery of a new facility for rough sleepers and single homeless people to be built in the Cowley area of the City comprising 22 units of supported accommodation for people with complex needs and a further 15 units of move on accommodation. CEB also agreed to fund a transitional service for people with complex needs at Simon House during 2018/19, to maintain capacity in the City while the new facility is being built. The Council will also take over from Oxfordshire County Council commissioning of 10 units of supported accommodation with Mayday Trust.
25. The following table summarises the planned provision in the City for 2018/19:

Service	Provider(s)	2018/19	2019/20
O'Hanlon Hse – City	Homeless Oxfordshire	27	27
Mayday Trust	Mayday	21	21
Connection Support	Connection & Response	31	31
Total Oxfordshire Adult Homeless Pathway commissioned for City use		79	79
Project 41	Homeless Oxfordshire	41	41
Simon House (20-25) - transition 2018/19	A2Dominion	25	
Rymer's Lane - Complex Needs Entry	A2Dominion		22
Mayday Trust	Mayday	10	10
Housing First		5	5
Acacia – existing	Response	5	5
Acacia - capacity increase	Response	5	5
Total City Council commissioned for City use		91	88
Total available for City use		170	167

Estimated City requirement [CEB report, December 2016]		150	150
Additional capacity available for City use			
O'Hanlon Hse - City - SIT UP	Homeless Oxfordshire	10	10
Rymer's Lane - Complex Needs Move On	A2Dominion		15
Additional emergency bed in the young persons pathway	via County Council	1	1
Total available for City use		181	193

Strategic framework for commissioning and funding 2017/18

26. The Council's priorities in terms of tackling rough sleeping and single homelessness are set out in Priority 2 [Prevent homelessness and meet the needs of vulnerable people and rough sleepers] of its Housing and Homelessness Strategy 2018-2021 summarised at Appendix A – Strategic Priorities for preventing homelessness and meeting the needs of vulnerable people and rough sleepers.
27. Significant consideration is also 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.

Use of unused fund from 2017/18 Homelessness Prevention Fund budget

28. A total of approximately £142,906 has been accumulated for re-profiled activity into 2018/19 [subject to approval by City Executive Board] – anticipating the significant increase in the Council's commissioning of supported accommodation for rough sleepers and single homelessness people from 2018/19 onwards and with the intention of maintaining so far as possible other housing related support services for this group.
29. The exact amount of resources available will not be known until the end of the financial year, but the forecast position is shown at Appendix B. The reasons for the re-profiling in year include:
- Payment by Results elements of a contract with the Big Issue Foundation not being required due to failure by the provider to achieve the performance targets.
 - Delay in commissioning additional Acacia units to ensure that essential mental health support for clients is in place
30. Whilst the position may change slightly, it is recommended that – subject to CEB - these funds are carried forward and (re) allocated in 2018/19 within the budget towards the 2019/20 pooled funding arrangement together with £43,800 [unspent reserves] towards the delivery of additional Housing First / Acacia units in 2018/19 and 2019/20.

Allocation of Homelessness Prevention Funds 2018/19

Consideration of future funding issues

31. During 2018/19 the Council will continue to increase its commissioning of supported housing units in order to provide and maintain sufficient supply to meet need. The Council will:

- Continue its' commissioning of the Project 41 supported housing project [taken over as a result of County Council funding cuts in 2017/18]
- Take over from the County Council the commissioning of 10 units of supported accommodation with Mayday Trust
- Follow through on its' commitment to maintain and increase essential supported accommodation for people with complex needs through the provisioning of a transitional service of up to 25 beds at Simon House (that would otherwise have closed as a result of the County Council's funding cuts), pending the development of a new facility in the Cowley area in 2019/20.

32. Officers will also continue to work with County and District Councils to secure commitment from them to ensure sufficient contributions to meet district clients' needs and a commitment to future contributions to the pooled budget and joint commissioning arrangements.

33. This will increase pressure on the already stretched budget in 2018/19 however there is also a need to anticipate pressures on the 2019/20 budget including the £161,700 contribution to joint commissioning arrangements for the Adult Homeless Pathway.

34. To mitigate these expected pressures, the 2018/19 budget has allocated additional funding of £100,000 drawn from the Council's Homelessness Reserves in 2018/19. A further £200,000 has been included in the base budget annually from 2019/20. This together with the proposed carry forward from 2017/18 [see paragraph 26] will go some way towards easing the pressure on the budget in 2019/20.

Proposed allocations 2018/19

35. With this in mind, the proposed allocation for 2018/19 is shown at Appendix C. Key points to note are as follows:

- **Managed carry forward into 2019/20** – the proposed allocation allows for a substantial planned and managed carry forward into 2019/20 in order to sustain essential services.
- **Increased funding for supported accommodation** - proposed increase of over £300,000 reflecting whole year commitment to Project 41, new commissioning of 10 supported accommodation beds with Mayday Trust, providing up to 25 beds at Simon House 2018/19 and additional funding for SWEPP [severe weather emergency protocol].
- **Street engagement** – Funding maintained to ensure effective street presence and engagement, including funding for Oxford SPOT maintained at current value, slight reduction in funding for TVP [from £40,000 to £30,000], and slight increase in for City Centre Ambassador [from £10,000 to £17,500]

- **Preventing homelessness** – funding maintained at current level and including funding for Elmore Community Services tenancy sustainment officer.
 - **Access to health and social care** – funding withdrawn in the expectation that the costs of a dedicated mental health practitioner at Luther Street Medical Centre will be borne through Oxfordshire Clinical Commissioning Group commissioning.
 - **Positive activities & help to get into work** – funding maintained at current level for a range of services and support with Aspire Oxford, The Porch, day services at O’Hanlon House and Emmaus, with a slight reduction in funding for Emmaus.
 - **Priority Services for Young People** – funding maintained for one additional emergency bed within the Young Person’s pathway for use by Oxford City.
 - **Other** – funding maintained for core staffing in the Council’s Rough Sleeping & Single Homelessness Team and Oxford CHAIN database.
36. A diagram outlining the Adult Homeless Pathway and other services funded by the Council for the benefit of rough sleepers and single homeless people is provided at Appendix D.
37. It is recommended that the Head of Housing has the delegated authority, in consultation with the Portfolio holder, to administer any necessary changes to these allocations.

City Conversation on Rough Sleeping

38. The rapid and very visible increase in the number of people sleeping rough on the City’s street has generated widespread public concern – about the issue itself and what is being done about it. As part of its response, the Council has initiated a citywide conversation on rough sleeping which commenced with a major event 28th November 2017 at the Town Hall, drawing together organisations and individuals to explore the causes and possible solutions to the problem.
39. The meeting agreed a vision which would see rough sleeping eradicated in the City of Oxford and an interim steering group has since been tasked with moving the conversation forward. It is hoped that a Rough Sleeping Charter for Oxford will be agreed and that a partnership will be formed to implement this.
40. As part of its contribution to these developments, the Council’s budget approved in February 2018 included additional funding drawn from the Council’s reserves in 2018/19. At the City Conversation in November, Councillor Bob Price signalled the Council’s intention to commit £25,000 towards the development of a Rough Sleeping Charter for Oxford and citywide partnership. A further £50,000 will be committed in 2018/19 to fund additional staffing capacity within the Rough Sleeping and Single Homeless Team to co-ordinate and support the Council’s engagement with the developing Charter and partnership. The budget proposes that the similar levels of funding are also made available in 2019/20, representing a total commitment of £150,000 over the two years, again funded from the Council’s Homelessness Reserve.

Financial implications

41. The budgeted spend on homelessness prevention for 2018-19 is estimated at £1,834,853 funded as follows :

	£'s	£'s
Planned savings to be carried forward from 2017-18		
Acacia Housing First Project	43,800	
Rough sleepers and single homeless people	142,906	186,706
Homelessness base budget		941,168
SWEP provision contribution		3,000
Voluntary sector grants budget		442,279
Transfer from reserves		261,700
Total		1,834,853

At the 1/4/2017 the homelessness reserve was £951k. At Council on 19th February 2018 an amount of £93k was added to the reserve and a further £187k is to be added over the life of the Medium Term Financial Plan.

Performance monitoring

42. 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.
43. Quarterly performance monitoring meetings will be scheduled between all services and Oxford City Council's Rough Sleeping and Single Homelessness Team to ensure that outcomes and targets are achieved and issues are addressed in a timely and professional manner.

Legal issues

44. All services funded from Homelessness Prevention Funds have Service Level Agreements in place. The SLAs covers obligations for services as well as consequences for not fulfilling these obligations.

Level of risk

45. The Risk Register is attached as Appendix E.

Equalities impact

46. All services in receipt of funding are subject to rigorous monitoring which includes equality and diversity.

Conclusion

47. The City and Oxfordshire District Councils are faced with unprecedented challenges going forward due to County Council cuts to Housing Related Support. Additional funding has been identified to help maintain essential supported accommodation services for individuals with a connection to the City.

48. It is recommended that the City prioritise funding of supported accommodation, including the pooled budget and other services that help to support rough sleepers and single homeless people, whilst maintain a managed underspend in 2018/19 which – with the appropriate approvals – can be carried forward into 2019/20 to help maintain these services.

49. It is also recommended that the City continue to make representations to the Oxfordshire Districts and County to request that they consider making further financial contributions to services to meet county wide needs.

50. The proposed funding allocation for 2018/19 will ensure that the Council continues to provide important 'wrap-around' services for single homeless people and rough sleepers to prevent and tackle rough sleeping, and support individuals to live and sustain independent lives.

51. Thorough review and evaluation of all services funded in 2018/19 will be carried out in year and inform any funding decisions for 2019/20.

Report author	Rachel Lawrence
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Service area or department	Housing Services
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Background Papers:

1	None
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Appendix A – Strategic priorities for preventing homelessness and meeting the needs of vulnerable people and rough sleepers

To prevent homelessness and meet the needs of vulnerable people we will:

- Increase our focus on preventing homelessness.
- Intervene early with advice and support to help people to sustain their accommodation and get help that they need.
- Work with young people at schools in Oxford to increase their awareness of housing issues.
- Work with other organisations to prevent and tackle homelessness and rough sleeping.
- Run a trailblazer project to identify new and better ways of preventing homelessness.
- Make sure that our homelessness services remain among the best in the country.
- Minimise the number of households in Temporary Accommodation by increasing access to longer term housing solutions.

To reduce rough sleeping and single homelessness we will:

- Increase our focus on preventing rough sleeping and single homelessness
- Continue to provide an assertive outreach service to help individuals to get off the streets, access suitable accommodation and get specialist support
- Look at what can be done to help rough sleepers who have no local connection to Oxford or anywhere else, and no recourse to public funds.
- Make sure that there is enough supported accommodation with appropriate levels of support to meet people's needs.
- Make sure that suitable accommodation and specialist housing is in place to help people move on from hostels to permanent settled homes.
- Work with other organisations, including mental health services, to reduce evictions from supported housing.
- Work with other organisations to provide supportive, wrap around services, including training and employment initiatives, that support clients to move on from the adult homeless pathway and maintain settled accommodation
- Make sure that there is enough crisis accommodation, including in the winter and severe weather.
- Work with the Police, Community Safety and others to tackle anti-social behaviour, health and safety risks and criminal activity on Oxford's streets.
- Increase funding for homelessness services by supporting an 'Alternative Giving Campaign' linked to anti-begging initiatives.

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Appendix B – Commitments made and forecast year end position 2017/18

Service areas	Provider	Forecast to YE	Purpose
Supported accommodation		£430,398	
Contribution Oxfordshire AHP Pooled Budget	Oxfordshire AHP / Oxfordshire CC commissioner	£161,700	Provision of supported housing
Housing First - Julian Housing	Homeless Oxfordshire	£47,850	Funding for 1 FTE Support Worker & 0.5 FTE Peer Support Worker for this specialist housing project. Offers an alternative supported housing model aimed at getting entrenched rough sleepers permanently off the streets.
NSNO Sit-up Service - O'Hanlon House	Homeless Oxfordshire	£54,903	Funding for 10 additional spaces to help manage the high number of rough sleepers.
Acacia existing x 5	Response	£15,950	Funding for 5 units of specialist supported housing for people with complex needs.
Acacia additional units - pending	Response	£0	Funding for 5 specialist supported housing units for people with complex needs. The Acacia Project builds on the Housing First model and has developed as a result of recognition by housing and mental health service commissioners of an increasing number of people who “fall between the gaps” of mental health services and homelessness services, getting ineffective support from either or both due to their needs.
Project 41	Homeless Oxfordshire	£124,995	Funding for 41 units of supported accommodation for rough sleepers and single homeless people with a connection to the City of Oxford. Provision for medium to low support needs with a focus on support to enable residents to move on to and sustain independent accommodation.

SIMON HOUSE - Transitional service 2018/19 20 to 25 units complex needs	A2Dominion		Funding for a transitional service of up to 25 units of supported accommodation at Simon House for people with complex needs and a connection to Oxford City. This allocation will retain the facility of Simon House which would otherwise have closed as a result of County Council funding cuts. This provision will maintain capacity in the City allowing time for the development of a new facility for rough sleepers and single homeless people in the Cowley area, to open [subject to planning permission] 2019/20.
Severe Weather Beds - various	Various including Homeless Oxfordshire, St Mungo's, The Porch, A2Dominion	£25,000	Funding to provide emergency beds in periods of severe weather for all rough sleepers who need them. The increase in funding reflects the increased number of rough sleepers on the City's streets.
PRS move on from hostels	Administered on behalf of OCC by Homeless Oxfordshire	£0	Funding to enable access to private rented accommodation for individuals moving on from the adult homeless pathway. Funds will assist with deposit and accessible for individuals with a connection to the City. £15k from 2016/17 still unused.
Street Engagement		£370,014	
Street Outreach and Single Homeless Service - St Mungo's Broadway	St Mungo's	£320,014	Funding for a team of 9 FTE to deliver a assertive outreach, reconnection, personalisation and advice service for rough sleepers and single homeless people. The team helps rough sleepers to access suitable accommodation and support in the City, Oxfordshire and elsewhere with the aim of reducing the number of people who spend a second night on the street, live on or return to the streets.
Rough Sleeping & Street activity service - TVP	Thames Valley Police	£40,000	Funding for TVP City Centre Unit to provide targeted support to reduce rough sleeping through outreach, enforcement, tackling begging and anti-social behaviour. TVP City Centre Unit has a dedicated police constable for the purpose of this work.
City Centre Ambassadors	Oxford City Council	£10,000	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.

Preventing homelessness		£161,671	
Tenancy Sustainment Officer - Elmore	Elmore Community Services	£35,630	Funding for 1 FTE specialist sustainment officer to support residents in Oxford City Council accommodation to maintain their tenancies.
Pre-tenancy training course - Connection	Connection Support	£16,000	Funding to provide courses to help 50 people develop a range of skills that will enable them to become tenancy ready.
Welfare Reform Outreach Team	Oxford City Council	£80,041	Funding contribution towards the work of a team focussing on the impact of welfare reform across the City
Target Hardening/Sanctuary Scheme	Oxford City Council	£30,000	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.
Access to health and social care		£25,000	
Mental Health Practitioner - LSMC	Luther Street Medical Centre	£25,000	Funding to contribute towards 1 FTE Mental Health Practitioner in order to providing the outreach team with specialist mental health support and intervention when supporting rough sleepers. Funded in partnership with Oxford Health and Oxford Homeless Medical Fund.
Positive activities & help to get into work		£250,981	
O'Hanlon House Day Centre	Homeless Oxfordshire	£82,778	Funding for provision of day services – showers and laundry facilities as well as breakfast and lunch and any other activities taking place – for individuals rough sleeping in the City and working with outreach services to access suitable accommodation.
Gatehouse Café	Gatehouse	£5,580	Core funding for the Gatehouse café, to support and engage hard to reach clients to access accommodation and specialist support
The Porch Day Centre	The Porch	£55,000	Core funding for The Porch (formerly known as Steppin' Stone) daycentre to support rough sleepers and those vulnerably housed through a range of activities, training and education and where appropriate sign post clients to more appropriate services.
Aspire	Aspire Oxford	£77,623	Funding for 2 FTE Education, Training and Employment workers to provide training and employment opportunities for homeless and/or vulnerably housed individuals in the City. Aspire is a social enterprise working towards becoming self-sufficient.

Aspire	Aspire Oxford	£5,000	One-off payment towards services hub.
Emmaus	Emmaus	£15,000	Core funding for Emmaus to provide accommodation in their community and work opportunities in their second-hand furniture social enterprise. A clause in the agreement enables the Council to taper the grant as the business moves towards self-sufficiency.
Service Broker - The Big Issue Foundation	The Big Issue Foundation	£10,000	Funding for 1 FTE to support Big Issues sellers into accommodation and into sustainable work opportunities. This contract will continue to be within a payment by results framework.
Priority Services for Young People		£49,126	
Contribution to County for YP pathway	Oxfordshire County Council	£42,992	
Emergency Bed for Young Person in Oxford city	Oxfordshire County Council	£6,134	Funding provides one emergency bed within the Young Person's pathway for use by Oxford City.
Other		£134,000	
Single Homelessness Team (current arrangements)	Oxford City Council	£120,000	Funding contribution towards the Council's Rough Sleeping and Single Homelessness Team.
OxfordCHAIN	Real Systems	£4,000	Core funding to maintain web-based database management system that collates data and provides monitoring reports on rough sleeping.
In year commissioning	TBC	£10,000	Funding has been put aside in order for officers to respond to unmet need by commissioning services addressing emerging service gaps.
Total allocated/committed		1,421,191	
Re-profiled activity into 2018/19		£186,706	

Appendix C – Proposed allocation of funds 2018/19

Service areas	Provider	Proposed Allocation 2018/19	Purpose
Supported accommodation		£779,425	
Contribution Oxfordshire AHP Pooled Budget	Oxfordshire AHP / Oxfordshire CC commissioner	£161,700	Provision of supported housing
Housing First - Julian Housing	Homeless Oxfordshire	£47,850	Funding for 1 FTE Support Worker & 0.5 FTE Peer Support Worker for this specialist housing project. Offers an alternative supported housing model aimed at getting entrenched rough sleepers permanently off the streets.
NSNO Sit-up Service - O'Hanlon House	Homeless Oxfordshire	£54,903	Funding for 10 additional spaces to help manage the high number of rough sleepers.
Acacia existing x 5	Response	£47,850	Funding for 5 additional units of specialist supported housing for people with complex needs.
Acacia additional units - pending	Response	£47,850	Funding for 5 specialist supported housing units for people with complex needs. The Acacia Project builds on the Housing First model and has developed as a result of recognition by housing and mental health service commissioners of an increasing number of people who “fall between the gaps” of mental health services and homelessness services, getting ineffective support from either or both due to their needs.
Project 41	Homeless Oxfordshire	£150,000	Funding for 41 units of supported accommodation for rough sleepers and single homeless people with a connection to the City of Oxford. Provision for medium to low support needs with a focus on support to enable residents to move on to and sustain independent accommodation.

SIMON HOUSE - Transitional service 2018/19 20 to 25 units complex needs	A2Dominion	£200,000	Funding for a transitional service of up to 25 units of supported accommodation at Simon House for people with complex needs and a connection to Oxford City. This allocation will retain the facility of Simon House which would otherwise have closed as a result of County Council funding cuts. This provision will maintain capacity in the City allowing time for the development of a new facility for rough sleepers and single homeless people in the Cowley area, to open [subject to planning permission] 2019/20.
Mayday Trust 10 units	Mayday Trust	£39,272	Funding for 10 units of supported accommodation for people with complex needs, in dispersed locations. This allocation will retain these units of supported accommodation for rough sleepers and single homeless people which would otherwise have closed as a result of County Council funding cuts.
Severe Weather Beds - various	Various including Homeless Oxfordshire, St Mungo's, The Porch, A2Dominion	£30,000	Funding to provide emergency beds in periods of severe weather for all rough sleepers who need them. The increase in funding reflects the increased number of rough sleepers on the City's streets.
Street Engagement		£398,393	
Street Outreach and Single Homeless Service - St Mungo's Broadway	St Mungo's	£350,893	Funding for a team of 9 FTE to deliver a assertive outreach, reconnection, personalisation and advice service for rough sleepers and single homeless people. The team helps rough sleepers to access suitable accommodation and support in the City, Oxfordshire and elsewhere with the aim of reducing the number of people who spend a second night on the street, live on or return to the streets.
Rough Sleeping & Street activity service - TVP	Thames Valley Police	£30,000	Funding for TVP City Centre Unit to provide targeted support to reduce rough sleeping through outreach, enforcement, tackling begging and anti-social behaviour. TVP City Centre Unit has a dedicated police constable for the purpose of this work.
City Centre Ambassadors	Oxford City Council	£17,500	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.

Preventing homelessness		£163,630	
Tenancy Sustainment Officer - Elmore	Elmore Community Services	£35,630	Funding for 1 FTE specialist sustainment officer to support residents in Oxford City Council accommodation to maintain their tenancies.
Pre-tenancy training course - Connection	Connection Support	£16,000	Funding to provide courses to help 50 people develop a range of skills that will enable them to become tenancy ready.
Welfare Reform Outreach Team	Oxford City Council	£82,000	Funding contribution towards the work of a team focussing on the impact of welfare reform across the City
Target Hardening/Sanctuary Scheme	Oxford City Council	£30,000	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.
Positive activities & help to get into work		£243,481	
O'Hanlon House Day Centre	Homeless Oxfordshire	£82,778	Funding for provision of day services – showers and laundry facilities as well as breakfast and lunch and any other activities taking place – for individuals rough sleeping in the City and working with outreach services to access suitable accommodation.
Gatehouse Café	Gatehouse	£5,580	Core funding for the Gatehouse café, to support and engage hard to reach clients to access accommodation and specialist support
The Porch Day Centre	The Porch	£55,000	Core funding for The Porch (formerly known as Steppin' Stone) daycentre to support rough sleepers and those vulnerably housed through a range of activities, training and education and where appropriate sign post clients to more appropriate services.
Aspire	Aspire Oxford	£77,623	Funding for 2 FTE Education, Training and Employment workers to provide training and employment opportunities for homeless and/or vulnerably housed individuals in the City. Aspire is a social enterprise working towards becoming self-sufficient.
Emmaus	Emmaus	£10,000	Core funding for Emmaus to provide accommodation in their community and work opportunities in their second-hand furniture social enterprise. A clause in the agreement enables the Council to taper the grant as the business moves towards self-sufficiency.

Service Broker - The Big Issue Foundation	The Big Issue Foundation	£12,500	Funding for 1 FTE to support Big Issues sellers into accommodation and into sustainable work opportunities. This contract will continue to be within a payment by results framework.
Priority Services for Young People		£6,134	
Emergency Bed for Young Person in Oxford city	Oxfordshire County Council	£6,134	Funding provides one emergency bed within the Young Person's pathway for use by Oxford City.
Other		£124,396	
Single Homelessness Team (current arrangements)	Oxford City Council	£120,000	Funding contribution towards the Council's Rough Sleeping and Single Homelessness Team.
OxfordCHAIN	Real Systems	£4,396	Core funding to maintain web-based database management system that collates data and provides monitoring reports on rough sleeping.
In year commissioning	TBC	£0	Funding has been put aside in order for officers to respond to unmet need by commissioning services addressing emerging service gaps.
Total allocated/committed		1,715,459	
Re-profiled activity into 2018/19		£119,394	

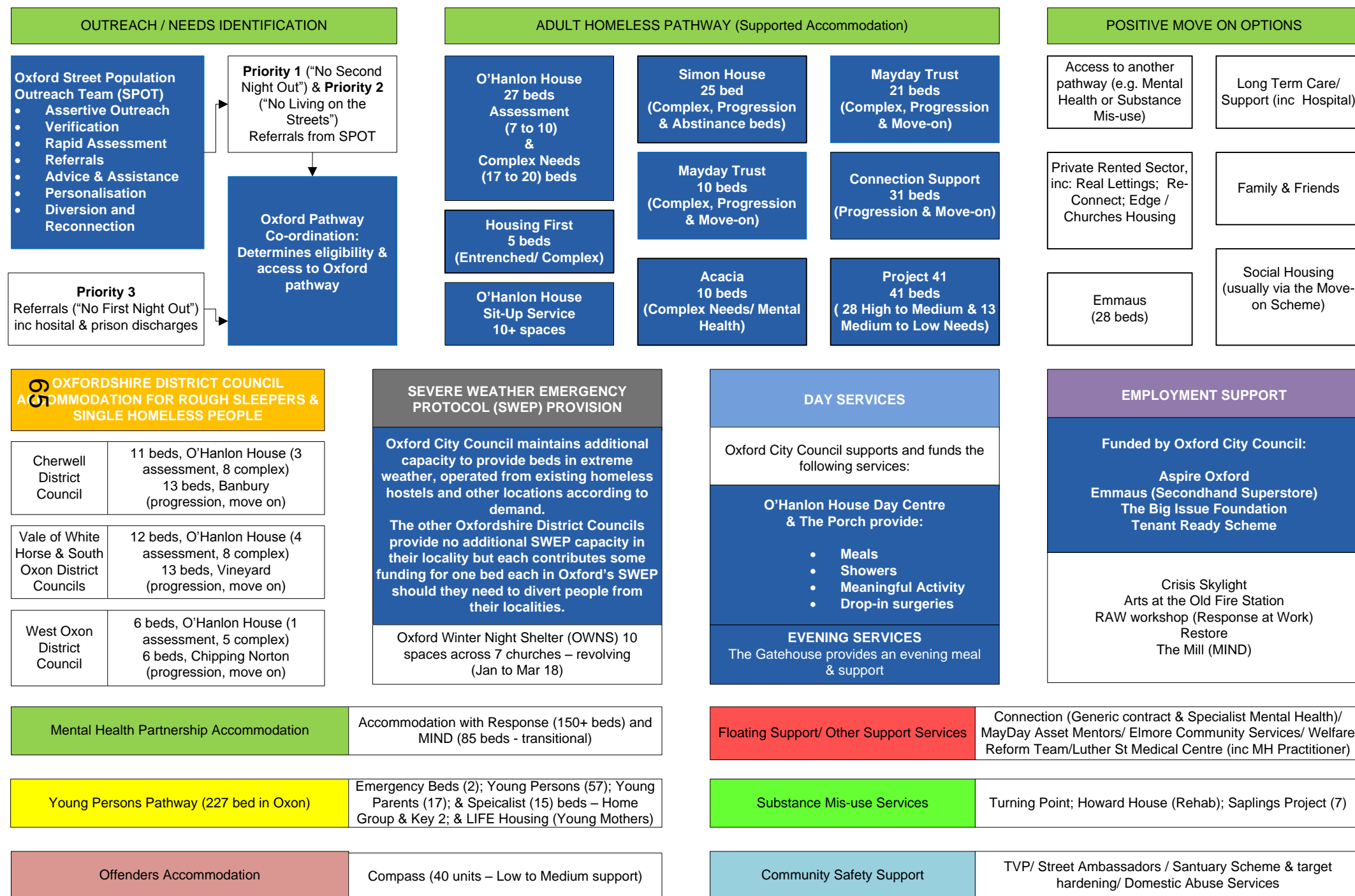
Notes on Oxford City Council's support for rough sleepers and single homeless people 2018/19

1. The diagram overleaf presents an overview of the wide range of services and support for rough sleepers and single homeless people funded by Oxford City Council, directly or via the pooled budget for the Oxfordshire Adult Homeless Pathway [shown in blue].
2. The Oxfordshire District Council's provision of supported accommodation for people with a local connection is shown in orange.
3. Oxford City Council co-ordinates and manages access to the City's bed spaces. In order to access these, a person must be in one of 3 priority categories:
 - Priority 1 – No second night out
 - Priority 2 – No living on the streets
 - Priority 3 – No first night out
4. A person must also be eligible to receive the service. They must have or be deemed - by the City Council's Adult Homeless Pathway Co-ordinator - to have a connection to Oxford City, or in exceptional circumstances, be granted an exemption.
5. Referrals relating to rough sleepers [Priorities 1 & 2] are received via the Oxford Street Population Outreach Team [OxSPOT] - an assertive outreach service funded by the Council and delivered by St Mungo's. Priority 3 referrals – for people who are at risk of rough sleeping – are received from a number of other agencies.
6. The linear pathway represented at the top of the page is not necessarily typical of each individual's journey through our services. People move forwards and 'backwards' through the pathway, according to their needs. Some people re-enter the pathway several times because they have been unable to sustain permanent accommodation, for reasons similar to those that may cause entry to the pathway in the first place, eg. relationship breakdown, mental health crises, rent arrears.
7. The Council funds a wide range of other services and support that help rough sleepers and single homeless people to engage in positive activities, get back into work, and address issues including addictions, offending and mental health problems.
8. The Council commissions St Mungo's to deliver an outreach service to those who are rough sleeping or close to ending up on the street. This service is called Oxford Street Population Outreach Team (Oxford SPOT).
9. **If you are concerned that a person maybe sleeping rough please contact StreetLink on 0300 500 0914, download their app or via www.streetlink.org.uk.** Oxford SPOT will then aim to locate the person within 48 hours and provide support if necessary.

30 January 2018

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Oxford City Council – Support for Rough Sleepers & Single Homeless People 2018/19



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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)		Terms & conditions for grant awarded not clear.	Services not provided for homeless people	20/03/2018	Rachel Lawrence	2	1	1	1				Clear and detailed Services Level Agreement signed and agreed by funded organisation; monitoring carried out on a quarterly basis; Preventing Homelessness Steering Group keep an oversight	01-Apr-18 and on-going throughout the year			Rachel Lawrence
Inability to deliver project(s)	Commissioned organisations unable to deliver service/project they have been funded to deliver		Loss of other funding to continue delivery	Services not delivered to homeless people. Organisation folds.	20/03/2018	Rachel Lawrence	3	3	3	2				Maintain good working relationships and provide support to mitigate cuts; Contract monitoring framework in place to give early warning of problems and time to redress;	01-Apr-18 and on-going throughout the year			Rachel Lawrence
External cuts destabilise organisations	Increase in rough sleeping and inadequate services in the City to deal with this effectively and holistically		Reduction of supported accommodation following County Council cuts	Oxford City Council budget not enough to fund both supported accommodation and 'wrap-around service'	20/03/2018	Rachel Lawrence	4	5	4	5				Proposed increase in budget allocations in budget report to CEB 20-Mar-18; Continued working in partnership with funded organisations; ensure highest need is addressed; ensure commissioned services are value for money and deliver effective services	01-Apr-18 and on-going throughout the year			Rachel Lawrence

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To: City Executive Board
Date: 20 March 2018
Report of: Head of Housing Services
Title of Report: Draft Tenancy Strategy and Tenancy Policy 2018-2023

Summary and recommendations	
Purpose of report:	To request that the City Executive Board approve the Draft Tenancy Strategy and Tenancy Policy 2018-2023 (and associated appendices) as draft documents to be published for a period of public consultation.
Key decision:	Yes
Executive Board Member:	Councillor Mike Rowley, Board Member for Housing
Corporate Priority:	Meeting Housing Needs
Policy Framework:	Housing and Homelessness Strategy 2018-21 Tenancy Strategy and Policy Statement 2013-18.
Recommendation: That the City Executive Board resolves to:	
1. Approve the Draft Tenancy Strategy and Tenancy Policy 2018-23 (and associated appendices) as draft documents to be published for a period of public and stakeholder consultation.	
Appendices	
Appendix 1	Draft Tenancy Strategy 2018-23 with sub appendices: A = Tenancy Policy; B = Legislative requirements and changes; C = Oxford city context; D = Flexible Fixed Term Tenancies (FFTT), how will they potentially work in Oxford?
Appendix 2	Initial Equality Impact Assessment
Appendix 3	Risk Register

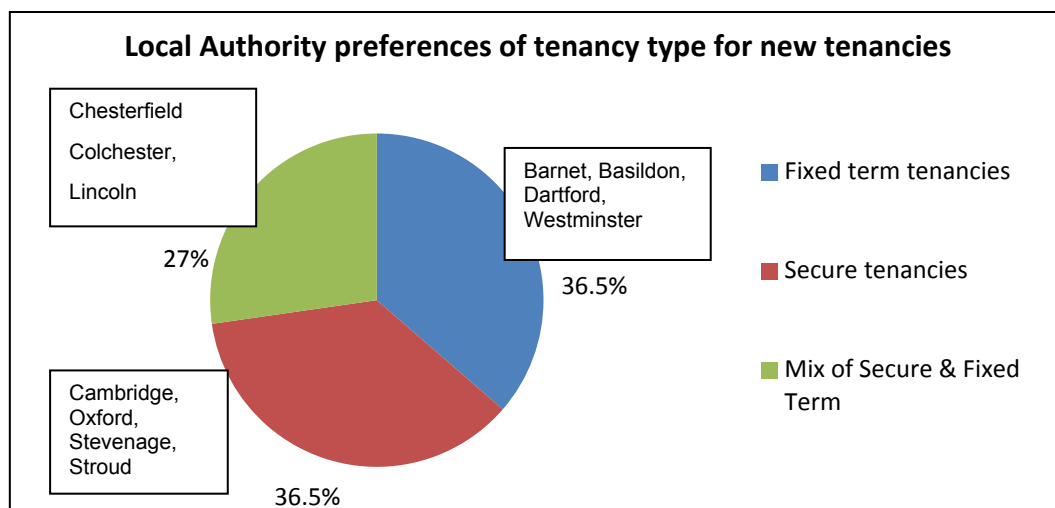
Introduction

1. The Council has a duty to publish a Tenancy Strategy (as a strategic housing authority) and Tenancy Policy (as a social housing provider and landlord) in accordance with the Localism Act 2011. The Council's current strategy and policy statement was produced in 2013 and is due for renewal in 2018. The commitment to renew the Tenancy Strategy in 2018 was also set out as an action in the Council's recently adopted Housing and Homelessness Strategy 2018-21.
2. To meet legislative requirements, the City Council has developed a new draft Tenancy Strategy and Tenancy Policy and is now required to consult with private registered providers of social housing in Oxford, Council Tenants, stakeholders and members of the public before the documents can be formally adopted.

Development of the strategy and appendices

3. Since the City Council's existing Tenancy Strategy and Policy Statement was published in 2013, there have been changes to Government policy and new legislation has been introduced. Under the Localism Act 2011, Registered Providers and Local Authorities can choose to offer Lifetime (Secure or Assured) Tenancies and Fixed Term Tenancies. A significant issue for consideration during the development of the new Tenancy Strategy for 2018-23, has been the new regulations introduced by the Housing and Planning Act 2016 which sets out a mandatory requirement for all Local Authorities to offer Flexible Fixed Term Tenancies. Government guidance on the mandatory requirements is still awaited, with no indication yet of when it is to be released.
4. Given this, to develop the new Tenancy Strategy and Tenancy Policy for 2018 onwards, City Council officers undertook an evaluation of the Council's practices and as a benchmark, the practices of a sample of another 10 similar sized stock-owning local authorities in England. This included a survey in January 2017, with the local authorities identified in Figure 1.1, to establish if they had already implemented Flexible Fixed Term Tenancies (FFTT) under the optional arrangements introduced by the Localism Act, and also to establish what their view was on FFTTs. The majority of local authorities preferred lifetime (secure) tenancies or a mixture of secure and fixed term tenancies.

Figure 1.1: Review of other local authorities with similar amount of housing stock owned:



5. Registered Providers are required only to have regard to the Council's Tenancy Strategy when setting their Tenancy Policies, processes and procedures. Although the City Council's current Tenancy Strategy and Policy Statement 2013-18 sets out a preference for lifetime tenancies, contact with 8 Registered Providers (RPs) operating within the City revealed that all but one were using Fixed Term Tenancies (FTT) for new tenants when letting their stock. Generally, they offer 5-year Fixed Term Tenancies but have options to offer terms of 2 to 10 years in exceptional circumstances. The opinion of RP's highlighted that the use of FTTs can be unsettling for tenants, some of whom have been reluctant to move when their fixed term came to an end. However, most tenants whose FTTs were due to end did not need to move and were given a new FTT. RPs also indicated that the use of such tenancies has provided them with the opportunity to manage the turnover of their housing stock more effectively to meet housing need.
6. As mentioned earlier, Government guidance is awaited on the mandatory use of Flexible Fixed Term Tenancies by all Local Authorities (for clarity, this does not include Oxford City Housing Limited). It is anticipated that the guidance will provide clarity on the expected length of any mandatory fixed term offered by Councils, and also where there may be any discretion to offer lifetime (secure) tenancies. Given the feedback from other local authorities and Registered Providers (see paragraphs 4 and 5 above), it is expected that operationally, implementation of mandatory fixed term tenancies (which require regular and timely reviews, assessments and advice/support) will increase the case load of staff and will impact upon resources in the short to medium term. Longer term, there could also be an impact on communities although this would be more evident where tenants' circumstances change and they are required to move at the end of their fixed term tenancy. How Flexible Fixed Term tenancies could potentially work in Oxford is explored in more detail in Appendix D of the new draft Tenancy Strategy document.
7. As the City Council's existing Tenancy Strategy is due to end in 2018, in the absence of Government guidance on mandatory use of Flexible Fixed term Tenancies, the new draft Tenancy Strategy and Tenancy Policy 2018-23 sets out a continued commitment for the Council to offer only lifetime (secure) tenancies unless there is a legislative change or grant funding requirement to offer an alternative tenancy term. Should there be a need to update the Tenancy Strategy/Policy in relation to implementation of mandatory Flexible Fixed Term Tenancies, a further report and revised Tenancy Strategy and Policy will be presented to the City Executive Board.
8. In addition, the new draft strategy supports a continued offer of social rent tenure in preference to affordable rent. This is mainly due to affordability reasons set out in Appendix C of the Tenancy Strategy document.
9. Overall, the new draft Tenancy Strategy 2018-23 and appendices take into account recent and emerging changes in legislation, the City Council's Allocations Scheme and also highlights the following key objectives:
 - To promote Oxford City's housing vision with a focus to provide social rented tenancies.
 - To ensure that affordable housing providers adhere to the new Tenancy Strategy to the benefit of the local community.

- Affordable housing providers are to let any new tenancies in Oxford at genuinely affordable rents i.e. in line with social rent or at Affordable Rents capped at Local Housing Allowance (or equivalent measure) levels.
- To create sustainable, mixed and balanced communities.

Consultation

10. Subject to City Executive Board approval, consultation on the draft Tenancy Strategy and associated appendices will run for a period of 4 weeks from 21 March to 19 April 2018. Consultation responses will be used to inform any changes to the strategy prior to an amended version being presented to the City Executive Board by July 2018, and to Full Council at its next meeting thereafter.
11. As part of the consultation process, City Council officers will convene meetings with private registered providers of social housing, and also with a panel of tenant volunteers/ambassadors who will have the support of the Council's Tenant Involvement Team. They, along with other statutory and non-statutory consultees and the general public, will be asked to review and comment on the new Draft Tenancy Strategy 2018-2023 and its implications for the community of Oxford. To facilitate the wider consultation with organisations and the public, an online survey will be published. Various media formats (paper copy of the survey upon request, online information, news articles, Tenants in Touch magazine, social media posts, posters displayed in community centres and other public buildings etc.) will also be utilised to publicise the consultation opportunity and to help people understand how they can get involved.

Financial implications

12. None associated with the recommendations in this report. However, the financial impact associated with the introduction of Fixed Term Tenancies, when the details are eventually provided by Government, will be modelled through the HRA Business Plan and reported accordingly.

Legal issues

13. Review of the existing Tenancy Strategy within 5 years, and production and consultation on a new strategy prior to the expiry of the existing one, ensures that the Council is meeting its duties under the Localism Act 2011 (sections 150 and 151) and the Housing and Regeneration Act 2008 Part 2 Chapter 6 s196 and s197. (See also paragraph 14 below).

Level of risk

14. If the draft Tenancy Strategy 2018-23 and associated appendices are not approved for public consultation, this will result in a delay in having a new Tenancy Strategy and Tenancy Policy adopted in time to replace the existing documents when they expire in summer 2018. This may result in the City Council being unable to meet its legislative obligations under the Localism Act 2011. See Appendix 3: Risk Register.

Equalities impact

15. The Equalities Impact Assessment initial screening form is attached as Appendix 2. No adverse equality implications are evident at this stage. The strategy seeks to secure affordable accommodation with security of tenure where possible for all those in housing need.

Report author	Frances Evans
Job title	Strategy & Service Development Manager
Service area or department	Housing & Property Services
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Background Papers:	
1	Tenancy Strategy and Policy Statement 2013-18 https://www.oxford.gov.uk/downloads/file/912/tenancy_strategy_and_policy_statement_2013
2	Housing and Homelessness Strategy 2018-21 https://www.oxford.gov.uk/info/20010/housing

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APPENDIX 1

Draft Tenancy Strategy 2018-2023

5 February 2018



Index

Content	Page
Introduction	3
Oxford City Council Tenancy Strategy	4
Bibliography	38

Appendices

Appendix A	Tenancy Policy	16
Appendix B	Legislative requirements and changes	20
Appendix C	Oxford City Context	25
Appendix D	Flexible Fixed Term Tenancies (FFTT), how will they potentially work in Oxford?	34

Figures, Charts and Maps

2.1	Where the Tenancy Strategy Fits	6
2.2	Current Median private rent (£ pcm) all Oxford postcodes	10
B.1	Right to buy properties sold	23
C.1	Median gross annual workplace earnings comparison	25
C.2	Median house price comparison	26
C.3	Median house price to median gross earnings ratio comparison	27
C.4	Private Rental Market Statistics	28
C.5	Private Rental and Net Household Income Comparison	29
C.6	Local Housing Allowance Shortfall	30
C.7	Social Rent and minimum income	30
C.8	Shared Ownership example	31

1. Introduction

As a strategic housing authority, Oxford City Council is required to have a Tenancy Strategy in place to set out the Council's requirements and expectations of social housing providers operating within the City, to ensure that housing is provided to meet local housing need. Therefore this Tenancy Strategy 2018-23,



should be taken into account when Registered Providers and other social housing providers (including Oxford City Housing Limited – the Council's Housing Company) who develop and let dwelling houses in the City, adopt or review their own tenancy policies and operating procedures. This document also incorporates the Tenancy Policy for Oxford City Council in its role as a social housing landlord.

The Tenancy Strategy and appended Tenancy Policy have been developed following an evaluation of the Council's Tenancy Strategy and Policy Statement 2013-18; consultation with other Local Authorities and social housing providers; and a review of the changes in legislation and Government policy. The documents are subject to public consultation before final approval in 2018. Production of these documents also meet with the agreed priorities and objectives set out in the Housing and Homelessness Strategy 2018-2021, and in conjunction with the development of Oxford's Local Plan 2036.

The ambition of the Housing and Homelessness Strategy 2018-21 is:

Oxford to be a City where people have access to affordable and high quality homes that enable them to build settled, safe and healthy lives, within sustainable and thriving communities.

To achieve this ambition, it is expected that all social housing providers will meet with the requirements set out in this Tenancy Strategy and ensure that truly affordable housing is provided to meet demand.

Oxford City Council's Tenancy Policy has been provided as Appendix A and is reflective of the aims of the Tenancy Strategy whilst incorporating legislative requirements i.e. the Housing Act 1985, Housing Act 1996, Localism Act 2011, Homelessness Act 2002 and, pending further government guidance, the Housing and Planning Act 2016.

The key objectives of the Tenancy Strategy are:

- To promote Oxford City's housing vision with a focus to provide social rented tenancies
- To ensure that affordable housing providers adhere to the new Tenancy Strategy to the benefit of the local community
- Affordable housing providers are to let any new tenancies in Oxford at genuinely affordable rents i.e. in line with social rent or at Affordable Rents capped at Local Housing Allowance (or equivalent measure) levels.
- To create sustainable, mixed and balanced communities.

2. Oxford City Council Tenancy Strategy 2018-2023

This is the Tenancy Strategy for Oxford City. At the time of writing (January 2018), local authorities are awaiting Government guidance with regards to the changes introduced in the Housing and Planning Act 2016, in particular, the implementation of Flexible Fixed Term Tenancies (FFTT) (see Appendix D for more information). It is anticipated that as legislation is enacted and statutory guidance is published, this Tenancy Strategy will be updated to reflect any mandatory requirements. **Fig 2.1** on page 6 demonstrates how this Tenancy Strategy links with other strategies, policies and tenant involvement activities.

Social responsibility

Oxford City Council expects all housing providers that own or manage stock in Oxford to meet their social obligations and regulatory requirements some of which are set out in Appendix B of this Tenancy Strategy. In addition, the Council wants to ensure affordable housing – existing or new – meets Oxford's housing needs, is truly affordable and provides good quality, energy efficient accommodation. The Housing and Homelessness Strategy 2018-2021 sets out that in addition to providing more affordable homes, preventing homelessness and meeting the needs of vulnerable people is a top priority for the Council. Moreover, the Council wants to promote homes – not just housing – where people can build lives, gain access to education, training, work and secure better health and well-being. By providing such homes the City Council, along with other social housing providers and partner agencies, can help to build successful, stable neighbourhoods and communities.



Best use of housing stock

The Housing and Homelessness Strategy 2018-21 sets out how the City Council will work in partnership to make best use of social, affordable and private sector housing stock. There are good reasons to use the limited resource of social and affordable housing in the most effective way. These include:

- A severe shortage of genuinely affordable accommodation which cannot be met in the private sector as private sector rents are too high (even with the availability of housing benefit) and the general demand for affordable housing exceeds supply.
- An expectation to see social housing occupied by tenants who need the size, type and tenure of accommodation they occupy.

- Given the affordability pressures within Oxford, the Strategic Housing Market Assessment 2014 estimates that around 1,029 additional affordable homes would need to be delivered each year 2016-2031 to meet the backlog and future affordable housing need.
- There are around 3,300 households on the Housing Register, the majority of whom may never be offered a council or Registered Provider (also known as a housing association) tenancy.
- A need for move-on accommodation for vulnerable people who are building settled lives, moving from hostels or living in unsuitable accommodation. Lack of move-on housing can result in access to much needed specialist accommodation being blocked from those who need it.

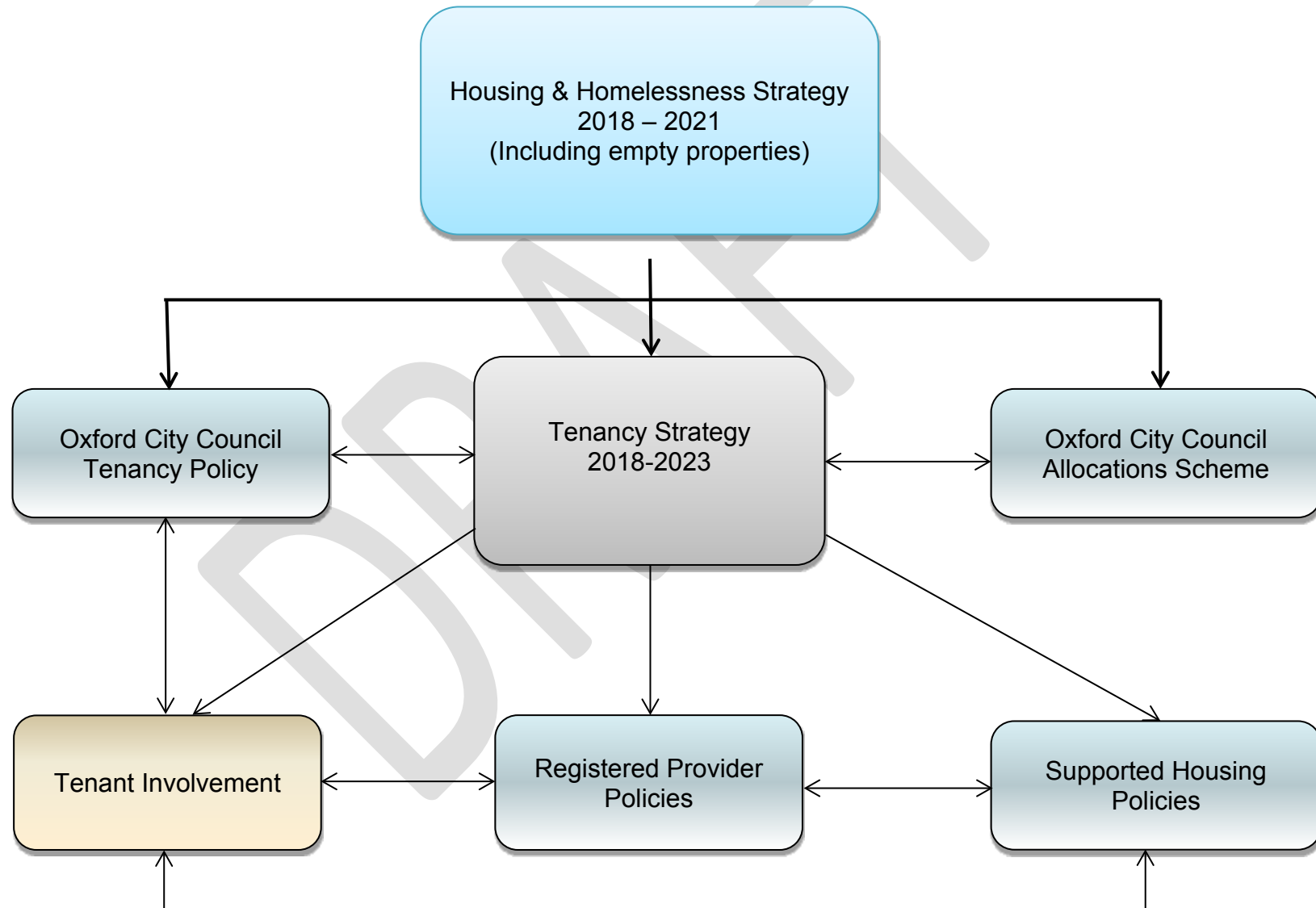
To ensure that social housing is allocated appropriately, Oxford City Council has formed a partnership with the major Private Registered Providers of social housing who operate within the City. This is the Oxford Register for Affordable Housing (ORAH) Partnership and the Council maintains a common register of social housing applicants on behalf of the Partnership (details can be found in the ORAH Partnership Agreement¹). ORAH Partners have agreed to give 90% - 100% of all lettings to Housing Register applicants nominated by the Council.

In line with the obligations set by the ORAH Partnership Agreement, S.106 Agreements², and in accordance with the City Council's Allocations Scheme, the City Council requires that all social housing providers who own or manage stock in the City to make best use of that stock and provide suitable and genuinely affordable accommodation for those who need it. Under the ORAH Agreement, Registered Providers (RPs) have agreed not to dispose of any of their social housing stock in the city without the express consent of the Council. It is expected that RPs and all social housing providers in receipt of capital from sales of affordable housing units will use the receipt to build at least "one for one" replacement property within Oxford, preferably at social rent levels.

¹ ORAH Partnership Agreement June 2011

² S.106 of the Town and Country Planning Act 1990.

FIG 2.1 Where the Tenancy Strategy fits



Tenancy Management

Effective management of all conditions of the tenancy agreement, including tackling tenancy fraud, managing tenancy changes, mutual exchanges (e.g. Home Swapper Scheme or equivalent) and the Right to Buy process, will ensure that social housing tenants act appropriately and in accordance with their tenant responsibilities. The City Council expects social housing providers who own or manage stock within the City, to provide effective Tenancy Management services in order to assist in reducing the risk of homelessness and to support the development of sustainable neighbourhoods.

Tenancy Sustainment

To ensure that tenants, who are vulnerable or who need additional support to help them sustain their tenancy, can access support when needed, Oxford City Council encourages all housing providers to invest resources to provide suitable tenancy sustainment services. Such support can assist tenants to remain living in the community where they have settled and where they are able to access other support networks.

Valued investment in tenancy sustainment services has proven to give long term benefits to both the tenant and the landlord. The tenant is supported, and can feel more confident and empowered to take control and improve their circumstances. In turn, this can lead the tenant to better manage their accommodation, sustain rent payments, and reduce the risk of them becoming homeless through loss of tenancy. Therefore the landlord is more assured of a regular rental income and knows that their property is more likely to be looked after.

Tenant Involvement

Oxford City Council has taken the initiative to develop an award winning Tenant Involvement Team which actively encourages its 8,000 Council tenants to get involved with issues that impact upon them such as the design, delivery or scrutiny of the City Council's landlord services. The Team operates in an inclusive, accessible and collaborative manner to encourage tenants with all skills and abilities to get involved. Involving tenants in this way contributes towards ensuring that the City Council is a tenant-led, effective and efficient landlord that delivers good quality housing and landlord services to its customers. It also ensures that the Tenant Involvement and Empowerment Standard is being met.

All housing providers in the City are encouraged to ensure their regulatory requirements are being met and to invest in quality tenant involvement activities. This can help housing providers to continuously improve, develop quality landlord services and to also meet the needs of Oxford's communities.

Lifetime Tenancies

Until new guidance has been received from Government in relation to the mandatory use of fixed term tenancies, the City Council's preference is that social housing tenants are offered "lifetime tenancies" - either secure or assured - as such

tenancies help to build and support sustainable communities. The Council also acknowledges the use of Introductory Tenancies where appropriate, and that some specialist supported housing may be let on different tenancy terms.

Successions

Successions to tenancies should be applied in line with legislation and Government guidance applicable at the time of the Succession application. Where a person succeeds to a tenancy but needs to move, please refer to the Council's Allocations Scheme for more details.

Using Flexible Fixed Term tenancies

Although the Housing and Planning Act 2016 introduced mandatory use of Flexible Fixed Term Tenancies (FFTT) for new local authority tenancies, Government guidance is awaited to clarify the details about the length of tenancy to be granted and any discretionary powers awarded to Local Authorities. Further explanation of how FFTT could potentially work in Oxford is set out in Appendix D. However, until the guidance on mandatory use of such tenancies has been published, the City Council will continue to support the use of lifetime tenancies.

Fixed term tenancies are normally specifically prohibited for any homes provided via Section 106 agreements – including conversion to this tenure at the point of re-letting of the property (churn of housing lets), as there is a need to provide long term security of tenure.

The City Council requires all social housing providers providing homes within the city to offer lifetime (secure or assured) tenancies.

However, if the RP or social housing provider does offer a fixed term tenancy, the City Council would expect:

- Clear information about the tenancy to be provided to prospective tenants before the start of a tenancy (i.e. when the property is advertised/before the property is allocated)
- The RP/social housing provider to adopt an agreed protocol with the City Council to make clear the respective roles at the end of a fixed term tenancy e.g. Pre-eviction protocol; the provision of advice to the tenant regarding the appeal process, accessing independent legal advice and how to secure suitable alternative accommodation (including property purchase should the household's financial circumstances allow).
- The RP/social housing provider policies should conform to the Regulator's requirements on Tenancy Standards and the tenancy offered should usually be for a minimum of 5 years after³ the probationary period unless there are proven and agreed exceptional circumstances to offer a 2 year fixed term instead, in addition to any probationary tenancy period.
- A presumption that fixed term tenancies will be renewed if the circumstances of the household are broadly similar to those when the original letting was made.

³ Homes and Communities Agency (March 2012) The regulatory framework for social housing in England from April 2012, paragraph 2.2, page 23 (http://www.homesandcommunities.co.uk/sites/default/files/our-work/regulatory_framework_2012.pdf)

- Between 12 and six months prior to the end of the fixed term, the landlord will undertake an assessment to ascertain:

1. How has the tenant conducted their tenancy?
2. How has the tenant managed their property?
3. Is the property still suitable to meet the housing needs of the household?
4. Does the tenant have the means to move to alternative accommodation?

Victims of Domestic Abuse

With regards to the security of tenure for victims of domestic abuse, the Secure Tenancies (Victims of Domestic Abuse) Bill 2017-19 introduced on 19 December 2017⁴, states that it requires all local authorities and Private Registered Providers of social housing in England, that, when re-housing an existing lifetime tenant who needs to move or has recently moved from their social home to escape domestic abuse, to grant such tenant a lifetime tenancy in their new home.

This will ensure that the victims will not fear losing security of tenure and will provide their families with stability and security in their new home. Whilst this may have some impact on slowing the churn of social housing stock, the impact is expected to be minimal and any impact offset by subsequent eviction of the perpetrator from the victims former home, therefore freeing up another social rented property.

Should the Bill become legislation, the City Council will expect all social housing providers to meet with new legislative requirements.

Appeal

Oxford City Council requires all RPs and social housing providers offering flexible fixed term tenancies to ensure a robust appeal process is in place for those tenants on whom a “notice to end their tenancy” has been served, and the tenant is advised to seek independent legal advice as needed.

Affordable Rent

In accordance with Oxford City Council’s Local Plan Affordable Housing Policies, the Council expects that of the total proportion of affordable housing being provided on new developments, at least 80% would be provided and let as Social Rent properties. Affordable Rent can be provided as part of the remaining 20% intermediate tenure housing (see also page 14 and Appendix C). However, Affordable Rent at 80% of market rent is not considered to be affordable for the many households receiving low/median level incomes in Oxford.

This is because: _____

4

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/671215/Note_of_Impacts_of_the_Bill.pdf

- Affordable housing is for people in housing need where their needs cannot be met within the general rental market. Charging higher rents will exacerbate problems with accommodation affordability and could limit access and choice of housing for those receiving low or below median incomes.
- Affordable Rent homes (set at 80% of market rent values) will be outside the reach and unsustainable for many homeless households and those on the Council's Housing Register, with or without Universal Credit (see Fig 1.2 and Appendix C for affordability examples).
- Where Affordable Rents are set above Local Housing Allowance (LHA) rates, this could result in those who are in receipt of low incomes, becoming reliant upon Universal Credit or Discretionary Housing Payments (DHPs) and still not have the ability to bridge the gap of the shortfall between income and contractual rent. The reliance of claiming Universal Credit or DHPs therefore increases the cost to the public purse.
- Within Oxford postcode areas, LHA does not cover the full cost of Affordable Rents if set at the maximum of 80% of median rent levels. FIG 2.2 shows the shortfall that households would need to pay to make up the difference between a rent at 80% of median rent (for all Oxford postcodes) and the maximum assessed LHA rate.

FIG 2.2 Summary of private rents per calendar month (pcm) recorded for different property types between 1 April 2016 and 31 March 2017 for Oxford (all postcodes)⁵

Property type	Oxford Median Rent (£pcm)	Rent at 80% of median rent (£ pcm)	LHA rate (£pcm)	£ shortfall between 80% rent and LHA rate (£pcm)
Room	530	424	349	75
1 bed	941	753	689	64
2 bed	1,150	920	834	86
3 bed	1,425	1,140	997	143
4 bed	2,200	1,760	1296	464

If rent costs are calculated at 35% of net household income, a rent cost at 80% of median market rent in Oxford would require a net annual household income of between £14,532 for a room only and £60,336 for a 4 bedroom home (See Fig C.5 Appendix C). The **median** gross earnings for employees in Oxford is around £31,675 (approximately £24,818 **net** per annum) and therefore a single person would need to earn a higher than median annual **net** salary, or be able to share the costs with a partner to be able to afford the cost of renting anything larger than 'room only' accommodation (see also Fig C.5 in Appendix C). Given this, all social housing providers should align to, and **not** exceed the LHA rates. This will ensure that the rent will be genuinely affordable for local people and will ensure future community sustainability within Oxford. There are further details regarding LHA rates shown in Appendix C.

Although the City Council does not generally support Affordable Rent as a default tenure in place of Social Rent, it acknowledges that in exceptional circumstances Affordable Rent is appropriate i.e.:

⁵ Valuation Office Agency

- Affordable Rents may be applied to new homes funded by the Homes and Communities Agency (HCA, now known as Homes England) where Affordable Rent is a condition of grant. Hence not to offer properties with Affordable Rents would limit the availability of grant funding and the opportunities to build new affordable homes in the area (**In this case, the rent should be capped and not exceed Local Housing Allowance (LHA) Rates, and not normally rise above 35% of household net income**). Charging above LHA rates will exacerbate financial problems for the household and could result in loss of tenancy due to rent arrears.
- Affordable Rents (with rents capped to not exceed LHA rates) could be acceptable as intermediate tenure i.e. the additional affordable housing units offered over and above the required proportion of social rented tenure homes required through planning policy on suitable development sites (see Oxford Local Plan policies).
- Affordable Rent properties (with rents capped at LHA levels) may be applied to some new-build units where there are exceptional viability circumstances on a development site i.e. where site viability has been tested and this clearly demonstrates that the site cannot deliver the required proportion of social rented tenure but it could be viable with a small element of Affordable Rent tenure as part of the overall affordable housing provision (see Oxford Local Plan Policies for details).
- For further guidance on how affordable housing provision is governed through the planning system refer to Oxford City Council Planning Policies or the Royal Institution of Chartered Surveyors (RICS)⁶ guidance on valuation for Affordable Housing and Rent

Whilst the City Council strongly supports the delivery of a high proportion of social rented tenure it recognises that, not all who apply to be added to the Council's Housing Register will be successful in securing accommodation at social rent levels. Therefore, as the strategic housing authority and a good landlord, the Council will encourage and support social housing providers to bring forward, in line with Oxford's existing and emerging Local Plan policies, new and genuinely affordable intermediate housing options to meet the aspirations of those who are looking to secure alternative models of tenure ensuring that these options are promoted to housing applicants and social housing tenants. This will enable households with the financial ability, to have a wider choice of housing tenure other than social rent, thus promoting the opportunity to make best use of the limited supply of social housing. Mobility schemes (e.g. Home Swapper Scheme) will also be promoted where appropriate.

Affordable Housing models

The Housing and Planning Act 2016 placed significant emphasis on broadening home ownership as a means to address the nation's housing problems. However,

⁶ <http://www.rics.org/uk/knowledge/professional-guidance/guidance-notes/valuation-of-land-for-affordable-housing-2nd-edition/>

the Housing White Paper 2017 indicated a change in emphasis towards a wider range of tenures. In particular the White Paper proposed to update the Government definition of affordable housing to include:

- Social rent (guideline target rents determined by the Government's rent policy),
- Affordable Rent (up to 80% of local area market rent),
- Starter homes (at a cost of not more than £250,000, to be sold at 20% discount on open market value, for households with annual incomes less than £80,000),
- Discounted market sale housing – sold at least 20% below local market value,
- Affordable private rent (at least 20% below local market rent) - suitable for provision of affordable housing as part of Build to Rent Schemes,
- Intermediate housing – shared ownership (part rent, part buy), discounted market sales and intermediate rent housing that is sold or rented at a price that is above social rent but below market levels⁷.

Rent to Buy Scheme⁽⁸⁾

- Rent to Buy is a Government scheme designed to ease the transition from renting to buying a home by providing subsidised rent.
- With Rent to Buy, the tenant rents a newly built home at approximately 20% below the market rate for up to five years (exact period of time varies by property – see also Appendix B).
- Rent to Buy can also be called Rent to Save or Intermediate Rent.
- During the rental period, there is an option to buy the property or to buy part of the property under a Shared Ownership scheme.
- At the end of the rental period, the tenant should decide as to whether to buy part of the property or move on.
- To be eligible:
 - The household should earn £60,000 a year or less. A household can be one person, or a couple whether in a relationship or not;
 - They are a first time buyer, or used to own a home but can't afford to buy one on the open market now;
 - Have a good credit history; and
 - Depending upon the Registered Provider (RP) requirements there could be additional eligibility criteria but additional priority may be given to existing RP and social housing tenants, people with local connections to an area as well as being first time buyers.

The benefit of the scheme may give tenants access to properties that otherwise would not be affordable. However if house prices rise during the rental period, prices might rise beyond the financial reach of the household. A longer rental period could place the household at greater risk of this happening, especially in high demand and high value areas such as Oxford.

Rent to Buy may be a suitable option for those households who are able to sustain the rent (and in future a mortgage payment) but currently do not have the level of savings to support the necessary deposit required by mortgage lenders in order to buy a property in the short term.

⁷ Housing and Homelessness Strategy 2018-2021

⁸ <https://hoa.org.uk/advice/guides-for-homeowners/i-am-buying/rent-to-buy/>

Build to Rent Scheme⁹ (supported by the Home Building Fund)¹⁰

- The Government has created a £3 billion fund to increase the number of homes to be built in England. The fund is administered by Homes England.
- Small builders, community builders, custom builders and regeneration specialists, as well as larger builders and developers can apply for loans to build large scale housing which is purpose built for market rent.
- The advantages of this type of scheme are that it could encourage development to happen more quickly and could support regeneration within the local economy as well as providing more rented accommodation for families.
- The scheme aims to introduce more family friendly tenancies i.e. for a longer term.
- Delivery of the scheme within Oxford, as with any other new development, is dependent upon securing appropriate premium land to be used for building.

Whilst private rented accommodation is one housing option, it is unaffordable for the majority of earners who receive a median level income in Oxford.

Community-led Housing¹¹

As stated in the overarching Housing and Homelessness Strategy 2018-2021, Oxford City Council secured Government funding to support community-led housing initiatives. Using the allocated funds, the Council has commissioned research that will identify the need for, and viability of, providing community-led housing in the City.

- Community-led housing can be designed and managed by local people and built to meet the needs of the community – not for private profit.
- It is a way for local communities to provide their own decent and affordable homes.
- Community-led housing is often designed to help certain groups – for example young people, older people, or those in need of affordable family homes. It's often eco-friendly and sustainable.
- Housing can be rented to local people at affordable rates which are kept low over the long-term, or the property can be sold to create income or subsidy to be recycled into other new housing developments to benefit the local community.
- As with a Build to Rent scheme, delivery of a Community-led Housing Scheme is largely dependent upon securing appropriate premium land or assets to be used for building.

Shared Ownership (part rent, part buy)

Appendix C, FIG C.8, demonstrates in detail that shared ownership within Oxford is also unattainable and unaffordable where the income required to support the purchase of a two bedroom flat for example, exceeds the local annual median earnings (i.e. £31,675 gross per annum or estimated £24,818 net per annum). Purchasing a share of a larger property is far beyond the reach of many local people unless the gross household income is much higher i.e. >£47,000 per

⁹

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/590464/Fixing_our_broken_housing_market_-_print_ready_version.pdf

¹⁰ <https://homebuildingfund.campaign.gov.uk/>

¹¹ <http://locality.org.uk/projects/communityled-housing/communityled-housing/>

annum to purchase a 2+ bedroom accommodation, and there are sufficient capital savings to accommodate a >£9,000 deposit. Given this, the City Council does not support shared ownership tenure as the default intermediate affordable housing option unless:

- The % rent charge on unsold equity is reduced e.g. to a maximum of 2% of unsold equity
- The social housing provider agrees to recycle capital receipts from the sale of shared ownership units to provide additional genuinely affordable homes within the City.
- Service charges for shared ownership units are kept to an affordable level (see below).

More details and information about other forms of intermediate affordable housing are discussed in Appendix C.

Service Charges

Service charges are subject to separate legal requirements (as set by The Service Charges (Summary of Rights and Obligations, and Transitional Provision) (England) Regulations 2007 No1257 Reg. 3)¹², including tenancy agreements. The cost of service charges in addition to rent and/or any mortgage payments in the case of shared ownership, can make accommodation unaffordable for those households receiving a lower income. It is expected that affordable housing providers that let or manage properties within Oxford City, will endeavour to keep service charges to a minimum and any increases within the Guideline Limit. Social and affordable housing providers should therefore, properly distinguish between rents and service charges in any rental or sale documentation or property advert. If an affordable housing provider proposes additional services that may not be covered by the housing element of Universal Credit or Housing Benefit (potentially leading to a significant increase in the level of costs that would have to be paid by the tenant), the Provider should discuss this with the local authority in the first instance. Providers are reminded that the Rent Standard¹³ requires tenants to be supplied with clear information on how service charges are set.

The Council's Affordable Housing Planning Policy and homes secured through S.106 agreements.

Locally the **Sites and Housing Plan 2011-2026'** (Policies HP3 & HP4) sets out the City Council's requirement for affordable housing provision on development sites in the City. In general, any new development site of 10 or more dwellings will require 50% to be affordable housing, of which a minimum of 80% of the affordable stock should be provided as social rent homes, and the remaining 20% to be intermediate housing (NB* the Sites and Housing Plan policies will be reviewed as part of the new draft Local Plan 2036, due to be considered in 2019/20). The National Planning

¹² <http://www.legislation.gov.uk/ukxi/2007/1257/regulation/3/made>

¹³ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419271/Rent_Standard_Guidance_2015.pdf

Policy Framework 2012 (NPPF) defines what Affordable Housing, Social Rent, Affordable Rent and Intermediate Housing is¹⁴.

Where properties have been secured as Affordable Housing via S.106 Agreements, the terms of those agreements will continue to apply and will normally prohibit the provision of, or conversion to, Affordable Rent tenure on initial or subsequent letting unless this is a condition of the Homes and Communities Agency (Homes England) grant funding scheme.

The key point is that to make affordable housing genuinely affordable for local people, having regard to local incomes and property prices, accommodation should be offered for rent or purchase at prices that are affordable for those who receive median/lower level incomes.

Summary

To summarise the key points of Oxford City Council's Tenancy Strategy, it expects all social housing providers:

- To provide a minimum 80% of the Affordable Housing proportion on new development sites as Social Rent tenure and, through sufficient subsidies, keep the remaining 20% intermediate rented tenure at Local Housing Allowance (LHA) rates, and keep intermediate housing to purchase at affordable levels having regard to lower/median annual incomes and lower quartile property prices.
- Keep service charges to a minimum to ensure affordability for occupiers.
- Not to change the tenure (churn) of any property from Social Rented to Affordable Rent within the City (unless it is a condition of grant funding) as charging higher rents will reduce the number of properties that would be affordable locally.
- When setting Affordable Rents, to align to, and **not** exceed the LHA rate, or provide the units at Social Rent levels. This will ensure that the rent will be genuinely affordable for local people and will ensure future community sustainability within Oxford.
- To offer lifetime (secure or assured) tenancies to social housing tenants as this provides security of tenure and helps to build sustainable, settled communities.
- To provide quality Tenancy Management, Tenancy Sustainment and Tenancy Involvement practices to ensure all social housing tenants are supported appropriately and to reduce the risk of homelessness through loss of tenancy.
- When in receipt of capital from sales of affordable housing, to use the funding received, to build at least "one for one" replacement property within Oxford at Social Rent levels to meet housing need.
- To ensure all legislative guidance and obligations are adhered to.

APPENDIX A

¹⁴ <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

DRAFT Tenancy Policy 2018-2023

Introduction

Oxford City Council, as a social housing landlord, is obliged to have a Tenancy Policy in place that sets out how it will operate and deliver the requirements of the Council's overarching Tenancy Strategy 2018-23.

Oxford City Council provides 7,746 affordable homes in the City plus 209 outside the City. Registered Providers supply a further 3,753 over which the City Council has at least 90% nomination rights in conjunction with the ORAH Partnership Agreement.

Tenancy Policy

In its social housing landlord role, the Council supports and will have full regard of the requirements set out in the over-arching Tenancy Strategy 2018-2023 for Oxford.

Until Government guidance has been published with regards to the change introduced by the Housing and Planning Act 2016 i.e. introduction of mandatory flexible fixed term tenancies, the City Council will continue to provide Introductory and Secure tenancies as the default tenancy type, for both new build and relets. This will apply to those tenants who have a housing need, who continue to pay their rent on time and are not in breach of their tenancy agreement.

Should Government guidance be published on the mandatory requirement to provide flexible fixed term tenancies, then the City Council will update this Tenancy Policy to allow the necessary flexibility and compliance with legislation.

In accordance with the City Council's Allocations Scheme (*compiled in accordance to PART VI of Housing Act 1996*), any available City Council properties will be advertised on the Council's Choice Based Lettings system¹⁵ stating the tenure terms on offer. Upon successful selection, the prospective tenant will be given clear guidance and advice on the Council's responsibilities and the new tenant's rights and responsibilities in relation to the property and the tenancy agreement.

Introductory tenancies

(Ref: PART V of 1996 Housing Act, Chapter 1, s124 & s125)

For those tenants who have not held a social tenancy previously they will initially be offered an Introductory Tenancy for a term of up to a 12 months (see Oxford City Council's Allocation Scheme for criteria). This will be an opportunity for both the tenant and the City Council to establish if the tenancy arrangements are suitable for the tenant and if the tenancy and property are being managed appropriately. The

¹⁵ Oxford City Council Choice Based Lettings system:
<http://www.oxfordcitycbl.org.uk/Data/ASPPages/1/5317.aspx>

Introductory Tenancy will be reviewed during the 12 month term in line with the tenancy agreement. The review aims to establish answers to the following questions:

1. How has the tenant conducted their tenancy?
2. How has the tenant managed their property?
3. Is the property still suitable to meet the needs of the household?

Assuming a successful completion of the 12 month Introductory Tenancy, and that the tenant has adhered to the terms of their tenancy agreement, the tenant will automatically become a secure tenant (subject to no other restrictions being in place) with a lifetime tenancy, extending their rights within the tenancy agreement.

Victims of Domestic Abuse

The City Council will operate in line with current legislation in relation to accommodating victims of domestic abuse. Should the Secure Tenancies (Victims of Domestic Abuse) Bill 2017-19 that was introduced on 19 December 2017¹⁶ become legislation, the City Council will adhere to the new legislation to ensure that, when re-housing an existing lifetime tenant who needs to move, or has recently moved from their social home to escape domestic abuse, a lifetime tenancy is to be granted for their new home.

This will ensure that the victims will not fear losing security of tenure and will provide their families stability and security in their new home.

Affordable Rents

Oxford City Council's preferred rent option is Social Rent. The Council does not support the provision of Affordable Rent tenure and will not offer tenancies on an Affordable Rent basis unless it is a condition of grant for new homes with part funding from the Homes and Communities Agency (now Homes England), or it meets one of the 'exceptional criteria' set out in the Tenancy Strategy 2018-23 (see page 11).

Best use of social housing stock

Flexible tenancies may offer an opportunity to increase the number of re-lets (churn) in social housing stock. However, due to the significant lack of affordable and appropriately sized accommodation to meet housing needs, and in order to give security of tenure to Council Tenants, the City Council will, until further Government guidance has been received regarding the mandatory implementation of flexible fixed term tenancies, continue to offer lifetime tenancies and will make best use of existing housing stock as described in the Housing and Homelessness Strategy 2018-21. This will include cyclical property maintenance, asset improvement and management programmes, and the continuation of the Removals and Expenses Move-on incentive scheme (REMS) for Council Tenants who are under-occupying

¹⁶

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/671215/Note_of_Impacts_of_the_Bill.pdf

their current home and who wish to downsize. This would allow their current home to be offered to a family and be fully occupied.

Tenancy Management

To ensure all Council Tenants meet the terms of their tenancy agreement, the City Council will continue to identify and tackle tenancy fraud in addition to dealing with any neighbourhood issues or anti-social behaviour. The City Council will also manage tenants and their requests for tenancy changes, mutual exchanges (home swapper scheme), and the Right to buy with the aim of managing any impact of changes on the local community.

Tenancy Sustainment

The City Council will continue to assist those tenants who require further support or who are vulnerable and need support to sustain their tenancy, enabling them to remain as part of the community where they live and to receive continued assistance from their own support network (see the Housing and Homelessness Strategy for more details).

Tenant Involvement

In accordance with the Tenancy Strategy 2018-23 and also the Housing and Homelessness Strategy 2018-21, the City Council will continue to actively encourage Council Tenants to get involved with issues that affect them. This will assist the Council in developing quality accommodation and a tenant-led, effective housing landlord service to customers. Tenants will receive relevant training, and involvement activities will be inclusive and supported.

Successions

Successions to tenancies will be applied in line with legislation and any Government guidance applicable at the time of the Succession application. Where a person succeeds to a tenancy but needs to move, please refer to the Council's Allocations Scheme for more details.

Monitoring and

The City Council will



review

monitor the

implementation of the Tenancy Strategy and the Tenancy Policy during the period 2018-23, including the impact upon Oxford City Council and its partner social housing providers. Monitoring will be via the Oxford Register of Affordable Housing (ORAH) Partnership and through annual reviews undertaken with individual Registered/social housing providers. Where there are legislative changes that prescribe necessary or mandatory actions, the City Council will adhere to legislation and published guidance, and will revise this Tenancy Policy in line with new legislative obligations.

Summary

To summarise the key points of Oxford City Council's Tenancy Policy, the Council will:

- Adhere to the requirements set out in the Tenancy Strategy 2018-23.
- Offer Introductory Tenancies and Lifetime Tenancies (unless legislation prescribes otherwise) and to provide security of tenure wherever it is possible to do so.
- Develop and secure additional Social Rent tenure properties
- Only support Affordable Rent that is provided at social rent levels or capped at Local Housing Allowance rates where exceptional circumstances (as described within this policy) require affordable rent to be provided.
- Review this Tenancy Policy within 2 years the Policy being approved by Council.
- Adhere to new legislation and revise this Tenancy Policy where legislation and published Government guidance prescribes either mandatory actions or optional actions that would better fit with the City Council's strategic housing priorities.

APPENDIX B

Legislative requirements and changes

The Council has a duty to publish a Tenancy Strategy in accordance with the Localism Act 2011 and in addition, take into consideration the following legislation:-

- The Housing Act 1985
- The Housing Act 1996
- Homelessness Act 2002
- The Housing and Planning Act 2016
- Homeless Reduction Act 2017

Since the City Council's 5-year Tenancy Strategy was produced in 2013, there have been changes to Government policy and new legislation has been published. The national and local context is explained further in Appendix C of the City Council's Housing and Homelessness Strategy 2018-21.

The Localism Act 2011 specifically sets out the scope of a local authority tenancy strategy and the matters to which social housing providers for its district are to give regard to in formulating their own policies i.e.:

- i. The kinds of tenancies they grant.
- ii. The circumstances in which they will grant a tenancy of a particular kind.
- iii. Where they grant tenancies for a term, the lengths of the terms and
- iv. The circumstances in which they will grant a further tenancy on the coming to an end of an existing tenancy.

One of the key changes introduced by the Localism Act 2011 was in relation to the introduction of fixed term tenancies (FTT) for social housing providers. FTT tenancies can be offered in addition to lifetime tenancies.

The Tenancy Standard (Homes and Communities Agency (Homes England), 2012)

The Localism Act 2011 also brought about the revised Tenancy Standard which states that all Registered Providers (RPs) shall let their homes in a fair, transparent and efficient way. They shall take into account the housing needs and aspirations of tenants and potential tenants. They shall demonstrate how their lettings:

- (a) Make the best use of available housing
- (b) Are compatible with the purpose of the housing
- (c) Contribute to local authorities' strategic housing function and sustainable communities.

Registered Providers (RPs) of social housing are able to offer assured tenancies, but if they choose to use fixed term tenancy it is expected that they will normally be for a

minimum term of 5 years (although 2 years can be offered in exceptional circumstances) and offer broadly the same tenancy conditions as those for secure tenants except for the fixed term period. RPs must also have a clear, published procedure for the appeals process, should their tenant wish to question the fixed term.

The Housing and Planning Act 2016 introduced new regulations. A summary is set out below:

The Housing and Planning Act 2016 (with associated chapter references)

- Introduction of Starter Homes as affordable housing (discounting new homes by up to 20%) (**Part 1 Chapter 1**)
- Promotion of self-build and custom house building (**Chapter 2**)
- Measures to address rogue landlords and property agents in the private rented sector in England (**Part 2**)
 - Banning orders (**Chapter 2**)
 - Rent repayment orders (**Chapter 4**)
- Recovering abandoned premises in England (**Part 3**)
- Housing, Estate Agents and rent charges (**Part 5**)
- Planning powers (**Part 6**)
- Compulsory Purchase powers (**Part 7**)
- Social Housing (**Part 4**)
 - including Right to Buy on a voluntary basis (**Chapter 1**)
 - vacant higher value local authority housing (**Chapter 2**)
 - rents for high income social tenants (*"Pay to stay"*) (**Chapter 3**)
 - reducing regulation of social housing (**Chapter 4**)
 - insolvency of Registered Providers of social housing (**Chapter 5**)
 - Mandatory use of flexible fixed term tenancies – Secure/'Lifetime tenancies' no longer to be awarded by Local Authorities (**Chapter 6**)

Government Guidance is still awaited in relation to some of these regulations however, the conclusions and recommendations of the Select Committee - Housing and Right to Buy Response (April 2017)¹⁷ are included in the details below:-

- i. **Extension of the Right to Buy (RTB) to RP's** on a voluntary basis.
This would allow Registered Provider tenants to be given the same right as council housing tenants to the Right to buy the home they rent. However, any RP selling its property through "RTB" would need to use the funding received to build at least "one for one" replacement property within the district (this could include 'starter homes').

This is likely to prove difficult in areas like Oxford where land prices and cost of development are high. The provision of starter homes may also be cost-prohibitive given the high price of property even at lower quartile levels.

¹⁷ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/606204/CM9416_-_Select_Comittee_Housing_and_Right_to_Buy_Response_Web_.pdf

However, outcomes from the consultation on the Government's Housing White Paper published earlier in 2017 (ref. starter homes) are awaited¹⁸.

The government has also stated that any RP should ensure that it provides advice and support to its customers to ensure that an informed choice is offered with regards to homeownership.

In addition, to limit the amount of properties purchased under the RTB being sold on into the private rented sector, investigations are to be made to establish that any RTB properties re-sold within ten years should be offered to the RP or local authority to purchase.

NB: The Government has initiated a pilot scheme and will update in due course when and if the full scheme will be rolled out.

- ii. **Sale of vacant higher value local authority housing** – under the new legislation, local authorities will be required to make a payment to the Secretary of State based on the value of their vacant high value housing – this may be in the form of an assumption of this value even if the actual vacancies or sales do not take place. However, agreement may be sought with the Secretary of State for a local authority to retain a portion of its sales to fund the delivery of at least one home for every other home sold.

The Government is still considering the definition of “higher value” and therefore the City Council will await further guidance. The Housing Minister announced that implementation of Right to Buy for Registered Provider (RP) tenants, along with forced sale of high value council homes, will be delayed until at least 2019 and possibly longer¹⁹.

- iii. **Introduction of “Pay to Stay”** – Rents for high income social tenants otherwise known as “Pay to stay” was proposed within the Housing and Planning Act 2016 however, the Government decided in November 2016 to abandon the mandatory scheme. Local authorities and RPs will continue to have the discretion to implement a ‘Pay to Stay’ policy for tenants with incomes over £60,000. Oxford City Council has decided not to pursue this at present due to the unaffordability of alternative accommodation in Oxford.
- iv. **Reducing regulation of social housing** – Proposals to de-regulate RPs and return them to the private sector could provide opportunities for RPs to secure alternative funding for housing development in the future.
- v. **Insolvency of Registered Providers of social housing** – A housing administrator has two objectives: Firstly to keep normal administration; and secondly to keep social housing in a regulated sector.
- vi. **Removal of secure tenancies** – this requires local housing authorities in England to apply a mandatory use of Flexible Fixed Term Tenancies for all new

¹⁸ <http://researchbriefings.parliament.uk/ResearchBriefing/Summary/CBP-7643>

¹⁹ Source NHAS, Posted 28th November, 2016

tenancies (a flexible fixed term tenancy is a tenancy existing for a fixed number of years). Most new tenancies will be granted for a period between 5 and 10 years and the social housing provider will be required to carry out a review of the household's circumstances at the end of the fixed term.

The legislation is also expected to have an effect upon "Succession rights" to existing secure tenancies i.e. where immediate family members who would normally succeed to secure tenancies, may only be granted a 5 year tenancy. This is an amendment to the Housing Act that will be applied across the board, not just for new tenants.

Local authorities are awaiting Government guidance on the key issues highlighted above as to whether they may use their discretion for particular tenancies. In respect of this Tenancy Strategy and Tenancy Policy, Oxford City Council will comply with the legislation as it is enacted and will operate in accordance with the relevant Government guidance as issued.

Right to Buy (RTB) for Council tenants²⁰

From 5th April 2012 the Government amended the levels of RTB discount that Council Tenants could receive. Currently there is a **35% discount** for a public sector tenant who has had a social tenancy between 3 and 5 years. After 5 years, the discount increases by **1%** for every extra year, up to a maximum of **70%** – or **£78,600** whichever is the lower, across England.

From May 2015 (i.e. since the Council's Tenancy Strategy 2013-18 was produced), the eligibility criteria also changed, reducing the requirement of 5 years public sector tenancy to 3 years, enabling more tenants to be eligible for the RTB much sooner. However, Oxford has seen a significant decrease in the rate of successful RTB applications since these changes were introduced (see FIG B.1). One of the reasons for this is that even after applying the maximum RTB discount the house prices in Oxford continue to remain high. Therefore, there would still be a significant amount to pay for the property – thus requiring a substantial deposit and income in order to support a large mortgage.

FIG B.1 Right to buy properties sold

Year	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	Apr-Nov 2017
Number of properties sold through RTB	3	8	45	46	32	25	22

Source – Oxford City Council internal records

²⁰ <https://www.gov.uk/right-to-buy-buying-your-council-home/discounts>

Homes and Communities Agency (HCA)²¹ Affordable Homes Programme

In January 2017 the Government announced an extension to the Homes and Communities Agency (HCA) Affordable Homes Programme 2011-15, offering a wider range of ways to help people into home ownership and to provide support for those that need affordable housing. The variety of tenures available, now includes Affordable Rent (tenancies let with rents of up to 80% of local market rents); Shared Ownership; and Rent to Buy (which will be let with rents set at or below 80% of the local market rent for a set time period, giving tenants the opportunity to save for a deposit and then the option to buy their current home).

It is a general requirement that any additional homes that are part funded by HCA under the programme will generally be let at Affordable Rents (although allowances are made to support social rents where there is a demonstrable need) and that Registered Providers may also elect to re-let a proportion of existing homes using the Affordable Rent regime when a property becomes vacant.

Definition of Affordable Housing²²

The Glossary of Terms set out in the National Planning Policy Framework (NPPF)(2012) defines Affordable Housing as: *“Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision”*. Further clarity and detail is provided in the NPPF document. However, the Housing White Paper 2017 suggests a different definition to include a wider range of tenures i.e. starter homes. Further guidance is awaited on any changes proposed in the Housing White Paper 2017.

Any Affordable Housing provided in Oxford will need to meet with the planning policies and Affordable Housing definitions available at the time of any planning application.



²¹ Homes and Communities Agency (HCA) became ‘Homes England’ in January 2018 but funding and development programmes introduced in 2011 and 2015 were launched under the HCA title.

²² <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

Appendix C

Oxford city context

Oxford city has become the twelfth fastest growing city in England with a current population of approximately 161,300, predicted to grow to circa 180,000 by 2036²³. Land is limited and at a premium within the city boundary. Therefore, Oxford has become one of the most unaffordable cities to live in England.

The number of people who own their own home in Oxford is well below national average at 47% compared to 63% in England as a whole. The City has a large private rented sector (28%) compared to the South East and England (both approximately 16%), and a sizeable social rented sector (21%). Around 2% of households are living rent free.

Median gross income for Oxford employees²⁴

In 2016, the median gross annual earnings for employees in Oxford were **£31,675** which equates to weekly gross earnings of £609. **FIG C.1** demonstrates how the median gross annual income has increased in Oxford since 2014 in comparison to the rest of England and Wales.

FIG C.1 Median gross annual workplace earnings comparison

Median gross annual (where available) workplace-based earnings in Oxford compared to England and Wales, 2014 to 2016 (£)

	2014	2015	2016
Oxford	30,475	31,165	31,675
England and Wales	27,485	27,841	28,500

Affordability of home ownership in Oxford

During 2015-2016 house prices in Oxford rose by 8.5%²⁵ compared to 3.2% nationally. However, house price inflation in Oxford (March 2016 to March 2017) was running at 3.7% compared to a UK average of 5.7%²⁶. House price growth in Oxford has slowed to less than 5% for the first time in five years as affordability pressures, and tax changes for investors constrain demand. Although house prices have slowed, they are still beyond the affordability reach of many lower income households in the city.

²³ ONS 2014-based subnational population projections

²⁴

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian>

²⁵ Cities Outlook 2017 - Centre for Cities (Jan 2017) report

²⁶ Hometrack UK Cities House Price Index, March 2017 (See Appendix A: Evidence Base – Housing and Homelessness Strategy 2018-2021)

The Housing and Homelessness Strategy 2018-2021 refers to the Centre for Cities 2017 report, which looks at the '**average**' house price and income levels in Oxford rather than the **median**. The report explains that the average house price in Oxford of around £491,900 is approximately 16 times the average yearly household income £29,400.

Highlighted below in **FIG C.2** and **FIG C.3** are the figures from the Office of National Statistics (ONS) to demonstrate how the **median** house price has increased for period 2014 – 2016 along with the ratio of **median** house price to **median** gross annual earnings.²⁷

FIG C.2 Median house price comparison

Median house price comparison between Oxford, England and Wales, for year periods Q3-2014 – Q3-2016(£)²⁸			
	Q3 – 2014	Q3 - 2015	Q3 - 2016
Oxford	305,000	340,000	375,000
England and Wales	195,000	209,500	220,000

Whether using the 'average' or 'median' calculation, both methods support the case that purchasing a home in Oxford is beyond the financial reach of the majority of Oxford households and employees earning lower level incomes.

Median House Price

House Price data sets are part of the House Price Statistics for Small Areas (HPSSAs) release, produced by Office of National Statistics (ONS). These statistics report the count and median price of all dwellings sold and registered in a given year. They are calculated using open data from the Land Registry, a source of comprehensive record level administrative data on property transactions.

According to these statistics, the median house price in Oxford in 2016 was £375,000. The median price for a detached house was £732,500; for a semi-detached house £410,000; for a terraced house £390,000; and for a flat/maisonette £281,500. House prices have generally increased over the last five years²⁹ and the number of properties sold in Oxford has reduced to levels lower than before the credit crunch, when generally the number of sold properties was around 2,500 per year.³⁰

²⁷

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/methodologies/housepricestatisticsfor-smallareasqmi>

²⁸

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian>

²⁹ See Appendix A: Evidence Base – Housing and Homelessness Strategy 2018-2021

³⁰ ONS, House Price Statistics for Small Areas

FIG C.3 Median house price to median gross earnings ratio comparison

Ratio of median house price to median gross annual (where available) workplace-based earnings in Oxford compared to England and Wales, 2014 to 2016

	2014	2015	2016
Oxford	10.01	10.91	11.84
England and Wales	7.09	7.52	7.72

Affordability to buy and minimum mortgage deposit³¹

Mortgage lenders traditionally require at least 5% of a property's sale price to be provided by the purchaser as a deposit before they will lend a mortgage on the remaining property value e.g. a property purchase price of £300,000 in Oxford would require the purchaser to provide a deposit of at least £15,000, with the remaining balance of £285,000 being provided as a mortgage. Using this example, the monthly mortgage repayment would be approximately £1351 per calendar month, assuming 3 % interest over a 25 year term^{**}. Assuming that the monthly mortgage repayment was 35% of net household earnings, the **net** annual salary would need to be approximately £46,320 (or £3,860 pcm). The figures calculated do not include any other household costs, living expenses or allow for a possible mortgage interest rate increase.

Depending on individual circumstances, a mortgage lender may require the purchaser to provide a much larger deposit e.g. 20% or 25% from the outset. In addition, the lender may limit the amount of mortgage borrowed i.e. may not lend as much as the £285,000 mortgage required in the example above (see paragraphs below).

Loan-to-income ratio to qualify for a mortgage³²

In the past, if an annual gross household income was £50,000, it may have been possible to borrow three to five times this amount, giving a mortgage of up to £250,000. However, mortgage lenders now have to complete a full affordability assessment to ascertain the loan to income ratio which may offer between 3 times to a maximum of 4.5 times the household income (including a second income) which may lead to them offering a mortgage ranging anything between £165,000 and £225,000.^{**}

The affordability assessment ascertains what level of monthly payments can be afforded, after taking into account various personal and living expenses as well as income. This assessment change was brought into effect by the Financial Conduct Authority in 2014 after fully reviewing the mortgage market.

³¹ <https://www.which.co.uk/money/mortgages-and-property/mortgages/guides/mortgages-and-deposits-the-basics/how-much-deposit-do-you-need-for-a-mortgage#minimum>

³² <https://www.moneyadvice.service.org.uk/en/articles/how-much-can-you-afford-to-borrow>

^{**} NB. This is an example only and should not be taken as financial or mortgage advice. Such advice should be sought from a professional qualified and regulated (by the Financial Conduct Authority) mortgage adviser or financial adviser who will consider individual circumstances and will advise accordingly.

The lender must also look ahead and 'stress test' the ability to repay the mortgage. It will take into account the effect of possible interest rate rises and possible changes to lifestyle, such as:

- Redundancy
- Having a child, or
- Taking a career break

If the lender thinks the household will not be able to afford the mortgage payments in those circumstances, it might limit how much can be borrowed and therefore requiring purchasers to fund a much larger cash deposit.

In addition the borrower must take into consideration mortgage arrangement and legal fees and possibly Stamp Duty Tax. However it was announced in the autumn 2017 budget, and with immediate effect, that the Stamp Duty will be abolished for first time buyers purchasing a property up to £300,000.

Affordability of the Private Rental Market in Oxford³³

Oxford's private rented sector appears to remain buoyant with an increasing demand from a large student population, potential owner occupiers who have been priced out of the market, and a lack of social housing for those on low incomes. The city has a large private rented sector (28%) compared to the South East and England (both approximately 16%).³⁴

Despite a relatively buoyant market, affordability of private rented accommodation is becoming increasingly unaffordable for many households on lower incomes. Fig C.4 provides a comparison of median private rents across Oxford, Oxfordshire and England.

FIG C.4 Private Rental Market Statistics

Summary of private rents per calendar month (pcm) recorded for different property types between 1 April 2016 and 31 March 2017 for Oxford (all postcodes), Oxfordshire and for England.			
Accommodation Type	Oxford Median Rent (£pcm)	Oxfordshire Median Rent (£pcm)	England Median Rent (£pcm)
Room only	530	525	376
1 bedroom	941	795	595
2 bedroom	1,150	925	650
3 bedroom	1,425	1,200	735
4 bedroom min	2,200	1,950	1,300

The Oxfordshire Strategic Housing Marketing Assessment (SHMA 2014) report uses the assumption that no more than 35% gross income should be used to cover housing costs.³⁵

³³ <https://www.gov.uk/government/statistics/private-rental-market-summary-statistics-april-2016-to-march-2017>

³⁴ Draft Housing & Homelessness Strategy 2018-2021

³⁵ https://www.oxford.gov.uk/downloads/file/1753/shma_final_report

However, it should also be noted that within the National Housing Federation briefing paper: “How affordable is housing for people in lower-income occupations?”³⁶ those working in care, leisure and other service occupations, are cited as having to spend up to 40% of their earnings on local median rents.

Using the Oxford Median Private Rent calculations in FIG C.4, the table FIG C.5, estimates the minimum income required to afford such rents. The calculation assumes that rent payments would be around 35% of the household’s net income; this excludes any other household bills and the deposit to secure the property.

FIG C.5 Private Rental and net household income comparison figures

Reference SHMA 2014 - rent assumed at 35% of net income. The table below shows annual household income required to pay median rent per calendar month (pcm) (both standard private rent and 80% of market rent) in Oxford (all postcodes).

Property Type	Private Rent (pcm) (£)	Minimum annual <u>net</u> household income required (£)	Approx. Gross annual household income required (£)	80% Market Private Rent (£ pcm)	Minimum annual <u>net</u> household income required (£)	Approx. Gross annual household income required (£)
Room Only	530	18,168	21,821	424	14,532	16,524
1 bed	941	32,256	42,644	753	25,812	33,114
2 bed	1,150	39,420	54,645	920	31,536	41,585
3 bed	1,425	48,852	70,784	1,140	39,084	54,023
4 bed	2,200	75,420	>100,000	1,760	60,336	>85,000

Source for earnings conversion: www.thesalarycalculator.co.uk

FIG C.5 demonstrates that even for a 1 bedroom property, the cost of private or Affordable Rent (at 80% of market rent) tenure would require an income exceeding the median gross annual earnings in Oxford i.e. £31,675, just to afford the rent costs.

Local Housing Allowance (LHA) ³⁷

The housing cost element of Universal Credit is capped at Local Housing Allowance rates for the rental market area. Private rented sector tenants who are in receipt of Universal Credit may find that there is a significant shortfall between their contractual rent and the Local Housing Allowance rate (see FIG C.6). The tenant will be required to pay the shortfall from their household income or, if eligible for additional assistance, the tenant may be able to apply for and receive discretionary housing payment top-ups.

³⁶ http://s3-eu-west-1.amazonaws.com/pub.housing.org.uk/Low_income_occupations_and_housing_costs_incl_case_studies_without.pdf

³⁷ <https://www.entitledto.co.uk/help/Local-Housing-Allowance-Rates>

FIG C.6 Local Housing Allowance Shortfall

Accommodation Type	Private Rent (pcm)(£) all Oxford postcodes	LHA Weekly Allowance (£)	Shortfall against standard Private Rent (pcm)
Room Only	530	80.55	180.95
1 bedroom	941	158.90	252.43
2 bedroom	1,150	192.48	315.92
3 bedroom	1,425	230.14	427.73
4 bedroom	2,200	299.18	903.55

FIG C.6 demonstrates that private rented accommodation in Oxford is unaffordable for many people unless they earn significantly more than local median earnings.

Social Housing

The social and affordable rented accommodation in Oxford includes:

- 7,746 Council-owned dwellings and
- 3,753 dwellings that are owned, let and managed by Registered Provider partners, over which the Council has over 90% nomination rights.
- Since April 2013, there have been 170 Council properties sold under the Right to Buy³⁸.

FIG C.7 shows the amount of annual net (and gross) household income required to pay a social rent in Oxford City (assuming rent payments are 35% of net household income and excluding household bills).

FIG C.7 Social Rent and minimum income

Estimated annual household income required to pay a monthly social rent per accommodation type

Number of bedrooms	Average Weekly Rent (£)	Average Monthly Rent (£)	Est. annual net household income required (£)	Est. net income £ pcm	Est. gross annual household income required (£)
Bedsit	100.07	433.64	14,868	1,239	17,056
1	103.72	449.45	15,408	1,284	17,760
2	117.49	509.12	17,460	1,455	20,937
3	119.24	516.71	17,712	1,476	21,292
4	137.86	597.39	20,484	1,707	25,350
5	141.07	611.30	20,964	1,747	26,056
6	144.78	627.38	21,504	1,792	27,760

Source: Median gross earnings to net: www.stafftax.co.uk

Source – Average Weekly rent figures are from Oxford City Council database

³⁸ Appendix A of the Draft Housing & Homelessness Strategy 2018-2021

Clearly, social rented tenure is much more affordable for those households receiving an annual income at or below the local median level.

Shared ownership (Part Rent / Part Buy)³⁹

With a shared ownership/part rent part buy a home, the share to purchase can generally start from as little as 25% and the rent on the remaining share is usually set in the region of 2.75% - 3% on the unsold equity. Typically, as the mortgage sought to buy the equity share is low, the deposits needed to purchase are lower and can be as little as 5% of the share price. For First time buyers, there is no stamp duty to pay if the property is less than £300,000. Another feature of the part rent/part buy scheme in Oxford and elsewhere is that there is an established second hand market of shared ownership homes. Although most properties are available on a new build basis, over time, these properties can be sold on to new buyers and if the owner has not yet bought 100% of the property, the occupiers can offer their existing share for sale on a second hand basis in a process known as a 'resale'. To give an example of other housing options available for those wishing to live in Oxford and to purchase an equity share (namely 25% in the examples provided) see FIG C.8. The figures exclude legal and mortgage arrangement fees, and other household bills such as utilities, TV, insurances etc.

FIG C.8 Shared Ownership example

Estimated annual net household income required to pay monthly shared ownership costs where the total monthly costs are 35% of net household income.

Property Type	Property price (£)	Share price (£)	Min. deposit (£)	Est.monthly cost (£) (incl. rent, service charge & est. mortgage)	Est. Net annual household income required (£)	Est. Gross annual household income required (£)
1-bed flat	197,000	49,250	4,925	688	23,592	29,937
2-bed flat	395,000	98,750	9,875	1021	35,004	46,989

The estimated monthly cost as set out in the example above for a 1-bedroom flat, assumes a mortgage of £192, a rent of £350 and service charges of £142. This would suggest a mortgage rate of approximately 2.5% over a 25 year term but mortgage rates are actually around 3.3%⁴⁰ taking the estimated monthly mortgage to £217 (February 2018). It also assumes a rent charge of around 2.85% on the unsold equity. A reduced % rent charge on the unsold equity would make the shared ownership more affordable to the purchaser and therefore it will be important for the City Council to promote and support a reduced level (%) of rent charge on the unsold

³⁹ (FIG C.8 also) <https://www.sharetobuy.com/sharedownership/in/Oxford>

⁴⁰ <https://www.money.co.uk/mortgages/shared-ownership-mortgages.htm> compare shared ownership mortgages

equity in the interest of purchasers. However, this may impact upon the viability of the units being provided on new-build development schemes.

The availability of mortgages and the cost of mortgage payments will also be influenced by purchaser income (the maximum annual household income needed to purchase a shared ownership unit is £80,000 outside of London), current mortgage interest rates, and the range of mortgage lenders who are able to lend on shared ownership properties (which can be a limited number of lenders in the market). As can be seen in FIG C.8, the income required to support the purchase of a two bedroom flat (not including other bills e.g. Council Tax and utilities) can exceed the gross local annual median earnings (i.e. £31,675 pa). Therefore, a single purchaser buying a 2 bed flat, would need to earn a minimum of £50,000 pa gross or have a joint household income to this level in order to cover just the purchase costs. Additional income would be required to ensure that the costs of food, Council Tax, transport/travel, utility bills etc. are covered.

Another concern of providing shared ownership properties in Oxford is that the likelihood of low income earners being able to staircase ownership to 100% is minimal, given the high market value of property and the additional mortgage required for owners to increase their equity share. However, as the City needs more than 1000 additional affordable homes per annum up to 2031, it is of some benefit that shared ownership homes are not often 'lost' to the open market through 100% equity staircasing.

Other intermediate models

In addition to shared ownership/part rent part buy tenure, models of intermediate affordable housing can also include Rent to Buy, Affordable Rent and Starter Homes as described earlier in this document. Other models of intermediate tenure can include Restricted Resale Covenants, where a new build property is sold to eligible persons at a discounted price – usually discounted around 30%. This discount can be applied in perpetuity to subsequent sales to ensure that they remain affordable in perpetuity. Due to the high property values in Oxford, freeholders of such schemes would need to offer much higher discounts in order to make them truly affordable for local earners e.g. discounts of as much as 50 – 60% of market price on first and subsequent sales.

Discounted market sale properties are not included in the current National Planning Policy Framework definition of Affordable Housing, therefore would not be acceptable to the Council as an alternative intermediate tenure.

Additional challenges for Oxford.

More housing, in particular more affordable housing, is needed to accommodate and support the projected growth in population and the growth of the local economy. However there are limited opportunities to develop the significant number of properties needed, due to the lack of suitable and available land within the City boundary. Local people want to live in a property where they can feel settled and have reasonable access to work, education, support to improve their health and well-being, and to live in a thriving and sustainable community.

In addition:

- There is an increasing number rough sleepers on Oxford's streets
- Given the affordability pressures within Oxford, the SHMA⁴¹ estimates that around 1,029 affordable homes would need to be delivered each year 2016-2031 to meet the backlog and future affordable housing need.
- There are over 3,300 households currently on the Housing Register.
- There are an increasing number of people who require social housing and who are vulnerable or have complex support needs.

More information about Oxford's housing challenges and the actions being taken by the City Council to address them, can be found in the Housing and Homelessness Strategy 2018-21.

In summary, it is evident from the data set out in this Appendix that, for the average income earner, affording their shared ownership home, Affordable Rented home (at 80% of market rent), or a home in the private rented sector in Oxford is extremely difficult. With high demand for housing in Oxford and high property and rent values, the unaffordable cost of housing could potentially lead to lower wage earners (such as service industry staff) who have essential or key skills to support Oxford's local community and economy, moving to more affordable areas outside of the City.

⁴¹ Strategic Housing Market Assessment (SHMA) 2014 for Oxfordshire

APPENDIX D

Flexible Fixed Term Tenancies (FFTT), how will they potentially work in Oxford?

A Flexible Fixed Term Tenancy is a tenancy existing for a fixed number of years.

Appendix B of this Tenancy Strategy, set out the requirements of the Housing and Planning Act 2016 in relation to the proposal to introduce a mandatory requirement for all Local Authorities to offer Flexible Fixed Term Tenancies (FFTT). This section looks at how FFTT could be applied in Oxford by the City Council (subject to Government guidance being published). Where a FFTT is to be offered by a social housing provider, the broad principles set out in this section would also apply to the relevant landlord.

If FFTTs are to be offered, it is anticipated that they will normally be offered on a 5-year term with discretion to offer a different term based on individual household circumstances, some examples of which are set out below:

- **2 year fixed term** - where there has been previous evidence of poor tenancy performance.
- **Predetermined fixed term** – a tenure term could possibly be fixed for a different duration in the following circumstances:
 - A term up until the oldest child within the household reaches the age of 19 to ensure the child has secure accommodation whilst at school.
 - If the property type is in limited supply but there is high demand for such property within the local area
 - If the property has been adapted specifically to meet the needs of a household.
 - Other exceptional circumstances (case by case basis)

Secure tenancies

Where mandatory use of FFTT applies, it is possible that the Council may still be able to give further discretion to offer a Lifetime (secure) Tenancy in the new home for those in the following circumstances:

- If someone has fled domestic violence / abuse
- A tenant is downsizing
- An existing tenant who has been affected by a regeneration project

When a property becomes available to rent, the advert on the Choice Based Lettings website will clearly state the type of tenancy on offer and the successful tenant will be advised and guided by the Council about the duration of the FFTT in conjunction with procedures and the terms set by the tenancy agreement or, unless it is an exceptional case as suggested above, they may be awarded a Lifetime (secure) Tenancy.

Between 12 and six months prior to end of the fixed term, an assessment will be completed by the social housing landlord to ascertain:

1. How has the tenant conducted their tenancy?
2. How has the tenant managed their property?
3. Is the property still suitable to meet the housing needs of the household?
4. Does the tenant have the means to move to alternative accommodation?

There is a presumption that where the circumstances of the household have not changed, a new FFTT will be offered (subject to all other criteria having been met). If, after an assessment, the decision is NOT to issue a new FFTT at the end of the period, then a minimum of 6 months' notice, with a written explanation as to the reasons why the tenancy is not being renewed should be given to the tenant. This will allow time for any appeal process and for the tenant to seek the appropriate advice (and where necessary support) to make a planned move or look for alternative accommodation (including property to purchase where the financial circumstances of the household allow). Such advice and /or support can be offered by the Council.

During the last 6 months of the tenancy period -

- If the tenant has proven NOT to be engaging with the planned move approach and then makes a homeless application to the local authority due to not having found and sustained suitable alternative accommodation, then an "intentionally homeless" decision could be made having regard to legislation.
- If the tenant is engaging/co-operating with a planned move approach but there is no suitable or alternative accommodation available, then an assessment and decision would need to be made by the Council or social housing provider in terms of how to proceed (e.g. offer a new tenancy or, seek possession of the current home and provide temporary accommodation whilst referring the customer to the available advice and assistance to access the Private Rented sector etc.).

The Council and social housing providers will be required to regularly review FFTTs. This is likely to increase the caseload of staff and increase demand on other resources in order to ensure that tenants are supported appropriately.

The Impact of Flexible Fixed Term Tenancy (FFTT) on:

Households

It is clear that legislation is driving the policy change in terms of social housing tenancies. By having mandatory FFTT (i.e. no longer Lifetime Tenancies), households may become more transient and whilst this may be unsettling for some tenants, those who are particularly vulnerable may require further support from support agencies to maintain their tenancies or to make planned moves.

The **Housing and Homelessness Strategy 2018-2021** further highlights the issues within Oxford City in terms of the limitations with regards to costs of living and what households can reasonably afford, and the limited available and affordable accommodation that is on offer, therefore increasing pressure on households to establish how they can retain their FFTT and ensure stability for themselves.

Given the limited available and affordable housing options in Oxford, households may have no other choice than to move out of the area to more affordable locations. This may in turn, negatively impact upon the household's reliance on their support network.

A positive side is that a change of perspective may enable a household to manage and take control of their aspirations – deciding where they want to live and what tenure they can afford.

Communities

Highlighted earlier, households may become more transient which in turn may impact upon the infrastructure of the community and its support network. There may be a lack of stability and a risk of communities becoming fractured, impacting upon social networks, any networks with police, social and care services, and general goodwill and neighbourliness. People may become less committed in investing their time within their local community.

Health and wellbeing

The reliance of a local support network to ensure good health and wellbeing may be impeded by using only FFTT's due to the reduced security of tenure for social housing tenants over the longer term. Accessibility to hospitals, medical health centres, education establishments, social and care services will determine where people wish to live and where and what they can afford.

Resource

Managing FFTTs will require additional resource to ensure successful management of tenancy and property, within a timeframe that allows for the Council, social housing provider/Registered Provider and tenant to consider their options as highlighted below:

Council, social housing provider/Registered Provider (RP):

- Should a new FFTT be offered assuming the tenant has adhered to all elements of the tenancy agreement and the property has been managed appropriately?
- Is the size or type of property still appropriate for the household to use? If not, will another FFTT be offered on a different property?
- Is there vulnerability, health or an exceptional circumstance that requires a tenant to be further supported with a new FFTT?
- If the FFTT is to be terminated, a minimum 6 months' notice should be given with a written explanation as to the reasons why, allowing the tenant to appeal the decision if appropriate.

Tenant:

- Is the property "fit for purpose" to meet their current household needs?
- Is it a requirement to live elsewhere to support access to jobs, social support networks etc?
- A change of household income may instigate the tenant to consider other housing options available to them.

The review of the FFTT will require the Council and other social housing landlords to ensure efficient and effective use of properties and to minimise void rent loss thereby enabling a property to be reused for someone with a priority housing need.

There could also be reduced investment in home improvements as tenants may feel less inclined to make improvements for their own benefit, therefore potentially this could increase costs to the social housing provider to ensure the property meets the Decent Homes Standard and is fit to re-let.

DRAFT

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<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian>

ORAH Partnership Agreement June 2011

Oxford City Council Choice Based Lettings system:

<http://www.oxfordcitycbl.org.uk/Data/ASPPages/1/5317.aspx>

Oxford City Local Plan

https://www.oxford.gov.uk/download/downloads/id/2640/sustainability_appraisal_scoping_report_local_plan_2036.pdf

Oxford City Sites & Housing plan

https://www.oxford.gov.uk/downloads/file/1420/sites_and_housing_plan

Oxford Profile 2016: Summary of key facts about Oxford (Oxford City Council)

Rent Standard Guidance

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419271/Rent_Standard_Guidance_2015.pdf

Right to buy

<https://www.gov.uk/right-to-buy-buying-your-council-home/overview>

<https://www.gov.uk/right-to-buy-buying-your-council-home/discounts>

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/606204/CM9416_-_Select_Committee_Housing_and_Right_to_Buy_Response_Web_.pdf

S.106 of the Town and Country Planning Act 1990.

<https://www.legislation.gov.uk/ukpga/1990/8/section/106>

Secure Tenancies (VICTIMS OF DOMESTIC ABUSE) Bill 2017-19

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/671215/Note_of_Impacts_of_the_Bill.pdf

Service Charges

<http://www.legislation.gov.uk/ukxi/2007/1257/regulation/3/made>

Shared Ownership

<https://www.shareto-buy.com/sharedownership/in/Oxford>

Starter Homes for first time buyers

<http://researchbriefings.parliament.uk/ResearchBriefing/Summary/CBP-7643>

Strategic Housing Market Assessment (SHMA) 2014 for Oxfordshire

Tenancy Standard

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419209/Tenancy_Standard_2015.pdf

Reference websites

www.cih.org.uk

www.insidehousing.co.uk

www.home.co.uk/for_rent

<http://locality.org.uk/projects/community-led-housing/community-led-housing/>

<https://www.which.co.uk/money/mortgages-and-property/mortgages/guides/mortgages-and-deposits-the-basics/how-much-deposit-do-you-need-for-a-mortgage#minimum>

<https://www.moneyadviceservice.org.uk/en/articles/how-much-can-you-afford-to-borrow>



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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 Localism Act 2011 states that a local authority has the legal requirement to produce a tenancy strategy.

The Tenancy Strategy and Tenancy Policy 2018-2023 also takes into consideration

- The Housing Act 1985
- The Housing Act 1996
- Homelessness Act 2002
- Localism Act 2011
- The Tenancy Standard (Homes and Communities Agency, 2012)
- The Housing and Planning Act 2016 and the Housing White Paper (2017).
- Homeless Reduction Act 2017

These policies/Statutory Instruments have already been Equality Impact Assessed by the Government and any disadvantage to particular customer groups, as a consequence of such changes, have already been identified.

Analysis of reliable data from national and local sources, plus consultation with other local authorities, has helped to inform the development of this DRAFT Tenancy Strategy and Tenancy Policy 2018-2023 which seeks to address inequalities for any member of the Oxford community wishing to access truly affordable good quality accommodation with security of tenure where possible. The strategy seeks to ensure that social housing providers let any new tenancies at truly affordable rents i.e. in line with social rent or at Affordable Rents capped at Local Housing Allowance (or equivalent measure) levels to ensure that those on low/median annual incomes are not disadvantaged.

The consultation process for the new DRAFT Tenancy Strategy and Tenancy Policy 2018-2023 and associated appendices will include consultation with all private registered providers of social housing in Oxford, Council Tenants, stakeholders and members of the public.

By using current, and developing new, working partnerships with social housing providers and tenants, the aim is to ensure that there is minimal equality impact to the residents of Oxford. The new strategy and policy will be

kept under review and its delivery monitored with the assistance of partner social housing providers, tenants and stakeholders. This will help to identify any adverse equality impacts and to provide an opportunity to put measures in place to resolve or reduce them.

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 new draft strategy and policy statement largely supports what is in the current tenancy strategy and policy statement which is due to expire mid-2018. This new DRAFT Tenancy Strategy and Tenancy Policy 2018-2023 strengthens the need to provide genuinely affordable homes to meet the needs of households receiving incomes below or at median earnings levels in the City. It also aims to strengthen the position that any intermediate rented accommodation costs should be capped at Local Housing Allowance levels. This will help to secure affordable housing to those who have a low income or who need to claim Universal Credit/benefits and should help to reduce or eliminate inequality in accessing affordable housing locally. Consultation on the draft strategy (21 March to 19 April 2018) will assist in identifying any other equality considerations that need to be given. Implementation of the strategy (2018-2023) will be monitored in partnership with Registered Providers and other social housing providers in the City, as well as City Council Tenants. This will happen 18 months to mid-term of the strategy and also when there are any changes in legislation/government policy that might impact on the strategy. Review and monitoring delivery of the strategy will, in turn, help to identify and reduce any adverse equality impacts in a timely way.

Overall, the key objectives of the strategy are:

- To promote Oxford City's housing vision with a focus to provide social rented tenancies.
- To ensure that affordable housing providers adhere to the new Tenancy Strategy to the benefit of the local community.
- Affordable housing providers are to let any new tenancies in Oxford at genuinely affordable rents i.e. in line with social rent or at Affordable Rents capped at Local Housing Allowance (or equivalent measure) levels.
- To create sustainable, mixed and balanced communities.

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

To meet the requirements of the Localism Act 2011, the City Council is required to consult on the draft tenancy strategy and its associated appendices with every private registered provider of social housing for the Oxford city district, tenants, stakeholders and members of the public.

During the consultation process (21 March 2018 to 19 April 2018) meetings will be convened to include the groups above. There may be people within those groups who have disabilities or other protected characteristics. However, we will ensure that the opportunity to provide feedback is also provided to representative groups by writing to those groups to advise of how everyone can get involved.

The details of the consultation will also be promoted via the Council's website, Tenants in Touch newsletter, social media, through City Councillors and information provided to display at leisure and community centres across the city.

After the consultation process, all comments/suggestions will be considered and changes to the strategy document will be made before final approval from CEB and Council to implement the new Tenancy Strategy and Tenancy Policy 2018-2023.

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 as a consequence of implementing the key objectives outlined in the draft strategy. Adjustments may be required to the draft strategy following public consultation.

However should any new government guidance/legislation be implemented then a review of the strategy would be completed to identify actions to be taken going forward, bearing in mind that policies/Statutory Instruments have already been Equality Impact Assessed by the Government and any potential disadvantage to particular customer groups 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

See answer to Q2.

Lead officer responsible for signing off the EqIA: Stephen Clarke

Role: Head of Housing Services

Date: 29.1.18

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)

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Appendix 3: Tenancy Strategy and Tenancy Policy Risk Register

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Comments	Controls				
							I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner
CEB Report to approve the Draft Tenancy Strategy and Tenancy Policy 2018-23 for consultation	Failure to approve the draft Tenancy Strategy and Tenancy Policy 2018-23 will result in the strategy not being adopted in advance of the expiry of the existing Tenancy Strategy and Policy Statement 2013-18. The Localism Act 2011 requires the City Council to have a Tenancy Strategy in place.	Threat	CEB not approving the Draft Strategy at its meeting on 20 March 2018.	Upon expiry of the existing Tenancy Strategy in Summer 2018, there will be a failure to meet legislative requirements (Localism Act 2011) as the City Council will not have an adopted Tenancy Strategy in place.	07/12/17	Head of Housing Services	4	2	4	2	4	1	The period of public consultation will allow for comments and changes to be made in advance of the strategy being presented for final approval by July 2018.	The report is included on the City Council's CEB Forward Plan and reporting timetable. Papers for agenda items are published in advance of the meeting, therefore providing advance notice. The Public consultation period 21 March to 19 April will allow for further comments on the strategy before it is finalised and presented for adoption mid 2018.	CEB meeting 20/3/18 and to Council after that.			Strategy & Service Development Manager
CEB Report to approve the Draft Tenancy Strategy and Tenancy Policy 2018-23 for consultation	There is a possibility of government guidance for Flexible Fixed Term Tenancies being published/ received before or during the consultation process. This will require modifications to the strategy to accommodate the implementation of new legislation. This may delay the strategy being presented to CEB in March or to CEB by July 2018 (for approval of the final version) and presented to Council thereafter.	Threat	Government bringing in new legislative guidance.	Delay in presenting a draft strategy for approval by CEB in March in order for consultation to go ahead as planned. OR a delay in presenting a final version to CEB by July 2018 and Council thereafter - all of which would impact on not having the new Tenancy Strategy in place by summer 2018 and not meeting legal requirements.	07/12/17	Head of Housing Services	4	3	4	3	3	2	The period of public consultation would be delayed. However CEB may wish to decide to continue with the strategy as an interim measure if legislation timeframe allows.	New legislation/guidance would need to be taken into consideration but as an interim measure, the City Council could issue a statement of intent to extend the period of the existing strategy whilst a new one is developed in line with new guidance. This would ensure that legislative requirements continue to be met in the short term and plans are in place to adopt a new strategy in the near future. Any consultation undertaken to the point of new guidance being issued will of course contribute towards developing a revised strategy.	Dependent upon when government guidance received			Strategy & Service Development Manager

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To: City Executive Board
Date: 20 March 2018
Report of: Head of Planning, Sustainable Development and Regulatory Services
Title of Report: Summertown and St. Margaret's Neighbourhood Plan

Summary and recommendations	
Purpose of report:	To endorse the consultation draft Summertown and St. Margaret's Neighbourhood Plan as required by Regulations
Key decision:	Yes
Executive Board Member:	Councillor Hollingsworth, Board Member for Planning, Sustainability and Regulatory Services
Corporate Priority:	Strong and Active Communities
Policy Framework:	Consultation on a draft plan is an important step in the process of producing a neighbourhood plan. When adopted, neighbourhood plans will form part of the planning policy framework for the area and will be used in the determination of planning applications.
Recommendations: That the City Executive Board resolves to:	
<ol style="list-style-type: none"> 1. Agree that the legal tests have been met and to proceed with the consultation stage; 2. Endorse the Draft Summertown and St. Margaret's Neighbourhood Plan for consultation; and 3. Proceed with the neighbourhood plan process by submitting the consultation responses and the draft plan for independent examination. 	

Appendices	
Appendix 1	Map of Neighbourhood Plan Area
Appendix 2	Submission Materials Accompanying Neighbourhood Plan
Appendix 3	Proposed Timetable to Referendum
Appendix 4	Risk Register

Introduction and background

1. The Localism Act introduced new rights and powers to enable communities to get directly involved in planning for their areas. Neighbourhood planning allows interested communities to come together through a Neighbourhood Forum to produce a Neighbourhood Plan. Once a Neighbourhood Plan is adopted or 'made' it will become part of the statutory development plan, and therefore is an important material consideration to be used when making decisions on planning applications.
2. Regulations set out the requirements for the process prior to submission of a neighbourhood plan and once a neighbourhood plan is submitted. The process followed will be the same in broad principles as those carried out for the Headington Neighbourhood Plan, which has now been 'made'. The City Council has been consulted on this Plan prior to its submission and has provided advice and guidance on the process through an on-going dialogue including meetings and email correspondence which has resulted in amendments and improvements to policies in the plan.
3. The draft Neighbourhood Plan was submitted by the Summertown and St. Margaret's Neighbourhood Forum on 3 January 2018. The content of the Summertown and St. Margaret's Neighbourhood Plan has been shaped by the local community. The draft plan and submission materials received are set out in Appendix 2. The draft neighbourhood plan is for the area formally designated on 10 July 2013. A map of this area is shown in Appendix 1. It is worth noting that the current boundaries of the neighbourhood area are based on ward boundaries. In 2020, there is to be a ward boundary review of the City Council's wards, which may alter the ward boundaries (but not the neighbourhood area) as a result.
4. The Plan as submitted has been produced by the Summertown and St. Margaret's Neighbourhood Forum. It is not the role of the City Council at this stage to comment on the content of the Summertown and St. Margaret's Neighbourhood Plan. The City Council will be given the opportunity to provide comments and representations on the content of the plan as part of the consultation exercise which it is recommended that the City Executive Board approve.

Programme Timetable for the Summertown and St. Margaret's Neighbourhood Plan

5. Appendix 3 shows the proposed timetable going forward. Given the 'purda' period prior to the local elections the advice received has been not to run the consultation period during this time to avoid any potential conflict of interests. The public consultation will therefore run immediately after the local elections in May 2018. If the project runs to this proposed timetable, a referendum on the final plan would be held in January 2019. This would not coincide with any planned local or general elections and therefore the City Council would need to organise and fund a stand-alone referendum for this purpose. There are risks to the timetable and these are set out in the risk register in Appendix 4.

Legal compliance

6. On receipt of a draft Neighbourhood Plan the City Council must consider whether the body that submitted it is authorised to do so. The area to be covered by the

Neighbourhood Plan was designated as the Summertown and St. Margaret's Neighbourhood Plan Area by CEB at their meeting on 10 July 2013. The Forum itself was designated on the 22 January 2014; so is authorised to make a submission. The Council must also consider whether any relevant regulations relating to that authorisation are complied with. Officers consider that there is no relevant breach of Regulations.

7. The Council is required to consider whether the regulations made concerning neighbourhood planning have been complied with. The Neighbourhood Planning (General) Regulations 2012 require that certain documents must be included when a Neighbourhood Plan has been submitted. These documents are:
 - a map or statement which identifies the area to which the proposed neighbourhood development plan relates;
 - a consultation statement – which contains details of those consulted, how they were consulted, summarises the main issues and concerns raised and how these have been considered, and where relevant addressed in the proposed neighbourhood plan;
 - the proposed neighbourhood development plan;
 - a statement explaining how the proposed neighbourhood development plan meets the 'basic conditions', i.e. requirements of paragraph 8 of Schedule 4B to the 1990 Act;
 - a statement of reasons for determination that the proposal is unlikely to have significant environmental effects under regulation 9(1) of the Environmental Assessment of Plans and Programmes Regulations 2004; and
 - a Habitat Regulations Assessment Screening statement.
8. The submission materials provided are attached in Appendix 2 and a map of the area is provided at Appendix 1. Officers are of the view that the submission materials meet those regulatory requirements. It is important to note that the issue is whether these documents have been submitted, nothing more. The Council is not, at this point, considering issues such as whether it agrees that the 'basic conditions' have been met. If the Council is satisfied that it has received the required documents it is required to publicise the Plan proposal inviting representations which will be taken into account in the independent examination of the draft Plan.
9. In addition it is important that the Neighbourhood Plan has been produced in accordance with the requirements of the 2012 Regulations. The previous statutory stage "Pre-submission consultation and publicity" requires that, before submitting a plan or proposal to the local planning authority, a qualifying body must "publicise, in a manner that is likely to bring to the attention of people who live, work or carry on business in the area –
 - Details of the proposal for a neighbourhood development plan;
 - Details of where and when the proposals for a neighbourhood development plan may be inspected;
 - Details of how to make representations;

- The date by which those representations must be received being not less than 6 weeks from the date on which the draft plan is first publicised;
 - Consult any consultation body referred to in paragraph 1 of Schedule 1 whose interests the qualifying body considers may be affected by the proposals for a neighbourhood development plan;
 - Send a copy of the proposals for a neighbourhood development plan to the local planning authority.”
10. Officers consider that these requirements have also been complied with.
11. The consultation statement outlines the details of the various consultation stages including the statutory consultation stage.
12. City Council officers have checked the submission material and are confident that all the relevant documentation is in order. In legislative terms, officers are able to recommend that submission has ‘satisfied’ the requirements of the Regulations. The Plan was publicised in accordance with the Regulations.
13. The regulations state that if the Council is satisfied that these requirements have been complied with it, must notify the Summertown and St. Margaret’s Neighbourhood Forum and make arrangements for the independent examination of the draft Plan.

Summary of the contents of the Plan

14. The Plan itself contains a vision for the Summertown and St. Margaret’s area. The **vision** for the plan, in summary, seeks to:
- create an area which mixes commercial, retail, residential and leisure uses, which is accessible to a wider range of residents, and remains attractive to residents and visitors alike;
 - envisage future development which echoes the character of the area and introduces challenging design, fit for the coming decades;
 - maintain its highly successful retail and business centre with all that involves, especially its diverse shops and accessibility to cyclists and pedestrians;
 - reduce traffic making it a cleaner environment for pedestrians, with a major emphasis on sustainable transport provision;
 - promote a more mixed housing provision, with particular emphasis on smaller units, provision for key workers & older people who may otherwise have to commute or leave the area, and increase choice for those squeezed out of the area;
 - retain and provide better access to green spaces and ensure that all development in the area adheres to the highest environmental standards; and
 - retain and develop their community facilities.

15. The Plan also contains six **objectives** for the plan. These are as follows to:
- Identify and create a template for local developments in harmony with the assessment of the character of each sub-area;
 - Maintain the variety, vibrancy, and accessibility of the retail centre in Summertown;
 - Manage the traffic, congestion, and pollution from traffic and enhance sustainable modes of transport;
 - Improve the availability of affordable housing in the area and maintain or increase stock;
 - Retain green space and enhance the environmental footprint; and
 - Retain and develop community and leisure facilities.
16. The policies that the Plan has developed have been labelled according to the relevant Policy Area (eg. EN for Environment).
17. The plan contains two types of policies. The first are planning policies which will, once adopted, form part of the statutory development plan for the area and referred to as spatial planning policies, which have been labelled as 'S' (eg. HCS is a Health and Community Spatial Planning Policy).
18. The second type of policies, are community policies. These will not form part of the development plan, once adopted, and relate to the delivery of change within Summertown and St. Margaret's area. Community Policies are distinctly labelled as 'C' (i.e. HCC is an Health and Community, Community Policy) in order to set them apart from the planning policies.
19. The Summertown and St. Margaret's Neighbourhood Plan contains policies to guide the development of the Summertown and St. Margaret's Neighbourhood Area. The policy covers **five different areas**:
- Health and community (planning and community policies)
 - Business and Retail (planning and community policies)
 - Transport (planning and community policies)
 - Housing (planning and community policies)
 - Environment (planning and community policies)
20. The Summertown and St. Margaret's Neighbourhood Plan does not contain any site allocations.
21. At this stage the role of the City Council is to be 'satisfied' that the legal requirements have been met, as set out earlier in paragraphs 7-10. The City Council will have the opportunity to provide comments on the content of the plan as part of the six week consultation stage following endorsement from this CEB. The types of comments that the City Council is likely to be providing will relate to the following :
- Ensuring that the policies within the Summertown and St. Margaret's Neighbourhood Plan align with both Oxford's adopted Local Plan and future proofing them in order to ensure they do not prejudice emerging policies in the Local Plan 2036.

Linkages between the Local Plan and the Neighbourhood Plan

22. The Summertown and St. Margaret's Neighbourhood Plan, once adopted (or 'made') will form part of the statutory development plan framework. As such it will be considered alongside the all the adopted plans that make up the Local Plan. The National Planning Policy Framework provides that it is the most recent development plan document that takes precedence. Therefore once made, the Summertown and St. Margaret's Neighbourhood Plan will take precedence over the existing Local Plan if there is a non-strategic policy conflict. The emerging policies in the Oxford Local Plan 2036, will however when adopted then take precedence over the policies in the Neighbourhood Plan if there is a difference between them.
23. It is worth noting that the Local Plan 2036 timetable suggests submission of the Local Plan in late 2018/ early 2019, with examination hearings in 2019. The likely adoption of the Local Plan 2036 would then be in late 2019. The neighbourhood plan timetable suggests that the neighbourhood plan would be 'made' (adopted) in early 2019, following a successful referendum. Following a successful referendum the neighbourhood plan policies would gain full material weight in planning decisions. Following the receipt of the Inspector's Report for the Local Plan 2036, the weight given to the Local Plan policies would be substantial. There would therefore brief period when policies in the neighbourhood plan took precedence for a few months in the interim period until the adoption of the Local Plan 2036. In terms of potential policy conflicts, these would likely to be minor and non-strategic in nature given the current content of the Neighbourhood Plan.

Environmental Impact

24. A combined Strategic Environmental Assessment and Habitat Regulations Assessment Screening Statement, has been submitted as part of the supporting evidence. The Oxford Meadows SAC is currently judged by Natural England to be in favourable condition. The Habitat Regulations Assessment (HRA) has concluded that none of the policies within the Summertown and St. Margaret's Neighbourhood Plan are likely to have adverse effects on the integrity of the Oxford Meadows SAC either 'alone or in combination' with other plans, projects or programmes. The accuracy or adequacy of these documents is to be assessed in subsequent parts of the neighbourhood planning process.

Financial Implications

25. The City Council must consult on the draft Plan, organise an examination and run the referendum. These requirements will be met from the current resources of the Planning Policy Team supplemented by grants available from central government to district councils for each neighbourhood plan.
26. It should also be noted that, on adoption of a neighbourhood plan, the local community will be entitled to an increase in the Neighbourhood Proportion of the Community Infrastructure Levy (CIL) receipts that are to be spent in the locality with community input. This will rise from 15% of CIL receipts to 25% of CIL receipts. The City Council will retain all the CIL monies but engage with the communities

where the development has taken place and agree with them how best to spend the neighbourhood funding element. At the point the Neighbourhood Plan is 'made' the element of Neighbourhood Portion of CIL which is allocated to Ward Members in this NP area will cease at the end of the financial year.

27. In relation to the referendum , the current estimation for its cost is £9,800

Legal Issues

28. Officers consider that the information submitted by the Neighbourhood Forum is sufficient for the City Council to be "satisfied" and for the consultation to proceed and that the other statutory requirements are met so that, with the benefit of the outcome of that consultation, the draft Plan is to be submitted for independent examination.

Level of risk

29. The Risk Register is attached at Appendix 4. There are several risks associated with undertaking this timetable. These are as follows:

- The timetable assumes an Examination that is undertaken by written representations and takes six weeks for the examiner to complete. This is an unknown element of the timetable. Depending on the amount of representations, and their complexity, the Examination could take longer than the six weeks in the timetable. The City Council however has no control over this element of the timetable. The six week period is a best-guess estimate from information provided from conversations with other local authorities who have produced neighbourhood plans and from information provided by Planning Aid on the likely length of examinations. If the examiner decides that the Neighbourhood Plan should take place via hearing sessions, this length of time could be up to three months. Whilst the majority of neighbourhood plans are undertaken by written representations it is however necessary to highlight this as a potential risk to the timetable.
- There are several other risks to the timetable including the period identified for the City Council to agree any modifications to the Neighbourhood Plan with the Neighbourhood Forum in response to the Inspector's Report. Any delay in the receipt of the Inspector's Report would reduce this period, which is currently set at 3 weeks.
- With any plan that is written, there is a risk that it will not be found sound. If following the examination period, this is the case, then the plan would need to be reviewed and resubmitted and the process started again.

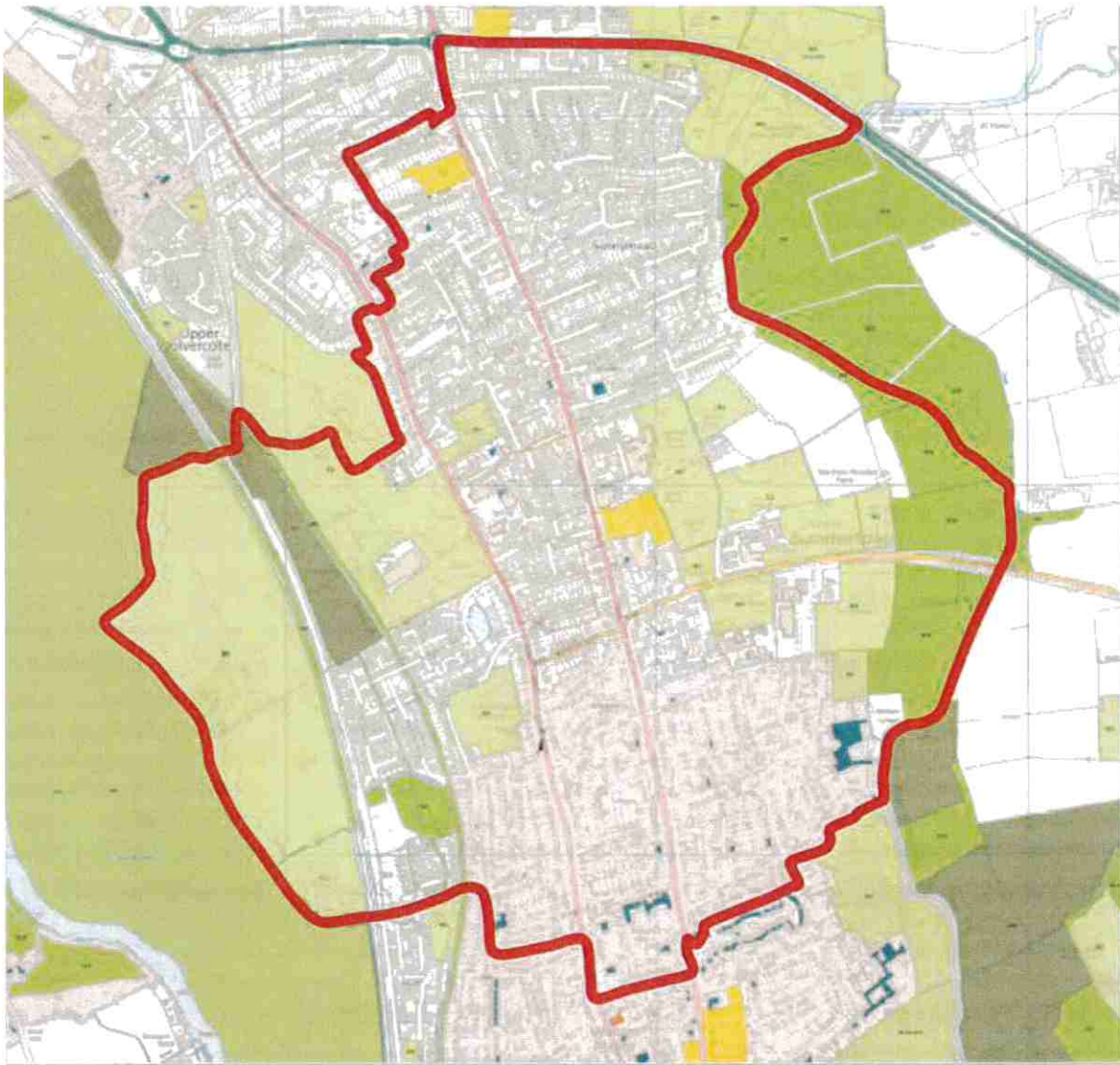
Equalities Impact

30. Consideration has been given to the public sector equality duty imposed by s149 of the Equalities Act 2010. Having paid due regard to the need to meet the objectives of that duty the view is taken that the duty is met. The consultation meets the requirements of the Statement of Community Involvement for Planning, which has undergone its own Equalities Impact Assessment. Again, the impact of the Plan on these issues would be a matter for subsequent parts of the neighbourhood planning process.

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Service area or department	Planning Policy
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Background Papers: None

Appendix 1 The Summertown St Margaret's Neighbourhood Plan Area



Summertown & St. Margaret's Neighbourhood Plan Area

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SUMMERTOWN AND ST MARGARET'S DRAFT NEIGHBOURHOOD PLAN - CONSULTATION STATEMENT

CONTENTS

1. INTRODUCTION	3
2. BACKGROUND	4
3. POLICY WORKING GROUPS AND FORUM CONSULTATION	7
4. NEIGHBOURHOOD CONSULTATION	14
5. FOCUS GROUPS AND WORKSHOPS	16
6. POLICY CONSULTATION	18
7. DRAFT PLAN CONSULTATION	20
8. CONCLUSION	24

LIST OF APPENDICES (INCLUDED)

Appendix 1: Survey about a Proposed Neighbourhood Plan for Summertown – Preliminary Summary

Appendix 1a: Comments by members of the Forum, made at the meeting about the Diamond Place/Ewert House development

Appendix 2: “Have Your Say” questionnaire

Appendix 2a: Analysis of comments from the "Have Your Say" questionnaire

Appendix 3: “Summertown: Heaven or Hell?”

Appendix 4: Pamphlet about the draft Plan, circulated to everyone living in the neighbourhood, asking for help

Appendix 5: Letter from R Horley, on behalf of the University of Oxford

Appendix 6: Survey of Summertown businesses, by the Retail Working Group

Appendix 6a: Comments from the Retail Survey

Appendix 7: Response from David Smith, Chief Executive of the Oxfordshire Clinical Commissioning Group

Appendix 7a: Dr Cheetham’s Brief Scheme Description of the proposed Health Centre in the Diamond Place/Ewert House development

Appendix 8: Evaluation of proposals

Appendix 9: Steering Committee response

Appendix 10: Comments on NOVSCA by the Oxford Civic Society Planning Group

LIST OF ANNEXES HELD IN SEPARATE DOCUMENTS

Annex 1 Response data from 2016 consultation

Annex 2 First Draft Plan 2016

Annex 3 Draft Plan for Consultation 2017

Annex 4 Summary of Consultation Responses

Annex 5 Committee Response to consultation

Annex 6 a Response from Highways England

Annex 6b Response from natural England

Annex 6 c Response from Thames water

Annex 6d Response from Oxon County Council

Annex 6e Response from oxLEP

Annex 6f Response from Environment Agency

SUMMERTOWN & ST MARGARET'S NEIGHBOURHOOD PLAN
CONSULTATION STATEMENT

1. INTRODUCTION

This Consultation Statement has been prepared to fulfil the legal obligations of the Neighbourhood Planning Regulations 2012. Section 15(2) of Part 5 of the Regulations sets out what a Consultation Statement should contain:

- (a) contains details of the persons and bodies who were consulted about the proposed neighbourhood development plan;
- (b) explains how they were consulted;
- (c) summarises the main issues and concerns raised by the persons consulted;
- (d) describes how these issues and concerns have been considered and, where relevant, addressed in the proposed neighbourhood development plan.

The area to be covered by the Neighbourhood Plan, and therefore which is relevant to this Consultation Statement, was designated as the Summertown and St Margaret's Neighbourhood Plan Area (SSTMNPA) by Oxford City Council on the 10th July 2013. Subsequently, the Forum itself was designated on the 22nd January 2014.

2. BACKGROUND

The Summertown and St Margaret's Neighbourhood Forum emerged out of an informal *ad hoc* group of local people formed in response to two major local concerns:

(1) the number of small shops closing and being replaced by supermarkets, which entailed the disappearance of three local sub-post offices and other specialist shops; and

(2) the prospect of an extensive development behind the main shopping centre in Summertown on what is now the Diamond Place car park and the site of the University of Oxford Ewert House adult education centre. There was a real concern that yet another supermarket would appear on this large development site, transforming the character of the neighbourhood for the worse. (See Appendix 1: *Survey about a Proposed Neighbourhood Plan for Summertown – Preliminary Summary.*)

Almost simultaneously, Parliament passed the Localism Act 2011, which encouraged communities to create Neighbourhood Forums in order to monitor local development plans and encourage local input into the planning process.

The *ad hoc* group, in consultation with the local community, decided to create a Neighbourhood Forum, with a constitution and a steering group which included elected officers and local city and county councillors. Steering Committee members were to be nominated and elected at future annual general meetings. A constitution was drafted, which was approved by Oxford City Council in June 2012. Following this, Oxford City Council were consulted on the likely boundary of the neighbourhood area, and subsequently this was identified as the electoral wards of Summertown and St Margaret's.

From the start, the officers in the steering group realised that to have a chance of success in a referendum they would have to carry the local community with them at all times, and therefore that frequent and genuine consultation would be crucial to the success of the project. Following on from this, a much greater level of consultation has been undertaken than the legislation requires, and this is set out in detail in the reports that are submitted in support of this Consultation Statement. It

is not the intention of this Consultation Statement to replicate what is in these detailed reports.

The aims of the Summertown and St Margaret's Neighbourhood Plan consultation process were:

- to 'front-load' consultation, so that the Plan was informed by the views of local people and other stakeholders from the start of the neighbourhood planning process;
- to ensure that consultation events took place at critical points in the process where decisions needed to be taken;
- to engage with as wide a range of people as possible, using a variety of events and communication techniques; and
- to ensure that results of consultation were fed back to local people and available to read (on the website) as soon as possible after the consultation events.

Continuous engagement of various stakeholders has taken place throughout the neighbourhood planning process, and has involved meetings, workshops and other events with the following consultees:

- a . Local Residents Associations and Groups
- b . Summertown and St Margaret's Neighbourhood Forum meetings
which have been open to all residents
- c . Oxford City Council

Formal and informal consultation was undertaken by the Forum members of the Summertown and St Margaret's Neighbourhood Forum, with some facilitation provided by Symons Consulting. Formal and informal consultation events took place at the following stages in the neighbourhood planning process:

- an informal consultation of the Forum members between June 2012 and October 2014 in order to set the structure for the Neighbourhood Plan;

- a formal Neighbourhood Consultation from January 2015 to March 2015 – 6 weeks;
- a series of focus groups and workshops with local businesses and interested stakeholders was held throughout 2015 to help inform the policy development process;
- a formal Policy Consultation from March 2016 to May 2016 - 6 weeks; and
- a statutory consultation stage in accordance with Regulation 14 on the draft Plan between 15th January 2017 and 26th February 2017.

This Consultation Statement provides an overview of each of the above stages of consultation in accordance with Section 15(2) of Part 5 of the Regulations. Full details are provided in the reports that support the Consultation Statement.

3. POLICY WORKING GROUPS AND FORUM CONSULTATION

The membership of the Forum is open to all residents in the two wards, which consist of approximately 7,000 households; formal membership was accorded to those residents who provided their email addresses (initially approximately 150 individuals, rising to approximately 350 by 2017). Communication was conducted by means of email, occasional newsletters from the Chair, and three open Forum meetings each year between 2012 and 2017.

After an initial Forum consultation, when members were asked to name their priorities (see Appendix 1), five policy working groups were established to concentrate on those issues that most concerned our members:

- Housing
- Environment
- Retail
- Transport
- Community, including health

Consultations by the Working Groups

The working groups were responsible for producing proposals on their respective areas of concern; for example, housing. They also systematically consulted members at the Forum meetings. Usually the members were divided into groups sitting at separate tables, and their comments were collated and later analysed (see Figure 3).

Housing

This group, chaired by Bob Colenutt, Senior Lecturer at the Institute of Urban Studies (University of Northampton), was formed on the basis of responses to invitations issued to the general membership. It held eight meetings over 18 months, with a core of three or four members present each time.

The core group met with the following organisations: University of Oxford Estates Department (about student housing); Age UK (about housing schemes for elderly

people in Summertown); and Headington Neighbourhood Forum (about Character Assessments). The Chair had a detailed meetings with Planning Officers of the City Council.

Major issues were discussed at several open meetings of the Forum, and the group produced a Housing Issues paper which was circulated to the Forum members. A paper entitled "Visions for Housing" was produced in October 2015 and a Housing Policies exhibition board was created for a drop-in session at the Baptist Church Hall in Woodstock Road. Important feedback was received on a wide range of issues. Key issues that emerged were affordability, housing on key sites, and housing for the elderly and disabled. Evidence was drawn from the Planning and Housing policy statements of Oxford City Council, the Diamond Place SPD, and Oxford City Council's Strategic Housing Market Assessment. Oxford Brookes postgraduate students prepared a report on the housing proposals of the Neighbourhood Plan.

The Housing policy working group also organised the Character Assessments of particular streets. Local residents were approached to draft them. An additional (and major) Character Assessment was the NOVSCA Appraisal, which covered the whole of the North Oxford Victorian Suburb Conservation Area. This was commissioned by the City Council, which organised the consultation. For the NOVSCA Appraisal and the report of the City Council consultation, see page 78 of the Neighbourhood Plan. Also worth noting is Appendix 10 (*Comments on NOVSCA by the Oxford Civic Society Planning Group*), consisting of comments by the Oxford Civic Society Planning Group which the City Council included in its consultation.

Environment

This group was chaired by Sam Clarke (Director of Low Carbon Oxford North), and members included Professor Brenda Boardman, Rebecca Nestor, and Councillor Jean Fooks. The group consulted Low Carbon Oxford, Oxford North Community Renewables, and the Berkshire, Buckinghamshire, and Oxfordshire Wildlife Trust. The group's proposals, once formulated, were presented at three Forum meetings,

and feedback from participants contributed to the formulation of the Plan's proposals.

Retail

The Retail Group consisted initially of Kristie and Richard Davies who set up the COOK franchise in the main Summertown retail centre; Philip Cresswell, trading as The North Oxford Handyman; and Lucy Mori, a consultant who advises architects on business possibilities. Later Dan Channer, Managing Director of Finders Keepers, a lettings agency, joined the group. They worked hard to involve the retail community, organising a meeting at Carter Jonas, a large estate agent and employer in Summertown; had a stall at the Summertown Farmers' Market; and held a workshop at St Margaret's Institute. They also organised a survey of local businesses and collated the results. See Appendix 6: *Survey of Summertown businesses, organised by the Retail Working Group* and Appendix 6a: *Comments from the Retail Survey* .

Transport

This group was chaired by Neil MacLennan. Other members were chosen for their special interests and



Photo 6: Banbury Road, Summertown: the main retail centre, with a variety of shops (but no post office).

expertise. They included

Peter Thompson, Chair of the Oxford Civic Society, who is a local Sustrans warden and a member of Cyclo; Jean Fooks, local City and County Councillor; Mike Schofield, a transport planner; Sadie Page, Oxford City Council Policy Officer; and Tony Dale, Footpaths Officer for the Ramblers' Association. Planning issues identified as important by local residents which influenced the group's proposals included access to Summertown shops, businesses, and visitor facilities; car parking; commuting to, from, and through Summertown; cycle paths and routes; public footpaths; bus services; rail travel; the construction of Oxford Parkway Station and revamp of Oxford Station; and bus-interchange proposals. Members of the group met to discuss the Corridor Study of Banbury and Woodstock Roads, and in September 2016 met Tom Morris from the City Council and Robert Freshwater and other County Council transport planners to discuss their draft transport policies.

Health and Community

This group was chaired by former City Councillor Jim Campbell. Members included Dr Matthew Cheetham, who led on the health-centre proposals and on contact with the NHS; and Dr Alison Hill, an expert in local health statistics and epidemiology. A significant proposal concerned the protection of existing allotments (Marston Ferry Association and Trap Grounds Association) and the future of Alexandra Park and tennis courts. On the subject of elderly people's access to community facilities and opportunities, the group consulted the North Oxford Association and Tricia Brant, the Community Development Worker for older people, working for Age UK Oxfordshire in partnership with St Margaret's Institute Community Centre and St Margaret's Church. They also contacted the Canal and River Trust for advice on how best to preserve the amenities of the canal corridor.

Dr Cheetham approached the relevant NHS officers about the viability of establishing a local medical centre and met with an encouraging response (Appendix 7: *Response from David Smith, Chief Executive of the Oxfordshire Clinical Commissioning Group*). He also drafted an initial floor plan, showing how the proposed centre might fit into the SPD (Appendix 7a: *Dr Cheetham's Brief Scheme Description of the proposed Health Centre in the Diamond Place/Ewert House development*).

Forum Consultation

From March 2013, regular Forum meetings were held with specific issues discussed. During these regular Forum meetings, i.e. meetings open to all members, the Forum concentrated on particular issues, and members were systematically consulted by the working groups as they began to shape their proposals for the Plan. (See Figures 1 and 2: examples of publicity



Figure 1: A poster for a Forum meeting, displayed on all the community noticeboards in the area. Note the reference to the presence of the City planning officers, and the need for

materials; and Figure 3: an example of how the members were consulted on Retail issues.)

A list and description of these Forum meetings is provided in the section below.

Forum (Public) Meetings

15 March 2013: an open meeting discussed local developments, including proposals for a large site in the north of the area (333 Banbury Road), which was potentially to be developed for housing but at a later stage was identified as the location for a private tutorial college. Part of the meeting was devoted to guidelines on how to write Character Assessments.



Figure 2: A poster for the first Annual General Meeting, held in October 2013. Note the reference to feedback from the previous workshop.

2 April 2013: a meeting was held to discuss the Supplementary Planning Document (SPD) for the Diamond Place/Ewert House site, which included proposals for a new health centre. (This was part of a formal consultation process initiated by Oxford City Council.) The main speakers were Michael Crofton-Briggs and Sarah Harrison from the City Council, and Dr Matthew Cheetham from the Summertown Health Centre. They explained the key features of the SPD. Members were encouraged to comment on the issues raised.



Figure 3: A display at the Forum meeting held on 13 October 2013 to discuss Retail developments, recording the views of members of the public.

8 and 9 June 2013: a publicity drive to raise awareness featured a marquee outside the Co-Op store in Summertown and a stall at the Summertown Farmers' Market. Issues raised included the need for more cycle parking, and the importance of maintaining existing car-parking provision in the Diamond Place area.

13 June 2013: an open meeting held to discuss retail-related issues was addressed by speakers including Jonathan Reynolds and Ian Nicholson, representatives of the local retail community, who discussed current and future trends, such as the increase in online shopping, and whether there is still a need for local shops.

30 June 2013: retail development was the theme of a Forum meeting. Speakers included Jonathan Reynolds, Fellow in Retail Development at the Said Business School, and Ian Nicholson, adviser on commercial opportunities. Key issues were the absence of a post office in Summertown; the extent of parking provision; and the variety of shops available to the local community. The general feeling of the group was that the retail sector in Summertown was vibrant, but that commercial realities did not accord with local people's wishes for greater variety. The group broadly supported the retail elements in the SPD; as a particular problem they noted the disruption caused by large lorries delivering to local shops, for example Marks & Spencer and the Co-Op, and driving across areas well used by pedestrians between 7 and 10 in the morning and 3 and 6 in the evening.

4 September 2013: Sarah Harrison from the City Council Planning Department



presented the council's latest thinking on the SPD for Diamond Place/Ewert House (see Photo 1). Appendix 1a (*Comments by members of the Forum, made at the meeting about the Diamond Place/Ewert House development*) records members' comments, collated by the steering group.

Photo 1: Sarah Harrison (Oxford City Planner) addresses a public meeting, explaining the City Council's proposals for the Diamond Place development.

10 October 2013: at the first Annual General Meeting of the Neighbourhood Forum the constitution was formally adopted, and the officers and members of the steering committee were confirmed. The Chair presented feedback to the working groups, and Dr Matthew Cheetham produced an update on the proposed new health centre.

2 April 2014: Sarah Harrison presented further updates on the SPD at an open Forum meeting.

14 June 2014: the steering group invited representatives of local residents' associations in the Forum area to a meeting intended to raise awareness and discuss issues of common concern.

15 September 2014: Richard Bradley from the Oxford Civic Trust addressed an open meeting, reporting on how other neighbourhood plans were progressing.

30 October 2014: the main theme of the second AGM was Transport, addressed by speakers who included Peter Headicar (former Reader in Transport Planning at Oxford Brookes University); Phil Southall (Operations Director of the Oxford Bus Company); and Martin Sutton (Director of Stagecoach Oxfordshire). There was an animated question and answer session, and feedback was collated by the Transport working group.

4. NEIGHBOURHOOD CONSULTATION

A broad Neighbourhood Consultation was launched in January 2015 once the Forum had been officially designated by Oxford City Council. Although not a statutory requirement of the neighbourhood planning process under the Neighbourhood Planning Regulations 2012, the consultation lasted until March 2015, following the standard 6 week statutory consultation timescale.

The Neighbourhood Consultation aimed to facilitate the community and stakeholder engagement needed to produce an informed and relevant community-led Neighbourhood Development Plan for Summertown and St Margarets through the following actions:

- All local media were informed of the consultation through press releases.
- All households in the designated SSTMNPA (7,000) had an A4 colour questionnaire entitled “Have Your Say” (see Appendix 2: *“Have Your Say” questionnaire*) distributed to them, with various options for returning the questionnaire.
- An online survey was developed, launched and publicised through publicity materials and the Summertown and St Margaret's Neighbourhood Forum website.
- The Summertown and St Margaret's Neighbourhood Forum website also contained further detailed information to help explain the leaflet and online survey.
- Community engagement events were held across the Summertown and St Margaret's wards to help publicise the consultation, engage with residents and give out consultation leaflets.

The results of this consultation were used to gather views about what should be included in the plan. Nearly 150 responses were received.

These responses were analysed, categorised into specific areas, and submitted to each of the five policy working groups in order for them to incorporate into their policy

development process (See Appendix 2a *Analysis of comments from the "Have Your Say" questionnaire*).

5. FOCUS GROUPS AND WORKSHOPS WITH STAKEHOLDERS

Following on from the broad Neighbourhood Consultation, the Forum, and the policy working groups, using the information gained from the consultation, held a series of workshops, focus groups and meetings to help develop the draft Plan policies. These meetings are set out below:

5 March 2015: a meeting about Housing was addressed by Professor Danny Dorling, (Oxford University Department of Geography); Laura Higgins (Oxford City Planning Department); and Dan Channer (Managing Director of Finders Keepers letting agency). (See Photo 2.)



Photo 2: Dan Channer addressing the Forum on housing at the Baptist Church in Woodstock Road.

1 and 8 July 2015: an open meeting offered workshops on how to write Character Assessments.

21 September 2015: a meeting about Environment and Open Spaces was addressed by Sir Muir Gray (see Photo 3), a writer and speaker on public health issues, and Margaret Shannon from the City Council's Leisure Department. There was a Question and Answer session, and participants raised issues of concern.



Photo 3: Martin Roberts, chairing a meeting of the Forum, introduces Professor Sir Muir Gray (seated on the dais, nearest the camera), who addressed the meeting on healthy living and well-being.

6 October 2015: a public drop-in event at the North Oxford Community Centre from 4.30 to 8.30 pm gave an opportunity for the working groups to present and discuss their ideas. (See

Photos 4 and 5.)



Photo 4: Students on a master's course at Oxford Brookes University displayed their vision for the Diamond Place/Ewert House development. In the centre: Sam Clarke, Chair of the Neighbourhood Forum, talking to Maita Kessler (Senior Lecturer, Oxford Brookes Department of Sustainable Development).



Photo 5: *A member of the public views an exhibition of the students' work at the North Oxford Community Centre.*

2 November 2015: at the third AGM, issues of common concern were addressed with representatives of the Wolvercote Neighbourhood Forum, the Headington Neighbourhood Forum, and Friends of Cutteslowe and Sunnymead Park. This was followed by a structured discussion, and members were asked to rank the issues in order of their own priorities.

6. POLICY CONSULTATION

In March 2016, the Forum decided to test the draft Plan policies which the policy working groups had developed through a policy based questionnaire, entitled “Summertown: Heaven or Hell?” (see Appendix 3: *“Summertown: Heaven or Hell?”*).

As with the Neighbourhood Consultation, although not a statutory requirement of the neighbourhood planning process under the Neighbourhood Planning Regulations 2012, the consultation lasted until May 2016, following the standard 6 week statutory consultation timescale.

The following actions were taken to publicise this consultation:

- All local media were informed of the consultation through press releases.
- All households in the designated SSTMNPA (7,000) had a A5 folded colour questionnaire entitled “Summertown: Heaven or Hell?” (see Appendix 3: *“Summertown: Heaven or Hell?”*) distributed to them, with a FREEPOST option for returning the questionnaire.
- An online survey was developed, launched and publicised through publicity materials and the Summertown and St Margaret's Neighbourhood Forum website.
- The Summertown and St Margaret's Neighbourhood Forum website also contained further detailed information to help explain the leaflet and online survey.
- At the public meeting held on March 17th, we invited the 86 people attending to write up their hopes and fears for the area. There is a summary of these available in Appendix 3a.
- An open meeting was held during the consultation at which the speakers were Peter Thompson (Chair of the Oxford Civic Society); Ian Scargill (Chair of the Oxfordshire Green Belt Network); Andrew Dawson (an architect in private practice); and Tom Morris (Senior Planning Officer with Oxford City Council).

A total of 78 questionnaires were completed . The returned questionnaires were analysed, and the results were shared with the policy working groups, the data being in Annex 1. The conclusion is shown in the first draft plan, Annex 2.

7. DRAFT PLAN CONSULTATION

The consultation version of the draft Summertown and St Margaret's Neighbourhood Plan was consulted on through a statutory consultation stage in accordance with Regulation 14 on the draft Plan between 15th January 2017 and 26th February 2017. The draft consultation plan is shown in Annex 3. The following actions to publicise the consultation took place:



Figure 4: *Publicity for the draft Plan, which was also included on the website and on social media, with opportunities for members of the public to make comments.*

- All local media were informed of the consultation through press releases.
- A hard copy of the draft Plan was made available at the North Oxford Association, the local library as well as at the farmers market,
- All households in the designated Forum Area (7,000) had a leaflet delivered to them (see Appendix 4: *Pamphlet about the draft Plan, circulated to everyone living in the neighbourhood, asking for help*),
- An online survey was developed, launched and publicised through publicity materials and the Summertown and St Margaret's Neighbourhood Forum website.
- The Summertown and St Margaret's Neighbourhood Forum website also provided further detailed information to help explain the draft Plan and online survey.
- All required Statutory Consultees (under Regulation 14) were sent a copy of the draft Plan for comment through email.



Photo 7: *Members of the steering committee talk to a member of the public about the draft Plan.*

- Members of the public were consulted over six consecutive Sundays at an information stall at the Summertown Farmers' Market.
- Talks were given at Cherwell School and Oxford High School for Girls as a means of consulting younger people.

- Leaflets were sent to a range of interested parties including businesses and representative social and community organisations, especially of hard to reach groups.
- A talk was given to residents of the Ritchie Court retirement home.
- Various social media and online forums were engaged to raise the profile of the consultation and to stimulate debate.

Overall, 89 responses were submitted as part of the consultation, either from members of the public, local stakeholders or from Statutory Consultees. These responses were collated and a recommendation document was provided for the Forum Steering Committee (see Annex 4: *Summary of consultation responses*, and Annex 5 Steering committee actions) which evaluated every policy in relation to the comments received. After careful consideration of his report, the Steering Committee identified those draft policies which needed further work, and redrafted them.

A full list of the Statutory Consultees consulted during this process is set out below, together with a list of other organisations and other persons consulted. Their responses are set out in Annex 6

Statutory Consultees approached

- Oxford City Council
- Oxfordshire County Council
- South Oxfordshire District Council
- Vale of White Horse Council
- Wolvercote Neighbourhood Forum
- Old Marston Parish Council
- Natural England
- Environment Agency
- Historic England
- Highways England
- Three Ltd
- EE Ltd
- Vodaphone Ltd
- SSE Ltd
- Oxon Clinical Commissioning group

- Oxon Primary Care Trust
- Homes and Communities Agency

Other Organisations Consulted

- *Local Residents' Associations*
 - Cutteslowe Community Association
 - Friends of Cutteslowe and Sunnymead Park
 - Headington Neighbourhood Forum
 - St Margaret's Area Society
 - Wolvercote Neighbourhood Forum
- Age UK Oxfordshire
- Canal and River Trust
- Low Carbon Oxford
- Berkshire, Buckinghamshire, and Oxfordshire Wildlife Trust
- North Oxford Community Association
- Oxford North Community Renewables
- Oxford University Estates Department

Individuals consulted

- Dr Brenda Boardman (Emeritus Professor and Fellow at the Environmental Change Institute)
- Richard Bradley (Oxford Civic Trust)
- Dan Channer (Managing Director, Finders Keepers)
- Dr Matthew Cheetham (GP, Summertown Health Centre)
- Andrew Dawson (architect in private practice)
- Professor Danny Dorling (School of Geography, University of Oxford)
- Sir Muir Gray, CBE, FRCPSGlas, FCLIP
- Peter Headicar (former Reader in Transport Planning, Oxford Brookes University)
- Maita Kessler (Senior Lecturer, Oxford Brookes University Department of Sustainable Development)
- Dr Robert Mather (Senior Partner, North Oxford Medical Centre)
- Ian Nicholson (retail sector)
- Maria Parsons (Canal Heritage Project)
- Victor Ragoczy (developer)
- Jonathan Reynolds (retail sector)
- Ian Scargill (Chair, Oxfordshire Green Belt Network)
- Phil Southall (Oxford Bus Company)
- Martin Sutton (Stagecoach Oxfordshire)
- Senior pupils at Oxford High School for Girls
- Students at Cherwell School
- Peter Thompson (Chair, Oxford Civic Society)
- Residents of Ritchie Court retirement home

8. CONCLUSION

As demonstrated by this statement and its appendices, throughout the lifetime of the Neighbourhood Forum (2012–2017) the local community, and appropriate stakeholders were frequently and systematically consulted, as required under the 2012 Neighbourhood Planning Regulations.

This Consultation Statement and the supporting consultation reports are therefore considered to comply with Section 15(2) of part 5 of the 2012 Neighbourhood Planning Regulations.

Appendix 1: Survey about a Proposed Neighbourhood Plan for Summertown – Preliminary Summary

Survey about a proposed Neighbourhood Plan for Summertown – preliminary summary

(not including question 7 (wider issues) yet)

- the purpose of the survey was to raise awareness of
 - the possibility of forming a Neighbourhood Forum (= possibly a Neighbourhood Plan)
 - the proposed development of Diamond Place/Ferry centre car park/Ewert Place
- to see what are the main concerns of residents about future planning and development – especially the shopping district
 - especially in view of the City Council's decision to allow development of Diamond Place/Ferry centre car park/Ewert Place for mixed development (parking/retail/residential)

The survey

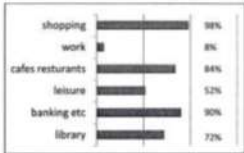
About 6000 people were sent paper copies of survey forms
133 people responded (37 online - link from summertown.info - thanks to Nick Hardyman)

AREA SURVEYED: SUMMERTOWN AND ST MARGARET'S WARDS



Responses:

Q2. Which of the following do you use Summertown for?



'Other' responses included: Health centre, dentist, NQA, playgroups and toddler groups, church, classes at Ewert House and Ferry Centre, transport links, North Wall Theatre, Sculpture Garden, Alexandra Courts, public events.

Q3 Do you support the idea of a Neighbourhood Plan for the Summertown commercial area?

Yes	115	No	5	Don't know	13
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Appendix 1a: Comments by members of the Forum, made at the meeting about the Diamond Place/Ewert House development

Summertown/St Margarets Neighbourhood Forum Diamond Place Ewert House Development Brief Workshop at NOA, 04/09/2013

Summary of Table Findings

First **some questions** raised:

- Do we have statistical evidence for how much the car parks are currently used?
- Can we have underground, or roof top, parking?
- Is there any way in which rents of new retail outlets can be kept at a level to encourage independent and local traders?
- Will the City retain ownership of all of its own land, or will they sell to developers?
- Ian Nicholson, using money from Central Government's High St Innovation Fund, helped to achieve a good mix of new national and local shops in Wantage? Can OCC follow his example?
- Could a new Health Centre be located initially in Ewert House? (We can't wait ?4/5 years until development is completed)

What should be included on the Site?

- *Generic*
 - ⌄ Health Centre with full support services and good parking;
 - ⌄ Key Worker Housing;
 - ⌄ Sheltered Accommodation for elderly and vulnerable.
- *Specific* (we recognised that this is no more than a wish list)
 - ⌄ Hardware/DIY
 - ⌄ Garden Centre
 - ⌄ Post Office
 - ⌄ Haberdashery
 - ⌄ Cinema (one strong proponent)

What is important is to have a good mix

How should Site be developed?

Piazza with Fountain and Trees (on site of present pond);

Tree planting throughout (in planters if appropriate);

No buildings above 3 storeys;

Variety of heights and rooflines;

Much more cycle parking;

One way system (using Diamond Place and Ewert Place) in and out of new area;

What is vital is to open up the development brief area from the west, so that Summertown is not just a collection of shops along two sides of Banbury Road (with Oakthorpe Road, South Parade and Rogers Street). New area must be accessible, inviting and well signed.

Jim Campbell, Facilitator 05/09/2013

Appendix 2: "Have Your Say" questionnaire

HAVE YOUR SAY

FROM YOUR SUMMERTOWN AND ST MARGARET'S NEIGHBOURHOOD FORUM

OUR NEIGHBOURHOOD HAS CHANGED
IS CHANGING
AND WILL CHANGE FURTHER

SIGNIFICANT DEVELOPMENTS ARE PLANNED FOR

POWERFUL TRENDS ARE DRIVING LOCAL CHANGES

Housing: Such are local property values that our neighbourhood is of considerable interest to developers. Many people want to live here but prices are becoming unaffordable. The new Neighbourhood Plan will help to ensure that the area remains a place where people can live.

Traffic: For many years a major issue for us, what will be the impact on our roads, air quality and environment as well as major projects, of the new plans, plans of the new Neighbourhood Plan and of the proposed major Northern Gateway development?

Work: As you want, for example, a modern accessible medical centre and Summertown Library to have a secure future?

DO YOU WANT TO HAVE A SAY IN INFLUENCING DEVELOPMENTS LIKE THESE?

If you answer 'yes', then if you have not already joined, or become a member of our Neighbourhood Forum and to get involved in the work continuing to create a Neighbourhood Plan.

Our Neighbourhood Forum
We have been working since 2011 and the City Council formally recognised it in January 2012. In recent months we have been looking at a Neighbourhood Development Plan to ensure that our community has a say in how the area is developed and to plan for the future. Our NDF is made up of people who live in the area and who are interested in the future of the area. It is a group of people who are interested in the future of the area and who are interested in the future of the area.

Our Neighbourhood Plan
The new Neighbourhood Plan will help to ensure that the area remains a place where people can live. It will also help to ensure that the area remains a place where people can live. It will also help to ensure that the area remains a place where people can live.

COMMUNITY AND LEISURE
Including Health
shared by John Campbell

ENVIRONMENT AND SUSTAINABILITY
shared by Sam Davis

HOUSING
shared by Sam Davis

RETAIL
shared by Lucy May

TRANSPORT
Including parking
shared by Nick Macdonald

At present, across England more than 100 local authorities are working on their Neighbourhood Plans. No plan is ready for local consultation and so are not active. Having been approved by a planning committee and then by a local authority.

In Oxford City Neighbourhood Planning, the plan has been approved by a referendum.

We have been working on our Neighbourhood Plan since the summer of 2012. Following public meetings and a consultation on our proposals, we have identified a plan which matters to our neighbourhood. Working towards it is currently the most important thing we are doing. We are currently working on the plan and we are currently working on the plan.

We are aiming to have the Plan finished by late 2015. For more information, see our website which can be accessed at: <http://www.summertownstmarginetforum.org.uk>

If you are not yet a member of our forum, do you have to do to make contact with the forum. Email: info@summertownstmarginetforum.org.uk or by letter to 10, Franchise Road, OX2 0PS.

And please complete the questionnaire available either online via our website or by hand. It can be delivered to the Summertown Library, NCH or St Margaret's Institute.

Your comments will be very helpful as we move to move forward with the Neighbourhood Plan.

SOME DATES FOR YOUR CALENDAR

Thursday 12 March: The Spring Forum meeting with the Planning Committee, St Margaret's Institute.

12th January: Preliminary details to follow by members and all our members - meeting to consider the City Council's initial plans for the new Neighbourhood Plan.

Mary Jones
Marie Roberts (Chair)

Neighbourhood

The new Neighbourhood Plan will help to ensure that the area remains a place where people can live. It will also help to ensure that the area remains a place where people can live. It will also help to ensure that the area remains a place where people can live.

COMMUNITY AND LEISURE
Including Health
shared by John Campbell

ENVIRONMENT AND SUSTAINABILITY
shared by Sam Davis

HOUSING
shared by Sam Davis

RETAIL
shared by Lucy May

TRANSPORT
Including parking
shared by Nick Macdonald

More about Neighbourhood Forums and Neighbourhood Development Plans
What is a Neighbourhood Forum?

The Council has set up Neighbourhood Forums to enable local communities to make their views known to the Council and to influence the planning process. If you are not yet a member of our forum, do you have to do to make contact with the forum. Email: info@summertownstmarginetforum.org.uk or by letter to 10, Franchise Road, OX2 0PS.

What is a Neighbourhood Development Plan?

Neighbourhood Development Plans are a way of ensuring that the area remains a place where people can live. It will also help to ensure that the area remains a place where people can live. It will also help to ensure that the area remains a place where people can live.

TRANSPORT
Including parking
shared by Nick Macdonald

The new Neighbourhood Plan will help to ensure that the area remains a place where people can live. It will also help to ensure that the area remains a place where people can live. It will also help to ensure that the area remains a place where people can live.

Appendix 2a: Analysis of comments from the “Have Your Say” questionnaire

Summertown St Margaret’s Neighbourhood Forum **Preparing our Neighbourhood Plan**

Questionnaire One January 2015

This questionnaire, copy attached, was distributed to the 7000 households in our Neighbourhood during January 2015. We received 146 completed forms, 100 online and 46 by hand, 2% of the total.

There were 15 questions, three in each of five categories 1) Community and Leisure, 2) Environment, 3) Housing, 4) Retail and 5) Transport.

These were the questions:

Community and Leisure

- 1) The neighbourhood urgently needs a modern medical centre
- 2) More benches are needed for the young and old
- 3) There are not enough pleasant public spaces where people can relax

Environment

- 4) All mature trees should be protected
- 5) All new buildings require the highest environmental standards
- 6) Our area should work to minimise climate change

Housing

- 7) More affordable housing should be our top priority
- 8) Summertown should become a Conservation area
- 9) There should be a special design code for all new buildings and extensions in our area

Retail

- 10) The neighbourhood does not need any more shops
- 11) If local planning requires more retail, it should consist of individual shops, not supermarkets
- 12) The priority for any retail development should be for local not wider use

Transport

- 13) Traffic in our area is a major problem which needs to be addressed
- 14) Parking generates traffic but is important for Summertown businesses. There needs to be a balance of parking provision which addresses this conflict
- 15) Our policies should prioritise walking, cycling and bus travel over car use

Results

SA = Strongly Agree A = Agree D = Disagree SD = Strongly Disagree
 A/D = ratio of Agreement to Disagreement The percentages seldom add up to 100 because some respondents left questions unanswered

Question	%SA	%A	% D	%SD	% A/D
Community					
1) Medical centre needed	36	38	23	1	74/24
2) More benches	27	49	18	3	76/21
3) Not enough public spaces	26	37	25	9	63/34
Environment					
4) Mature trees protected	37	42	18	2	79/20
5) High environmental standards	54	40	2	1	94/3
6) Climate friendly	38	44	14	2	82/16
Housing					
7) More affordable	34	36	22	7	70/29
8) Conservation area	27	34	34	5	61/38
9) Special design code	31	32	32	3	63/35
Retail					
10) No more shops	14	38	38	5	52/43
11) Individual not supermarket	64	32	3	1	96/4
12) Local priority	43	40	15	0	83/15
Transport					
13) A major problem	39	44	14	1	83/15
14) Balance of parking	34	56	5	1	90/6
15) Promoting cycling, walking etc	53	36	6	4	89/10

An analysis of the comments on the questionnaires is also attached

MR 31 March 2015

Appendix 3: “Summertown: Heaven or Hell?”



Appendix 3a Hopes and fears for Summertown

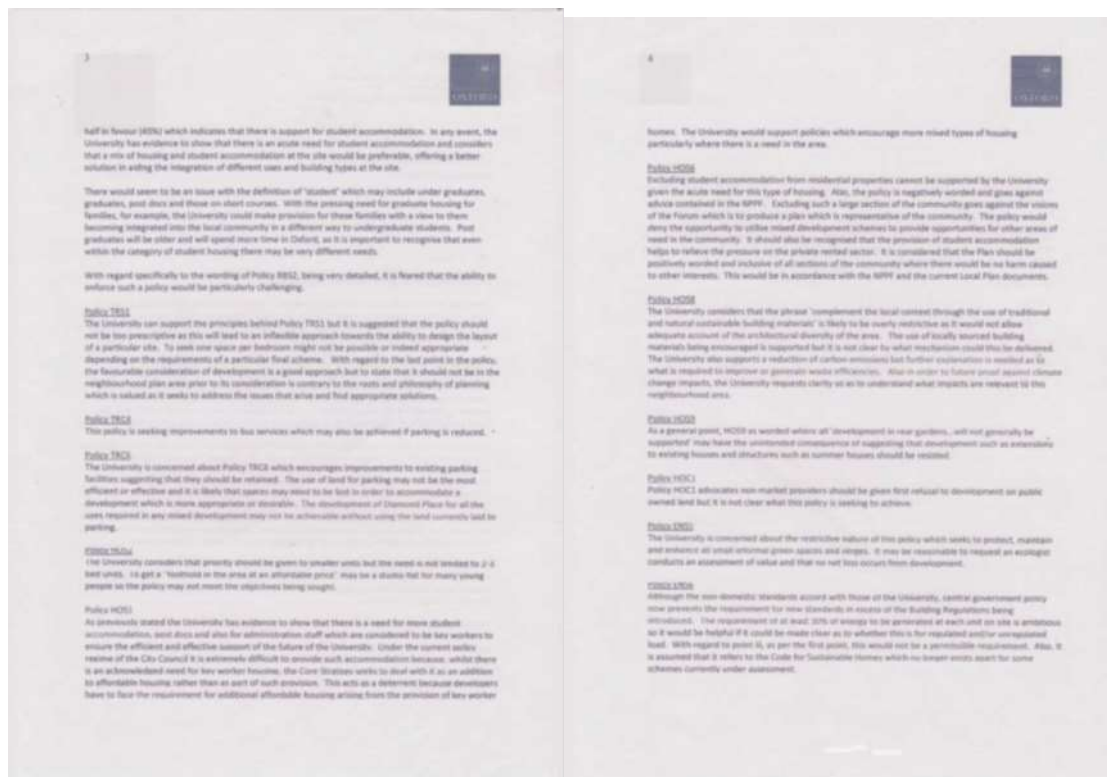
SUMMARY

- 65 post-it notes: 35 hopes, 30 fears.
- Often the same points were made under hopes and fears, worded in the opposite way.
- The ranking order of points made: (in some cases more than 1 point per post-it note).
- 18: affordable housing, 2 warnings against student accommodation.
- 12: protect community centre, NOA.
- 10: traffic concerns, 2 focussed on cycling.
- 8: maintain special character.
- 8: shop variety, 3 about ironmongery.
- 7: green space protection, 3 about allotments.
- 5: health/medical centre.
- 5: concerning communication with all parties (including developers).
- 3: more adventurous architecture, 1 promoting a town square.
- 3: post office.

80 points in total

$$^{30}_{16}\text{S}$$


Appendix 5: Letter from Rebecca Horley on behalf of the University of Oxford





To conclude, while the University is yet to fully develop plans regarding the future of Exert Place (part of the Diamond Plan) it is likely that this space will continue to be occupied by the University for its use, for example as part of a mixed use potentially providing space for teaching, graduate student accommodation and/or learning and research needs. Policies in the Neighbourhood Plan therefore need to remain flexible to accommodate these uses which are agreed in the SPD and Local Plan. As mentioned at the Forum meeting and above, the University would like to continue a dialogue and would be pleased to be involved further on any forthcoming consultation on the Plan. In the meantime, I trust these initial comments are of assistance.

Yours sincerely

Rebecca Morley BSc (Hons) MRTPI
Town Planner

Appendix 6: Survey of Summertown businesses, organised by the Retail Working Group

John Wood	Estate Agents	A2	1	6.8
Charles Clarke	Shops	A1	1	5.4
Subi	Leisurewear	A1	1	5.3
Wells	Shops	A1	1	5.4
Rowlands	Pharmacy	A1	1	6.2
Parsons & Bell	Point	A1	1	5.4
Carlton	Charity Shop	A1	1	5.2
Reeds	Pharmacy	A1	1	5.2
Oliver Bonas	Fashion/Gifts	A1	1	5.4
Wool Pym	Opticians	A1	1	5.4
Garford Kitchen	Restaurants	A2	1	4.2
Yemeni (Barnes)	Bank	A2	3	13.1
Salmons	Coffee/Bakery	A1	1	5.2
Chafford Woods	Wool Shop	A1	1	5.0
Scott Fraser	Estate Agents	A2	1	5.9
Orla	Cafe	A1/A2	1	7.7
Maxwell (Moor)	Hardware/Tools	A1	1	5.4
Carroll's Beauty	Beauty Salon	A1	1	5.4
Loxley	Bank	A2	1	56.8
Alvord (Barnes Road)	Bank	A2	2	12.3
Marshall House	Dentist	D1	1	5.4
Men	Restaurant	A2	1	6.2
Twinkl	Flowers	A1	1	6.2
Spirit Lounge	Restaurant	A2	1	5.4
Revelant	Pharmacy	A1	1	5.4
Summertown Barber	Hairdresser	A1	1	4.8
Wicker Box	Wedding Dresses	A1	1	4.8
Summertown Cycles	Bicycle Shop	A1	3	10.0
Sutton	Restaurant	A2	2	7.7
Shawood	Estate Agents	A2	1	5.8
Modern Bakery	Bakery	A1	1	5.1
Wooler Shop	Estate Agents	A2	1	5.8
Carlton Shop	Soft Furnishings	A1	1	10.0
Summers Restaurant	Estate Agents	A2	1	14.6
Yates	Supermarket	A1	1	24.6
Office Entrance 228-46	Office	B1	1	5.4
Starbuck's	Cafe	A1/A2	1	10.0
M & S	Supermarket	A1	1	46.5
Smiths	Estate Agents	A2	1	5.4
Carter Smith	Estate Agents	A2	1	4.6
Harvey Interiors	Wholes	A1	1	4.8
Scapa	Charity Shop	A1	1	4.8
Penny & Simon	Estate Agents	A2	1	4.6
Reeds	Opticians	A1	1	4.6
The Diner	Public House	A4	1	5.2
Joe's Bar	Restaurant	A2	1	5.2
Shaw Glitz	Accountant	A2	1	5.2
Mail Boxes Etc.	Mail Services/Postboxes	A2	1	5.2
Paton and Douglas House	Charity Shop	A1	1	5.2
Paton and Douglas House Village	Charity Shop	A1	1	5.2

Lyster Hair Design	Hairdresser	A1	1	5.4
Bulthoup	Kitchens	A1	1	5.4
Offices 274	Offices	B1	1	5.4
Breckon & Breckon	Estate Agents	A2	1	5.4
Excel	Dry Cleaners	A1	1	6.2
Winkworth	Estate Agents	A2	1	6.2
Somender (Clothing)	Bank	A2	1	5.4
Blue Cross	Charity Shop	A1	1	6.2
Knight Frank	Estate Agents	A2	1	13.1
Majestic Wine	Wine Shop	A1	1	12.3
Vacant (Barnfoot Books)	Books/Children's Games	A1	1	9.2
Totals			109	847
Use Classes			% units	% frontage
A1		63	57.8	481.3
A1/A3		3	2.8	24.7
A2		25	22.9	208.7
A3		8	7.3	59.3
A4		2	1.8	16.2
A5		1	0.9	6.2
B1		4	3.7	31.6
D1		1	0.9	5.4
S0		2	1.8	13.9
Total		109	100.0	847
	Chart Legend			
Cafes		3	3	24.6
Restaurants		7	6	59.3
Supermarkets		3	4	103.2
Estate Agents		4	15	105.5
Hairdressers		5	7	37.7
Charity Shops		6	6	33.9
Banks		7	5	60.8



Appendix 6a. Comments from the retail Survey

RETAIL COMMENTS FROM SURVEY

Support for diverse retail environment (4.18). provision of adequate parking supported (4.1).
IN addition a demand for specific retail types eg post office and hardware shops; a demand for greater diversity avoiding frequency of coffee shops and estate agents.

Support for SMEs and eco-innovation

Summertown shops should include a hardware shop (ironmongers) and electrical goods shop.

Retail premises: not sure what influence we have over these decisions but a bit more diversity definitely needed. No more coffee or charity shops. Summertown needs a Robert Dyas!

(21) urgent need of post office in Summertown (6) re item 6 - worrying trends for less useful shops for everyday things is destroying local community

post Office please

Please encourage/suggest development of a post office in Summertown.

We want a post office newsagent in the centre of Summertown.

A post office in Summertown, no more coffee shops or estate agents.

Post office is needed. Also hardware store (for screws, saucepans etc)

. Retail space to be for small varied independent shops.

to increase diversity of retail premises in Summertown - please not fast food McDonalds etc. but practical amenities e.g. garden centre, hardware store should be available

Provide a post office.

We desperately need a Post Office in Summertown

I think it is absolutely crucial that we have more diversity of shops, also more convenient access to buses.

pound shop; 99p shop; jewelery shop; Hoover shop; sewing shop; Barclays Bank back; Lidl shop; Mattison's shop

The buses are sometimes not frequent enough and the shops cannot fulfil our needs.

Supporting small businesses, so that Summertown is not taken over by chains and Estate Agents, should be a priority

The needs to be more of a diversity of resaurants.

Post Office to be reopened in Summertown

A post office is urgently needed in Summertown, plus a hardware store (Like Gills was). There are too many estate agents in Summertown. How can this be serving the community? Its fast becoming 'Estate Agent City'

Please avoid future hard standing extensions onto the pavement such as at the new Artisan bakery in Summertown - why was it allowed?

Encourage at least one other pub in the Summertown area. Having respectable local would enhance the area.

I think there are more than enough places to eat in Summertown. It should have enough retail to deter making the trip to the City Centre. It should have butcher, baker, cobbler, grocer. Not expensive coffee shops and bakers who charge £5 for a loaf of bread! Gentrification pushes the key workers out.

Maintain architectural facades of shops and houses. Restrict the use of pavements for café culture establishments. Limit street furniture and signage where possible

Need more independent shops - NOT wine bars and cafes and estate agents. Used to love florist, greengrocer, newsagent, Post Office. Not anymore. These need to be encouraged.

Yes - we need a POST OFFICE

Limit coffee shops now to make or keep room for a variety of shops - i.e. reverse the trend which has changed the character of the area. Local shops and supermarkets can co-exist

Public housing, affordable shops with useful goods e.g. nails, tools, thread, pet food

Summertown requires a Post Office, and more useful shops - not estate agents/boutiques

Summertown needs an ironmonger's shop.

Post Office needed; keep the banks.

Don't see how this [diversity of retail premises] is attainable, though worthy. Missing a post office in summeertown.

Retention of Summertown as a mixed shopping street needs addressing more ?? ??

Can we have a Post Office in Summertown. Please no more take away resaurants. Just one really nice, really good or or bar or decent, proper old fashioned pub please!

One fewer supermarket and a DIY/hardware store instead.

Appendix 7: Response from David Smith, Chief Executive of the Oxfordshire Clinical
Commissioning Group



Oxfordshire
Clinical Commissioning Group

Dr Matthew Cheetham
Summertown Health Centre
160 Banbury Road
Oxford
OX2 7BS

Jubilee House
5510 John Smith Drive
Oxford Business Park South
Cowley
Oxford
OX4 2LH

12 April 2017

Telephone: 01865 336800

Email: david.smith@oxfordshireccg.nhs.uk

Dear Dr Cheetham

Re: Approval of terms of lease

I am writing to confirm that, following discussion at our Executive Team meeting on 4 April 2017, the CCG is in agreement with the practice's proposal to include a break clause at 5 years in the lease that you are currently negotiating with St John's College and that the rent reimbursement will cover the increase associated with this provision.

In discussing the proposal, we considered your plans for future occupancy of purpose-built healthcare accommodation at the planned Diamond Place development. I understand that this scheme went forward for consideration to the Estates & Technology Transformation Fund, but was not prioritised for support by NHS England. I would like to confirm that the CCG is in support of this scheme going forward as it addresses immediate issues relating to the current quality and capacity of your premises and is in line with the CCG's strategy to develop primary care estate in Oxford, that it brings practices together and is suitable for providing services to larger populations, offering a broader range of services and actively innovating to improve patient outcomes.

This support is of course subject to the approval of a fully developed business case. The CCG also expects that the practice will fully engage with their patients in the proposed changes and also with any other local populations who may be impacted.

I would ask you to work closely with our Primary Care Team as the scheme progresses to ensure that the CCG is kept up to date and that the practice has all the support that it needs to take this forward.

I have copied in the Banbury Road practice as I understand that they are partners in the proposed development.

If you have any questions about this letter, please feel free to contact ill.gillett@oxfordshireccg.nhs.uk.

Yours faithfully

David Smith
Chief Executive

cc. Dr Christopher Homby, Banbury Road Medical Centre

Appendix 7a: Dr Cheetham's Brief Scheme Description of the proposed Health Centre in the Diamond Place/Ewert House development

Brief scheme description	<p>As a minimum, this should include:</p> <ol style="list-style-type: none"> Scope and sizing of (the assumed) preferred option. Include an estimated gross internal area (m²) tempered for extended opening hours and maximising flexibility and utilisation of space Objectives and benefits – these may be financial and/or non-financial Wider stakeholders and their interest e.g. potential occupants and services to be delivered Indicative scheme value for approval purposes. (Total capital cost) How local people and practices have been involved to date. Outline the methods by which organisations and professionals involved will continue to be engaged. Project outputs/deliverables. <p>There is a desire to bring two GP practices together in modern fit for purpose premises as the current facilities do not meet the minimum standards for Primary Care premises. There is a possibility of a site very close by at Diamond Place / Ewert House, as Oxford City Council and University of Oxford are looking to re-develop for mixed uses (see plan below).</p> <p>Although this site would be ideal in terms of location, we will look at all options if we are given approval to move to an options appraisal. We are anticipating a gross internal area of circa 2,600 m² tempered for extended opening hours following the 5 year forward views. Flexible arrangements will be provided within the facility for multi-use spaces. It is anticipated that an additional 500 m² of space above that required by the two practices will be included in the new health centre to allow for the delivery of other community health services.</p> <p>The objective is to provide a fit for purpose Primary Care Centre in North Oxford which has the following benefits:</p> <ul style="list-style-type: none"> may be used by a number of healthcare providers, including the two GP practices to provide and expand a range of primary care and associated services for the population within the catchment which is thought to be 30,000; is located close to secondary services allowing expansion and enhancement of healthcare services offered outside hospital; removes the GP's inability to participate fully in CCG and OXFED initiatives, and enables them to provide the growing range of community-based services; allows access and better services for elderly and disabled patients along with those with mobility problems (Summertown Health Centre is not compliant with DDA) targeting health inequalities; allows efficient communication and wayfinding within the building; gives financial savings (through sharing and more efficient use of resources and space); increased choice for patients; <p>χ) Land costs unknown CAPEX – circa £8 million</p> <p>δ) There are locality meetings where this scheme and the issues are discussed. Once firmed up options have been identified, further consultations with councillors, key stakeholders and the wider healthcare community will occur.</p> <p>ε) The project outputs and deliverables are as follows:</p>
---------------------------------	---

	<ul style="list-style-type: none"> • Supports delivery of the strategic vision for existing / future strategic plans; • Improved models of care; • Targeting health inequalities; • Integration of social, primary and community third sector; • Improved access to services; • Recruitment and retention of new GP's and nurses in to the practices; • Opportunities for new ways of working; • Centres of excellence; • Increased choice for patients; • Co-located services; • Efficiencies around support functions; • Financial savings; • Rationalisation of infrastructure; • 5 year forward view.
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Appendix 10: Comments on NOVSCA by the Oxford Civic Society Planning Group

Oxford City Council Consultation on the North Oxford Victorian Suburb Conservation Area Appraisal

Comments by Oxford Civic Society Planning Group

Format & presentation:

1. As it stands, this document is inadequate and disappointing for the reasons set out below. It is in serious need of revision before it could become the basis for any City Council planning decisions. The actual purpose of the Appraisal does not actually seem to be defined, neither is the purpose of the Conservation Area (CA) reiterated. We believe these are significant omissions, highly relevant to any critique of the appraisal carried out.
2. We consider that the report "An assessment of the effects of conservation areas on value" (London School of Economics, 2017) provides a helpful guide to the social attitudes associated with the purpose of Conservation Areas, and the value of their characters.
3. It is unhelpful that since no captions to photographs are supplied, it is not always clear just what point, if any, is being conveyed by the photographs included.
4. The City Council publishes a "Character Assessment Toolkit" which it has recommended to Neighbourhood Forums as an appropriate methodology; it is not clear if the consultants in this case were so instructed, and the manner of compilation of this report seems not entirely consistent with the Toolkit format.
5. As a general observation, the appraisal appears to focus closely on the 19th and early 20th century buildings of the CA (perhaps excepting Wulfson College), and be much less considerate, if not dismissive of all later developments. However, these form an important element of the current character of the CA (many are listed) and it is unsatisfactory that they appear to have not been given the same detailed consideration as the older buildings.
6. Related to this point, whereas there are references to brick, stone and tiled roofs as typical materials used in the CA, there is very little mention or discussion of the materials or colour palette used on more modern buildings, including concrete, steel, copper, and glass.
7. It is unhelpful that the map included at Appendix A has no key to the colour-coded sub-areas.

Archaeology, Historical development, Spatial Analysis, Special features of the area:

8. Pages 8 - 22 comprise detailed, but apparently randomly-considered features of elements of the CA, but much of the information here is repeated, rather more understandably in the subsequent sections.
9. It seems questionable whether for the purposes of assessment it is really essential that so much genealogical, archaeological and historical data on so many individual buildings is recorded here. Whilst undoubtedly interesting, where really relevant to this appraisal it has been repeated in the "Character Areas" section anyway; or, where not, ignored therein.

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SUMMERTOWN & ST MARGARET'S NEIGHBOURHOOD PLAN

DRAFT NEIGHBOURHOOD PLAN

SSTMNF Document Control Sheet	
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CONTENTS

- 1. Introduction to the Summertown and St Margaret's Neighbourhood Plan**
- 2. Localism and Neighbourhood Planning**
- 3. Summertown and St Margaret's Neighbourhood Forum**
- 4. The Neighbourhood Plan 2018–2033**
- 5. Summertown and St Margaret's Neighbourhood Plan Area (NPA)**
- 6. The Process of Neighbourhood Planning – Consulting Local Residents and Stakeholders**
- 7. How the Forum is Organised**
- 8. Summertown and St Margaret's Neighbourhood Plan: Vision and Objectives**
- 9. Health and Community Policies**
- 10. Business and Retail Policies**
- 11. Transport Policies**
- 12. Housing Policies**
- 13. Environment Policies**
- 14. Delivering the Plan**
- Appendices**
 - 1 Map of the Plan Area**
 - 2 Map of the District Centre**
 - 3 Map of Green Spaces**
 - 4 Local Character Assessments**
 - 5 Summertown and St. Margaret's Neighbourhood Plan Process**
 - 6 Summertown and St. Margaret's Neighbourhood Forum and Plan Structure**
 - 7 Walking and cycling map**

1. Introduction to the Summertown and St Margaret's Neighbourhood Plan

Welcome to our draft Neighbourhood Plan. Our two wards of St Margaret's and Summertown are a great place to live, work, and play. We want to make sure they stay that way and, over time, get better for young and old, parents and children, workers and residents alike. Having a Neighbourhood Plan can help us do that. We need a plan because there are a number of important pressures on the area which need to be shaped and controlled. One is that we live in an area whose main industry is education. This comes in all shapes and sizes but consumes large areas of land and is expanding, buying up potential residential land, and forcing up prices in an already high-cost area.

There are other reasons why Oxford leads the country in the relative price of property; they include its proximity to London and the good transport links. This leads to homes that are unaffordable for our teachers, nurses, and other key workers. Children of residents can rarely afford to stay here, and the emphasis on large new homes has meant that downsizing is a problem for elderly residents.

At the heart of the area is a vibrant and successful district centre (Summertown) which is well used and busy. We want to make sure it provides for local people's needs and still has a place for essential amenities and services. This means that it must offer the right amount of parking space.

Our area is divided by two major radial routes into Oxford whose increasing traffic flows bring congestion, pollution, and risks to the health of the area. We must find ways of managing the demand for movement – and the Northern Gateway will add considerably to these pressures – in ways which do not destroy what we have.

The Neighbourhood Plan will be negotiated with Oxford City Council, and some of its recommendations may not be possible. Once the Plan is approved, though, every planning application will have to take account of it, and it has legal force. The job of the Neighbourhood Forum will then be to monitor developments and act as a champion for the Plan and the needs of the area.

We are grateful to the many members of the Neighbourhood Forum and the wider community for their supportive and critical comments.

Yours sincerely

Sam Clarke

Chairman of the Summertown and St Margaret's Neighbourhood Forum

2. Localism and Neighbourhood Planning

The option of creating Neighbourhood Plans was provided by the Localism Act (2011). They are used to decide the future of the places where people live and work, giving opportunities to:

- identify where people want new homes, shops, and offices to be built;
- have a say on what new buildings should look like; and
- grant planning permission for the new buildings that residents want to see go ahead.

Neighbourhood Plans allow local people to get the right type of development for their community, but the plans must still meet the needs of the wider area. This means that Neighbourhood Plans have to take into account the local council's assessment of housing and other development needs in the area.

However, neighbourhood planning goes beyond traditional 'land-use' planning activity, which tends to focus on regulation and management of development. Neighbourhood planning allows greater scope for plan makers, acting with the community, relevant agencies, and service providers to promote and manage change in an area.

As with all plan-making, the project requires leadership. Where there are neither Town or Parish Councils in an area, the Localism Act (2011) has given that leadership role to Neighbourhood Forums. Neighbourhood Forums are community groups that are designated to take forward neighbourhood planning in their areas. It is the role of the local planning authority to agree who should constitute the neighbourhood forum for the neighbourhood area.

This carries significant responsibility in terms of producing a plan that is representative of the community. The way in which the process is led and implemented will need to secure confidence from the community in the Summertown and St Margaret's area and from those organisations and businesses that serve our needs. Confidence in the process and support for the outcomes will be more certain by starting this process in a demonstrably transparent way and continuing in that way through all stages of plan preparation. We have tried to do this by:

- showing a willingness to openly encourage opinions and suggestions from all individuals and organisations within the community, whether or not these present potentially conflicting, challenging, or critical views of the Plan or the process;
- presenting a reasonable, realistic, evidence-based, and cogently argued case to support the Plan at each stage of its preparation;

- making every effort to understand all views expressed by all individuals and groups and respond clearly on all matters raised in a timely manner; and
- demonstrating, in a form that is readily accessible and easily understood by the whole community, how the Plan reflects the views and opinions expressed during each stage of engagement and, where those views cannot legitimately be taken into account, explaining why that is the case.

3. Summertown and St Margaret's Neighbourhood Forum

The Summertown and St Margaret's Neighbourhood Forum came into existence following the Localism Act of 2011. It was initially a response to the likelihood of a major development on the Ewert House/Diamond Place area to the east of the Summertown shops.

The Forum was founded in 2011, submitted an application for designation to the City Council in 2012, and was designated in early 2014. The agreed areas covered are the electoral wards of St Margaret's and Summertown.



The Forum consists of a range of residents representing a wide cross-section of the community in the wards of Summertown and St Margaret's.

It had a simple constitution which was rewritten and approved at the 2015 AGM. The aim of the Forum is to improve the social, environmental, and economic well-being of the area.

It has two main purposes:

- 1) to provide a meeting place where issues of major significance to the neighbourhood can be discussed;
- 2) to prepare a Neighbourhood Plan which, when approved by a referendum, will establish principles for the future of the neighbourhood which developers and planners will need to respect.

4. The Neighbourhood Plan 2018–2033

The process which Neighbourhood Plans need to follow is set down in statute by the Neighbourhood Planning Regulations (2012). These regulations specify a series of consultations and tests to ensure the validity and conformity of the Neighbourhood Plan. The process that Summertown and St Margaret's Neighbourhood Forum (SSTMNF) has followed in developing the Summertown and St Margaret's Neighbourhood Plan (SSTMNP) is set out in Appendix 5.

SSTMNF also has a duty to consult any statutory body whose interests the qualifying body considers may be affected by the proposals for a neighbourhood development plan.

The Plan must also be in 'General Conformity' with the National Planning Policy Framework and the Oxford City Council Local Plan strategic planning policies. It is a spatial plan which has planning policies which affect how planning applications are determined, and community policies and projects which aim to help the community in Summertown and St Margaret's to deliver the desired changes.

It should be noted that this Plan should be read as a whole in relation to development proposals. This Plan does not provide a 'pick-and-mix' approach to development, but sets down a coherent framework of policies which, taken as a whole, seeks to deliver the Vision and Objectives of SSTMNF.

A final Plan must be approved by a Referendum, and, once this has taken place, the Plan will run for a further 15 years until 2033, unless further updated.

5. Summertown and St Margaret's Neighbourhood Plan Area

The Summertown and St Margaret's Neighbourhood Plan Area (NPA) comprises two wards. They are quite distinct but are connected by a vigorous district centre, which is known as Summertown. They are essentially residential in character and bounded by green spaces. Property prices are very high, and the predominant business is connected with education. A major development – the Northern Gateway – is soon to commence on the northern boundary and is likely to increase pressure on the area.

The area is described both by Health England and Oxford City Council, whose research is published on the Forum website based on census (2011) data. There are 4,800 households, with a total of 12,700 residents in the two wards. The population grew by 8 per cent in the ten years between censuses. The 18–24 age group showed a significant decline in that

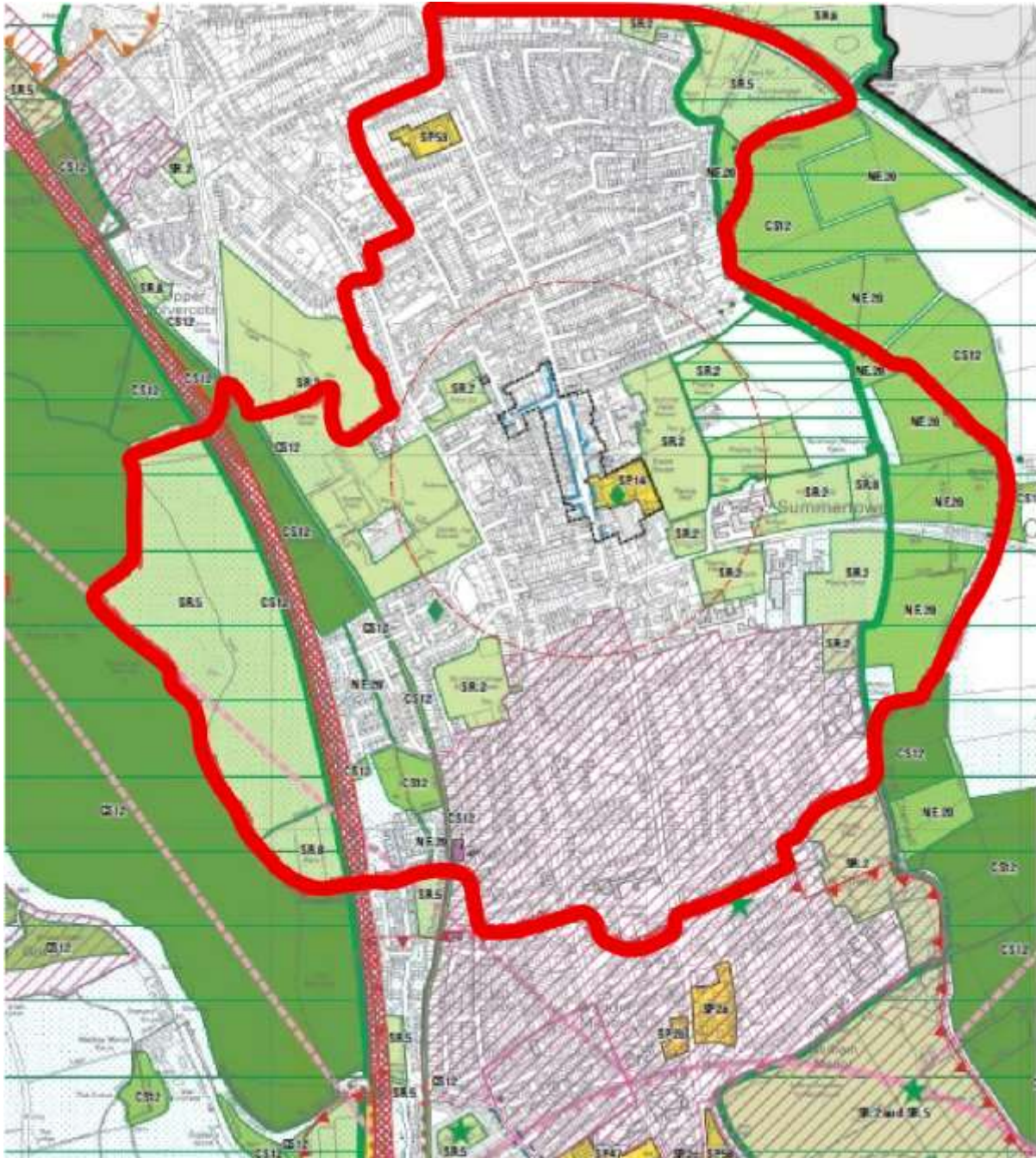
period. Fourteen per cent of the population is over 65 years of age, which is the highest proportion in the whole of Oxford. Eleven per cent of the population is in the 18–24 age group, which is almost half the rate in the rest of Oxford. Sixty-five per cent are white British, according to the census. Sixty-four per cent have a higher-education qualification, compared with 43 per cent for Oxford as a whole.

Fifty-six per cent of homes are owner-occupied; 10 per cent are social rented and 29 per cent are privately rented, the rest being rent free. There is a significant amount of under-occupancy compared with the rest of Oxford: in other words, a small number of people with a larger number of available bedrooms.

The centre of the area is the district centre of Summertown. The area is bisected by two main roads leading into the city centre and generating significant flows of traffic though the area.

Geographically, the area is bounded by green fields both to the east and the west, and much of it is flood plain.

The designated NPA is shown in the map in Appendix 1.



6. The Process of Neighbourhood Planning – Consulting Local Residents and Stakeholders

Neighbourhood Forums are community groups that are designated to take forward neighbourhood planning in areas without parishes. It is the role of the local planning authority to agree who should constitute the Neighbourhood Forum for the neighbourhood area.

SSTMNF was designated by Oxford City Council in January 2014. Following this, it was agreed that there was a need to create a Neighbourhood Plan. The first step of developing this Plan involved the identification of five working groups (1: Housing; 2: Health and Community; 3: Transport; 4: Environment, and 5: Retail and Business), in order to take forward the main issues in the Plan. An Issues Questionnaire was published in March 2015 to invite residents to identify the issues that were most important to them.

Using the results of this consultation, and evidence from local data sources, the groups have identified their own priorities and have consulted on them in public. They have formed outline policies which might appear in a plan. In March 2016 a leaflet was sent to every house in the area, inviting comments on proposed policies.

Following the results of this consultation, this draft Plan has been created. There will then be a formal consultation on the Plan and it will be amended as a result. Ongoing consultations with Oxford City Council will help to inform the relationship between SSTMNP and the Oxford Local Plan.

Once all of this has taken place, a Final Plan will go to a planning inspector. When approved, it will then be ready for a referendum of all residents. It requires a simple majority and there is no minimum number of voters needed. This process is set out in Appendix 5.

7. How the Forum is Organised

The Forum elects a Steering Committee with 6–10 members; members serve for a three-year term, which can be renewed. The Steering Committee elects a chair, treasurer, and convenors of five working groups (as described above). These deal with environment, health and community, housing, transport, and retail and business issues. It is the practice of the Forum to organise public meetings several times a year, including an AGM.

The Forum communicates through its website, aided by Facebook and Twitter accounts. It also has a mailing list of some 300, whose members receive regular updates.

Once the Plan is complete, the objective of the Forum will be to monitor and defend it, and to be a place where local people can discuss their needs.

The Steering Committee oversees and guides the five working groups identified in Section 6. These working groups have developed policies and project ideas from the results of consultations, and the gathering of evidence. The relationship between the five policy working groups, the Steering Committee, and the Forum is set out in Appendix 6.

8. Summertown St Margaret's Neighbourhood Plan: Vision and Objectives

Our vision for the neighbourhood is to create an area which mixes commercial, retail, residential, and leisure uses, which is accessible to a wider range of residents, and remains attractive to residents and visitors alike. We envisage future development which echoes the character of the area and introduces challenging design, fit for the coming decades.

Our vision includes the maintenance of the highly successful retail and business centre with all that that involves, especially its diverse shops and accessibility to cyclists and pedestrians. Small units would be favoured, and conversion away from retail discouraged.

Being divided by two major arterial roads running into Oxford, our neighbourhood is directly affected by traffic flows, congestion, and pollution. Our vision is one of reduced traffic, of cleaner environments for pedestrians, and a major emphasis on sustainable transport provision.

The housing in the area, whether owned or rented, is among the most expensive in the country in relation to earnings. We have a vision of a more mixed provision, with particular emphasis on smaller units, provision for key workers and older people who may otherwise have to commute or leave the area, and increased choice for those currently squeezed out of the area.

The residents value the green space which surrounds them and wish to see more green spaces and better access to existing spaces. Our vision includes this and seeks to ensure that all development in the area adheres to the highest environmental standards.

Within the area there are a significant number of community facilities. These are highly prized by residents. Our vision is that these be retained and developed.

Our objectives are therefore to:

- Identify and create a template for local developments in harmony with the assessment of the character of each sub area.
- Maintain the variety, vibrancy, and accessibility of the retail centre in Summertown.

- Manage the traffic, congestion, and pollution from traffic and enhance sustainable modes of transport.
- Improve the availability of affordable housing in the area and maintain or increase stock.
- Retain green space and enhance the environmental footprint.
- Retain and develop community and leisure facilities.

Summertown St Margaret's (SSM) Neighbourhood Plan Policies

Delivery of the Neighbourhood Plan will take place through the implementation of a range of policies. The policies that the Forum has developed have been labelled according to the relevant Policy Area (e.g. EN for Environment, HC for Health and Community, etc.). Those policies that relate to the control of development (Spatial Planning Policies) have also been labelled as 'S' (e.g. HCS is a Health and Community Spatial Planning Policy). Those policies which relate to the delivery of projects or plans within the Forum Area (Community Policies) have been labelled as 'C' (e.g. ENC is an Environment Community Policy).

The Spatial Planning Policies, if approved by the referendum, will become part of the Statutory Local Planning documents which determine planning applications in the Forum Area. These policies have a specific impact on proposed planning applications, and can be implemented directly through the planning system.

The Community Policies cannot be delivered through development (i.e. when planning applications are made) and therefore will need to be delivered directly by the Forum, or by working with partners/stakeholders. The Forum will seek to deliver these through working with external organisations, or accessing funding.

9. Health and Community Policies

The Neighbourhood Forum area contains three community centres (North Oxford Community Centre, St Margaret's Institute, and Cutteslowe Community Centre). These are in constant use, have large memberships, and enjoy wide support. There is a public library which has been rescued by the community after the injection of local financial support. In addition there is the Ferry Leisure Centre, widely used, with valued swimming and fitness facilities.

There are a number of well-used church halls, including those of St Michael's, the Baptist church, and Summertown United Reformed Church.

In addition there is a private health centre (Esporta) in the grounds of St Edward's School, and the North Wall Arts Centre.

Spatial Policies

Policy HCS1 Community Facilities

All community facilities will be retained, and opportunities for improvements will be sought. Where the loss of a community facility is unavoidable as a result of development, a replacement of that facility (the same size or larger, and with the same or improved facilities) will be sought as near to the facility as possible, or at a location equally or more accessible to Plan Area residents by walking, cycling, and public transport. Replacement facilities that would result in an overall improvement on the existing facility in terms of size, amenity, or enhancement to the Plan Area will be welcomed.

Allotments

Allotments are a valuable resource for fresh air, activity, and home-grown food. The Neighbourhood Forum Area contains two allotment sites on land owned by Oxford City Council. These are at Marston Ferry Road (51 plots) to the east, and Trap Grounds (>120 plots) to the west. According to their committees, both sites are full and there are often waiting lists for new allotment holders.

Consultation with the community has shown overwhelming support for retaining and supporting these allotments.

Policy HCS2 Allotments

All existing allotments in the NPA will be protected, and opportunities for enhancement will be sought.

Development proposals that safeguard and/or provide opportunities to improve the quality and quantity of allotments will be welcomed.

Development will not be permitted where it results in the loss of allotments.

Community Facilities

There are a number of valued community facilities in the NPA. In the event of large scale development taking place in (eg Diamond Place) of over 10 units, there is a reasonable expectation that those facilities will be replaced with new facilities of a similar or better utility to the community.

Policy HCS3: Protecting and Enhancing Sports, Leisure, and Community Facilities

Existing sports and leisure facilities will be protected, and opportunities for improvements will be sought. Where the loss of a facility and any attendant green space is unavoidable as a result of development, a replacement of that facility (the same size or larger, and with the same or improved facilities) will be sought as near to the facility as possible, or at a location equally or more accessible to Plan Area residents by walking, cycling, and public transport. If this is not possible, financial compensation will be required to compensate for the loss of public amenity. Replacement facilities that would result in an overall improvement on the existing facility in terms of size, amenity, or enhancement to the Plan Area will be welcomed

Community Policies

Health Centre

There are currently two GP practices (Summertown Health Centre and Banbury Road Medical Centre), both situated in old residential properties, where the facilities are totally inadequate in terms of space and ease of access. Neither of them meets the minimum standards for Primary Care premises. Consultation shows that there is strong support, from both the public and the health practitioners, to operate these two practices on one site, which should be at the centre of the Neighbourhood Area, and accessible by people of all ages, particularly those who are disabled and/or have mobility problems.

Proposed residential developments in North Oxford at Diamond Place, Wolvercote Paper Mill, and Northern Gateway will add to the pressure on health services in the area, and this is a further reason for creating a new centre with a range of ancillary services.

Details of the plan for a health centre and correspondence supporting it are included in the related Consultation Statement.

Policy HCC1 Health Centre

A new Health Centre at Diamond Place in Summertown will be created, providing and expanding a range of primary care and associated services for the local community.

The proposed new Health Centre should have dedicated short-stay car-parking spaces for peripatetic medical staff and for patients needing urgent consultations (equal to the number of parking spaces at their present health centres).

Alexandra Park

Alexandra Park, in the heart of the area, is dominated by tennis courts and by car parking on the southern edge. It has a utilitarian feel to it: it has no paths and few flower beds, shrubs or trees: there are no benches where people can sit and relax; it is a park only in name. It is clear from consultations carried out by the City Council that local residents would value the area more if it was made generally more user-friendly.

The tennis courts are an important and valued facility: the six grass courts are the only public grass courts in the city. It is important that the Council, the community, and the local tennis club do all they can to encourage their use, especially during weekdays. However, the overall area allocated to tennis restricts the space available for other play activities. The same is true of the car-parking area at the south end of the Park; during the week many of the spaces are used by Summertown shoppers.

The area could be redesigned with facilities especially provided for children and young people, attractively landscaped in a park setting. A link could be made to the Turrill Sculpture Garden and the Library complex to the south. The area could be redeveloped with the addition of a café to serve both the library and the park.

Policy HCC2 Alexandra Park

Alexandra Park should be redeveloped as a park, serving especially young people and children. 12 tennis courts (6 hard and 6 grass) should be retained, and the Council and the community should do all they can to encourage increased take-up of the facility. Six car parking spaces should be retained, and the remaining area grassed over and incorporated in the Park.

Promoting Healthy Living and Community Cohesion

Policy HCC3 Promoting Healthy Living and Community Cohesion

A set of projects to promote healthy living and community cohesion within the NPA will be identified and implemented after wider consultation to determine residents' wishes and priorities.



Examples of projects are included in the table below.

Project Title	Description
Promoting Community Facilities	Produce a booklet (in collaboration with Age UK Oxfordshire) outlining community facilities available in area.
Cotteslowe Children's and Community Centre	Provide support for children and community services in Cotteslowe.
Volunteering	Develop initiatives to develop a stronger (and younger) volunteer base for community centres.
Energy Efficiency	Produce information for residents on how best to increase domestic energy efficiency.
Building Design	Produce information for residents on how to improve the character of the area when building or extending their properties.

10. Business and Retail Policies

Spatial Policies

Short-stay Car Parking in Summertown District Centre

The vibrancy of Summertown as a District Centre depends on the availability of nearby short-stay car parking for shoppers and business clients. The current provision of short-stay car parking should be maintained and may need to be increased slightly for the proposed new development, including the Health Centre, in Diamond Place.

Provision of cycle parking in Summertown, both short-stay for shopping and businesses and long-stay for commuters, is insufficient. To encourage cycling as an alternative to car use, there needs to be a significant increase in the number of cycle racks (see TRC6).

Long-Stay car Parking

Car parking for commuters in Summertown St. Margaret's should be discouraged, as it adds to traffic congestion in rush hours.

Policy RBS1 Parking in Summertown District Centre

Planning applicants within the district centre will be required to identify precise parking requirements and to demonstrate how they meet this policy.

Any developments within the District Centre should maintain the same amount of publicly available short-stay visitor vehicle parking for shops and other businesses.

Applications which include provision for work space or commuter parking will be refused.

Developments which result in an increase in bicycle parking will be welcomed.

Community Policies

Summertown District Centre

Summertown is one of Oxford's more successful retail centres designated as a district centre. It comprises shops along the Banbury Road and more along South Parade. It has done well since 2008, and there are few vacancies, despite high rents. Along the west side shops are set in individual houses and served by a service road with parking; along the east side by larger blocks set well back from the road.

Our consultation shows a degree of frustration about what is and is not available in Summertown. Residents are unhappy with the proliferation of estate agents and coffee shops in particular. The character of the area is important to residents and is described in the character assessment of the shopping area (see Appendix 4). In particular this highlights the small units on South Parade and the west side of the Banbury Road. On the east side the building line and tree cover are much appreciated. All these features should be preserved.

As a result the community would like to see small retail units maintained on the west side, and residential or commercial use being limited to upper floors.

Similarly the community wishes to discourage ground-floor units becoming converted into offices or homes (use classes B or C), or student accommodation, within the district centre. From its first days the Forum has been worried about the addition of further supermarkets and wishes to discourage more being developed.

To maintain the balance of retail within the centre, the current Oxford City Council Local Plan has prescribed a proportion of retail. This has been undermined by more recent changes in legislation which allow change of use under permitted development rules. The current amount of class A1 use (shops) is 57.8 per cent, with A2 (banks, estate agencies, etc.) being 22.9 per cent. Total A class use is 94 per cent. The plan proposes to make amendments to this proportion within the current Local Plan.

Policy RBC1 Summertown District Centre
<p>The community wishes to encourage a thriving district centre with a wide variety of small units and ease of access to cyclists and pedestrians. Cycle parking in the district centre should be extended.</p> <p>Acknowledging the complexity of planning for a thriving centre, the Forum wishes to work actively with the Planners to create a centre which has an optimal mix of outlets which</p> <ul style="list-style-type: none">• limit the amount of supermarket space;• limit the number of banks and estate agents (class A2);• maximise the number of independent and small-scale retailers;• retain the ground-floor level for retail as opposed to domestic or commercial uses.

11. Transport Policies

Spatial Policies

Sustainable Travel and Transport

The Forum Area is fortunate to have good road connections. There are two main north/south A-roads, with residential roads at right angles to them.

However, the quality of life in the Forum Area is significantly adversely affected by the sheer volume of traffic that passes through the neighbourhood at peak times. Traffic jams cause frustration and wasted time, atmospheric and noise pollution, and serious economic effects. Most of the traffic is passing through and does not need to be in the Forum Area.

The main roads through the area are very congested at peak times, with tail-backs on Woodstock, Banbury, Moreton, and Marston Ferry roads. It is predicted that traffic in SSTM will grow significantly in the next few years (NOTS and LTP4¹) unless measures such as congestion charging or work-place parking levies are introduced to reduce the volume of traffic. Work recently completed on the Woodstock Road roundabout and Cutteslowe roundabout seems to have improved traffic flow, but it is too early to know for sure whether this so and whether there will be any effect on congestion in SSTM. East/west flows between Woodstock and Banbury Road are dependent on minor residential roads. Most of the east/west traffic is directed down Moreton Road, a relatively narrow B-road. Traffic flow through the area needs redesigning.

Therefore, a set of policies has been developed by SSTMNF to reduce the impact of traffic in the SSTMNP Area, and to improve traffic flow on SSTM's main roads. Given the demography of the SSTMNP Area, the mobility and access needs of disabled and elderly people should be considered at all times.

Policy TRS1 Sustainable Transport Design

All new development proposals should be designed according to the Manual for Streets 2 , where the needs of pedestrians, cyclists, children, residents, and disabled people are put before those of the car and other vehicles.

- i. Ensure that the design and details of highways works which are required for new development proposals are appropriate in scale to the development and contribute to the conservation and/or enhancement of the area.**
- ii. All new residential developments should have secure, covered cycle parking with one space per bedroom.**
- iii. Favourable consideration should be given to 'Click and Collect' collection points..**
- iv. Support should be given to development of freight-consolidation facilities outside**

¹ Oxfordshire Local Transport Plan 4, Oxfordshire County Council.

SSTM's area.

Policy TRS2 Sustainable Transport

All new development proposals should:

- i. Show how their proposal would encourage safe and sustainable modes of transport, including through infrastructure such as footpaths and cycle paths, pavements, cycle parking and storage, and electric charge points
- ii. Where required, develop a Travel Plan to encourage sustainable transport and the provision of car-club and car-sharing facilities as appropriate to the scale of the development;
- iii. Where required, prepare a Transport Assessment linked to an air-quality assessment to ensure that the proposal delivers sustainable travel outcomes.

Note that a Transport Assessment and/or Travel Plan is required in appropriate cases as set out under the Local Plan 'Parking Standards, Transport Assessment and Travel Plans SPD'.



Community Policies

Road Improvements

Road improvements should aim to improve the flow of traffic, reduce traffic congestion, and improve road safety. The needs of young persons, elderly people, disabled people, pedestrians, cyclists, and buses should be considered and prioritised over those of cars and other vehicles whenever road works are undertaken.

The traffic lights at the junction of Banbury, Marston Ferry, and Moreton Roads are perceived as dangerous for all road users. The present layout is confusing to motorists and cyclists, and there are no pedestrian crossings on the east and south sides of the junction. The NOTS² study has shown that two mini roundabouts could be accommodated at the junction. This and other possible solutions should be considered.

Policy TRC1 Road Improvements

Road-improvement works will need to consider the following:

The needs of pedestrians, cyclists, and buses should always be given a high priority whenever road improvements are being planned.

The Banbury, Marston Ferry, and Moreton Road junction and traffic lights should be reconfigured to improve safety and reduce confusion.

Reduction of Traffic



² North Oxford Transport Study.

There is a noticeable difference in traffic flows in and out of term time in the NPA. Most of this is thought to be affected by the 'school run', but some of it will be related to University terms and holidays from work.

In order to reduce traffic in the NPA, the Plan envisages the following:

- i. Schools should be required to provide travel plans.

- ii. Parents should be discouraged from driving their children to school.
- iii. Pupils should be encouraged to cycle and walk to school, or use public transport.
- iv. There should be dedicated safe cycle routes and footpaths to all schools. Schools should provide school buses.

People are more likely to leave their cars at home if there is efficient public transport, whether by bus, rapid transit, or tramway. The Plan supports the idea of a bus rapid transit system and/or a tramway running through SSTM, linking with city-wide public transport. Traffic passing through SSTM could be reduced by access measures such as congestion charging and preventing traffic entering or passing through the City centre.

Policy TRC2 Reduction of Traffic

Reducing the number of vehicles improves traffic flow and makes it easier to move about. It also reduces the level of atmospheric pollution. The following elements will be promoted through lobbying of the responsible organisations in order to reduce the level of traffic in the SSTMNP Area.

- i. **Encouragement of a mass transit scheme (bus rapid transit and/or a tramway).**
- ii. **Traffic-control measures, such as congestion charging, and bus gates in appropriate locations, to discourage traffic passing through SSTM to the city centre.**
- iii. **Reduction of traffic generated by the 'school run'.**
- iv. **Promotion of flexi-time work and working from home.**
- v. **Regulations, as stipulated in LTP4, restricting access of HGVs inside the ring road unless strictly necessary and not at peak times, should be strictly enforced.**

Sustainable Active Transport

Sustainable Transport, such as walking, cycling, and using buses, is healthier and usually quicker than using a car in urban areas. It reduces traffic congestion and air pollution.

Sustainable Active Transport (walking, cycling, and other active methods) will be encouraged by improving pavements and crossings, and a comprehensive network of well-engineered cycling and walking routes.

There is currently no comprehensive network of cycling and walking routes throughout SSTM connecting with neighbouring areas, the city centre, Oxford Railway Station, and

Oxford Parkway Station. Some of the routes are poorly designed and engineered. A comprehensive network of well-designed and well-engineered cycle routes and footpaths in SSTM is envisaged, linking with other routes in Oxford. Sections of poorly engineered routes which are in need of improvement should be identified and upgraded. The clarity of signage needs to be improved, and roads need to be well maintained and free from potholes.

Whenever possible, pedestrians need to be separated from cyclists, and pedestrians and cyclists from cars and other vehicles. At present this is usually done by painting lines on the pavement or road, but a more permanent marking, such as concrete kerbs set flush with the road surface, is required when cycle paths are re-engineered or when new ones are constructed. The topography of the area means that some dedicated cycle and walking routes will have to be 'shared space'.

Special consideration will be given to places where cyclists routinely cycle on pavements, to see whether this can be overcome by better cycle routes or 'shared space'.

Policy TRC3 Sustainable Active Transport
Sustainable Active Transport will be encouraged, and a comprehensive network of well-engineered cycling and walking routes will be promoted.

The following potential projects to promote sustainable active transport have been identified.

Project	Description
Woodstock Road and Banbury Road cycle routes	Most cyclists opt to go straight up and down either Woodstock Road or Banbury Road when going to and from the city centre. These cycle routes need to be re-engineered to ensure fast and safe routes.
Northern Gateway	The proposed Northern Gateway development will need good footpath and cycle-route access from the Forum Area.
Sustrans Route 51 (City Routes 1 and 1b)	This route is on the eastern side of SSTM. It links the city centre with Cutteslowe, Water Eaton Park and Ride, the new Oxford Parkway Station, and Kidlington, but needs reconsidering and re-engineering to ensure a better link with Oxford Parkway Station.
Sustrans Route 5 (City Routes 6 and 9)	This route runs from Jericho to Woodstock Road roundabout but needs reconsidering and re-engineering to ensure a link with Oxford Parkway Station.
Canal towpath	This route needs resurfacing as far as the ring road.
Diamond Place	The new development will need a Sustainable Active Transport travel plan. East/west routes have not been developed. Cycle paths need to link Diamond Place with Banbury Road, Woodstock Road, and Marston Ferry Road. It is proposed to have a new cycleway and footpath from Diamond Place to Old Marston via a bridge over the River Cherwell at the site of the former ferry by the Victoria Arms.
Bridleway 12	This is an existing but neglected bridleway which runs across Port

	Meadow from Aristotle Lane footbridge to Godstow Road Jubilee Gate. It could be re-routed along the western edge of Burgess Field, which would make it less susceptible to flooding in winter.
Stone Meadow to Burgess Field	A new cycleway and footpath from Stone Meadow to Burgess Field could be constructed, with a new bridge over the railway.
Marston Road cycle route	This cycle route should link with a new route to the city centre parallel to Cherwell River.

Walking and cycling maps are included in the appendices, highlighting opportunities for improvement.

Bus Service Improvements

Improvements to bus services will be promoted, including the following measures:

- i. Ensure frequent bus services up and down Woodstock Road and Banbury Road.
- ii. Create continuous bus lanes up and down Woodstock and Banbury roads from the city centre to the ring road, to Park and Ride facilities, and to Oxford Parkway Station.
- iii. Wherever possible bus stops should be positioned so that they do not affect traffic flow.
- iv. Bus services should be routed through residential areas relatively remote from Woodstock Road and Banbury Road, e.g. Sunnymead and Waterways.
- v. Ensure that bus routes connect with the rest of the city.
- vi. Encourage businesses to subsidise employees' sustainable-transport costs.
- vii. Tickets should be flexible and reasonably priced to encourage bus travel.

Policy TRC4 Bus Service Improvements

Improvements to bus services will be encouraged.

Road Safety

Lowering the speed of traffic is known to reduce the number and seriousness of road traffic accidents and to make residential areas pleasanter places to live in. Traffic-calming measures such as those in Beechcroft Road are very effective and popular with residents. Similar

measures should be offered to residents where appropriate and when the opportunity arises.

The 20 mph limit has reduced the speed of traffic in SSTM, but most drivers break the limit. The speed limit should be introduced and enforced on all roads in the Forum Area.

The creation of shared space has been shown to slow the speed of traffic while maintaining or even increasing the flow. The concept should be used where appropriate in the NPA.

Special attention will be given to accident black spots to see whether road safety can be improved. Oxfordshire County Council monitors road traffic accidents, but there is a perception that not enough is done to improve road safety in the places where accidents occur. Residents will be encouraged to report potential accident black spots to the County Council, so that action can be taken to remove the potential danger.

Policy TRC5 Road Safety

Measures will be promoted to improve traffic flow while reducing traffic volume and improving safety for all road users by means of measures such as:

- i. traffic calming;**
- ii. implementing and enforcing a 20 mph speed limit throughout SSTM, including Banbury Road and Woodstock Road;**
- iii. creating shared spaces where appropriate in the SSTM Area;**
- iv. improving areas of identified accident black spots.**

Parking (see also Policy RBC1)

Provision of adequate parking for cars, motorbikes, bicycles, and delivery/service vehicles is essential if Summertown is to continue to be a vibrant commercial area (see RBS1).

Improvement in overall parking could be achieved through the following initiatives:

i. Controlled Parking Zones

Controlled Parking Zones are a very effective way of managing car parking in residential streets. Waterways residents will be consulted as to whether they wish to have a CPZ.

ii. Car-Club Sharing Schemes

Car-club sharing schemes will be encouraged by the provision of dedicated parking spaces exempt from car-parking charges.

iii. Work-Place Parking Levy

Full consideration should be given to introducing a Work-Place Parking Levy.

iv. Employers' subsidies of employees' public-transport costs

Support would be given to employers subsidising employees' public-transport costs as an alternative to offering car-parking spaces.

v. Joint ticketing for Park and Ride

Support should be given to joint ticketing for parking at the Park and Ride and the bus into town, to make it easier and more economical.

Policy TRC6 Parking throughout NPA
<p>Ensure that there is adequate visitor parking (see RBS1) for cars, motorbikes, cycles, and delivery/service vehicles at retail sports and leisure facilities in Summertown District Centre; and for the wider area encourage improvements to existing parking facilities by</p> <ul style="list-style-type: none">i. extending CPZs to the whole NPA;ii. providing free dedicated parking for car-club sharing schemes;iii. considering the introduction of a work-place parking levy;iv. encouraging employers to subsidise employees' public-transport costs;v. extending joint ticketing schemes to the Park and Ride option;vi. installing electric car-charging points in all new homes, car parks and larger new developments.

12. Housing Policies

The neighbourhood is one of the least affordable in Oxford in terms of house prices and private-sector rents, and is under significant pressure from housing developers who wish to build new housing units which are unaffordable to many who want to live and work in North Oxford. The problems created by the lack of affordable new and existing housing and unwelcome development pressure have been raised repeatedly in Plan consultations.

It is apparent that the current policies of the City Council towards housing development are not alleviating the pressures on the neighbourhood, and there is a need for a new approach.

The objective is to seek to contain pressures of lack of affordability and a mis-match of dwelling sizes to ensure that there is a sustainable, balanced mix of new housing to meet the full range of local needs for present and future generations.

The Neighbourhood Plan seeks to ensure that this pressure is managed so that the neighbourhood is a place of mixed housing where people of all ages and incomes have a chance to live. The aim of the Housing Policies is to increase opportunities for genuinely affordable homes; to protect the residential character of the area; and to ensure a mixed and balanced housing stock in the future.

In doing so, the Neighbourhood Plan updates from a neighbourhood perspective the current housing policies: for example, the City Council Balance of Dwellings policy, which goes back as far as 2008.

Much of the NPA has become particularly unaffordable for younger people or those on modest incomes, because of the long-term booming housing market in Oxford. The housing aims of the Plan are therefore to:

- Protect the existing housing stock and prevent loss of housing land for other uses.
- Increase housing choice for those who are currently squeezed out of the North Oxford housing market by high rents and house prices.
- Provide opportunities for elderly residents to stay in the Summertown St Margaret's area.
- Protect and enhance the character of the area.

There are relatively few large or medium-sized sites in the area that are available for new-build housing (for example, Diamond Place, Summer Fields School land, Majestic Wine in Summertown), but other sites of this scale may come forward in the plan period. The large holdings of Summer Fields school, linked to those of Wadham and St John's colleges, identified in the Core Strategy give rise to particular concerns about traffic management and are dealt with in the relevant policies in this plan.

In addition, there are many, and continually occurring, smaller sites becoming available as a result of in-fills, back-land development, and demolitions of existing housing.

To all of these sites, the Plan will apply appropriate neighbourhood housing policies on design, density, affordable housing, key workers' homes, and unit sizes.

Spatial Policies

Local Dwelling Size

Recent development pressure on the area is characterised by pull-downs of existing houses outside the St Margaret's Conservation area and the development of larger homes (4–6 bedrooms) which are sold or rented at prices that are unaffordable to many who want to live in North Oxford, particularly younger people, essential public-service workers, and young families. These larger homes are also far too big and expensive for elderly people to maintain.



The need therefore is to give priority in our Neighbourhood Plan to smaller units of 1, 2, and 3 bedrooms in conversions and new builds, to enable younger people in particular to get a foothold in the area at an affordable price, but also to allow elderly residents opportunities to down-size.

Evidence of the particular need in the area comes from a study undertaken by students at Oxford Brookes University who proposed a policy to emphasise 1, 2, and 3 bed houses should be adopted in order to balance the loss of smaller homes.³

Policy HOS1 Local Dwelling Size

Eighty per cent of any new developments of 10 or more dwellings must consist of houses with no more than 1, 2, or 3 bedrooms.

Key-Worker and Affordable Housing

Of particular concern to local people during the consultations has been the lack of affordable housing for those on the housing waiting lists, for young people, and for essential public-service workers. This is also the case for other workers in the health services, local government, police, and care services.

Thus, there is a strong demand to retain and add to the stock of affordable housing both for those in housing need and for key workers.

³ Summertown: Achieving a balanced housing mix, Stephens et al, Brookes, 2016

The definition of affordable housing will follow current Oxford City Council policy. The definition of key workers will be agreed with the local authority but is likely to focus on low-paid public-service workers, the aim being to provide accommodation in Oxford for those who work in public services in the city, and in doing so to reduce the travel time and housing costs of these workers. The stated intention of the City to allow housing developments entirely for key workers is noted; this is relevant to the NPA as set out in the Preferred Options paper.⁴

Policy HOS2 Key-Worker and Affordable Housing

The primary purpose of housing development will be to address the needs of those who live and work in the NPA. Residential proposals of 10 or more units will not be supported if they solely meet open-market demand.

The principal community identified needs are for affordable housing, social housing and key worker housing.

Residential proposals for 10 or more units will be acceptable, subject to the other policies in this Plan and the Oxford City Core Strategy policies where 50 per cent of the housing provision is affordable including social housing and key worker housing.

Specialist Housing

There is a demonstrable need for a supply of housing suitable for elderly persons and people with disabilities (at all stages of need), including opportunities for elderly persons who want to down-size. As people grow older, their housing needs often change and homes may become unsuitable, resulting in many single elderly residents living in large family-sized houses that are not appropriate for their needs. Some older people or those with disabilities may have special accommodation needs that are not provided by the existing housing stock.

Solutions could include house sharing or a lodger/elderly care scheme under the auspices of a housing association; or a grant-aided scheme to enable elderly people to adapt their homes to enable home sharing to take place. Permitted development is provided for housing in multiple occupation for up to six people, and this could provide a means for larger houses to be adapted to enable home sharing to take place.

Subdivision of homes may provide equity for necessary adaptations, or enable a family member to provide support through living next door. Where there is no suitable housing

4

within the existing housing stock, or if adaptation/subdivision cannot be achieved, then an identified need for specialist housing may be able to be addressed through new housing.

Specialist housing should be specifically designed to meet the needs of older people, generally those of retirement age, and/or other vulnerable members of the community who require care and assistance and whose needs cannot otherwise be met through the existing housing stock. As such, it will be subject to additional standards and should be located close to shops and other services and amenities in the NPA.

Policy HOS4 Specialist Housing

Specialist housing for elderly residents and/or vulnerable members of the NPA will be encouraged. It could be provided in a number of ways, some which may require planning permission:

Subdivision

Proposals for the subdivision of existing residential dwellings will be permitted where:

- i. there would be no adverse impact on the character of the area, amenity of neighbouring occupiers, or highway safety; and**
- ii. any necessary alterations will not adversely affect buildings of historic and/or architectural merit.**

New residential proposals

Proposals which address an identified need for specialist housing for older people and/or other vulnerable members of the community who require care and assistance will be permitted. A planning obligation will be secured to ensure the occupancy of specialist housing in perpetuity.

Protecting Family Homes

Our area suffers from an acute shortage of housing, especially single flats and small family houses (C3 dwellings). A number of sites, potentially available for further housing, have been used for student accommodation of one sort or another. The Forum wishes to limit this tendency, which may lead to the erosion of the character of the neighbourhood area. The acquisition of land by educational establishments in the area has taken land away, denying smaller residential units to families, and has served to drive up the price of property, making housing inaccessible to all but a wealthy minority.

We recognise that an alternative might be that HMOs for student use are developed, but the City Council has powers to control this if needs be and is covered in HOC2.

We also recognise that many students already live in the area and make valuable contributions to the community. Some postgraduates are in effect junior workers for their institutions and come to the city with family dependants. The definition of students for the purposes of this policy does not include this group; it concerns undergraduates, foreign students, and secondary-level students.

This policy addresses a problem widely supported in the area and recognised in the Local Plan preferred options.

Policy HOS5 Protecting Family Dwellings

In order to protect the current housing stock, and sites suitable for general housing, proposals to convert existing C3 dwellings into student accommodation, or for new-build student accommodation on potential C3 sites, will not be supported.

Character Assessments

The Character Assessments in Appendix 4 bring together the concerns about the changing environment and community structure of the area – for example, poor and inappropriate design of existing and new buildings; pull-downs followed by expensive new-builds; and loss of front gardens.

Haphazard development of this kind is a threat to the well-proportioned, often tree-lined streets of the NPA. Summertown Ward is particularly affected by this erosion of 'character' because, unlike most of St Margaret's ward which is part of NOVSCA, it has no Conservation Area protection and suffers from some poorly designed housing extensions and modifications, a proliferation of dropped kerbs, and demolition of garden walls.

The Plan introduces design guidelines to limit inappropriate development. But this may not be enough to prevent the gradual erosion of the character of Summertown. The attractive character of Summertown results from its distinctive mixture of Victorian, Edwardian and twentieth century architecture. There is at present nothing to stop a developer demolishing just about any building in Summertown, irrespective of its architectural merit or benefit to the community and replacing it with an undistinguished development. There is a strong argument to be made for the whole of Summertown to be protected by becoming a Conservation Area. This a matter for further consideration.

Policy HOS6 Character Assessments

New developments (including additions, alterations, change of use, and extensions) will be permitted only if they respond to and enhance the distinctive local character where it is described in the Character Assessments. This may include consideration of aspects such as materials, scale, siting use, layout, form, design, and intensity of activity within the built environment and the setting of the Plan Area. Where developers are required to submit a Design and Access Statement, they will be expected to demonstrate how their design and layout responds to the local character of the area.

Density, Building-design Standards, and Energy Efficiency

There is continued pressure for the cramming of new buildings on to sites to maximise development value rather than meet community needs. Along with over-development, many new-builds are either poor pastiche designs or formula designs by developers that do not respect the character of the area. Front gardens have been paved over for car parking, seriously affecting the character of local roads and residential streets. The loss of greenery and garden walls has been damaging to the character of the streets in the neighbourhood.

The Plan will restrict over-development of both infill and larger sites and promote good design and energy efficiency for all building. At the same time, the Plan will seek to protect against further loss of gardens (front and back), green space, and trees.

Policy HOS7 Density, Building-design Standards, and Energy Efficiency

Development proposals of both traditional and innovative designs will be permitted where they respect the local heritage and character of the neighbourhood.

- a. Innovative and/or contemporary designs will be permitted subject to the scale, layout, density, orientation, and massing of the proposal in order to respond to and protect the valued features of local character as described in the relevant Character Assessment;**
- b. Where more traditional designs are proposed, the material and designs should complement the local character;**
- c. Development should not result in the loss of gardens, both front and back, in accordance with Policy HOS8 below; or the loss of green space, in accordance with Policy ENS1 on accessible public green space; or the loss of trees, in accordance with Policy ENC3 on trees;**
- d. The removal of front gardens and front-garden walls to allow car parking will**

normally require planning consent, and home owners and landlords will be encouraged to re-instate front gardens and garden walls;

- e. Proposals for new development should also demonstrate how they will incorporate sustainable construction methods that promote the sustainable use of resources and

that reduce carbon emissions by improving or generating waste efficiencies, including through the use of renewable and low-carbon technologies;

That future-proof against the impacts of climate change;

that provide adequate storage for recycling waste.

Back-land Development

There is increasing pressure for backland development involving the re-use of parts of a number of rear gardens for further residential development. While such development may be acceptable under certain circumstances, it can have a considerable impact on the character and amenities of existing residential areas. The Plan seeks to ensure that backland development is appropriate to the neighbourhood in terms of design, privacy, and access.

Policy HOS8 Back-land Development

Proposals to intensify existing residential areas will be supported only where this can be achieved through good design and without harming local amenities. Any attractive prevailing character of the area must be protected. Development in rear gardens (except that which currently does not need planning permission) will not be supported, unless special regard is paid to:

- i. the density and height of the proposal;**
- ii. the privacy and outlook from existing dwellings and, in particular, gardens;**
- iii. any proposed demolition of existing dwellings or parts of dwellings to form access. If this would create an unattractive breach in a consistent street frontage, this will not be permitted; and**
- iv. access arrangements that would cause significant material harm to the amenity of neighbouring properties will not be permitted.**

Community Policy

Housing Provision

The desired mix of housing is unlikely to be provided by the housing market alone, and therefore every effort should be made to encourage alternative providers such as community land trusts, co-operatives, and self-builders with an interest in building affordable housing using low-carbon designs.

Policy HOC1 Housing Provision

A creative and supportive approach to proposals from housing associations, co-operatives, self-builders, and co-ownership schemes will be adopted.

Where the local authority or other public bodies own residential building land, the Forum will advocate that non-market providers should be given first refusal to develop on these sites.

Policy HOC2 HMOs

The community does not favour the creation of any further Houses in Multiple Occupation in the area.

Flats Above Shops

The plan will encourage land owners and leaseholders to bring back into use residential accommodation above shops in the Summertown District Centre.

Policy HOC3 Flats Above Shops

Development which brings back into use empty flats above shops or businesses in the Summertown District Centre will be encouraged.

13. Environment Policies

The environment that surrounds us, the cultural, natural, and historic heritage, and the built environment are some of the greatest assets for the community, visitors, and businesses of the NPA. SSM is bounded to the east and west by highly prized and protected green and wild areas which are critical to defining the qualities of the area. Consultation with the

community has shown strong support for policies which protect and enhance the green nature of the area.

The Plan strongly supports their protection and enhancement. New development should respect and enhance all aspects of the environment. Sustainable development has to be good for the environment, the economy, and the community at *the same time*. New development and growth should respect and enhance all aspects of the environment, making positive contributions when possible.

Spatial Policies

Green Spaces

Policy ENS1 seeks to protect areas of considerable habitat importance, green spaces, and areas of both amenity and environmental value. Development proposals will be encouraged where green spaces have no existing community use and they are not important to the character and quality of the local environment. This does not include areas of considerable habitat importance, and areas of amenity value such as the Trap Grounds Local Wildlife Site, Canal Fields, Burgess Field Nature Park, Sunnymead Park, and Cherwell Fields (see Table 1). These areas are considered valuable amenity areas and are shown in the map in Appendix 3.

Policy ENS1 is in accordance with the Oxford Core Strategy Policy CS21, which seeks opportunities to open up access to publicly accessible green space and improvements to public green space, and with Policy CS12 on Biodiversity, which seeks opportunities for enhancing the biodiversity of Oxford City.



Burgess Field Nature Park is a reclaimed landfilled site of some 8.5 ha on the eastern edge of Port Meadow, now home to roe deer, cuckoos, and many woodland birds and flowering plants. The area is popular for walking, running, and blackberrying. Greater access to this area of environmental and amenity value is encouraged, including (ideally) a new bridge over the railway line, which would provide easier access from Summertown. It is designated as a nature

reserve by the City Council.

The Trap Grounds Local Wildlife Site is almost the last remaining wild open space along the Oxford Canal between the city centre and the northern suburbs. The area (consisting of 2.9 acres of reedbed and ponds and 5.6 acres of woodland) supports a wide diversity of wildlife and is valued for its educational opportunities as well as its informal recreational use. The reedbed was designated as a Site of Local Importance for Nature Conservation (SLINC) in the 1990s. The woodland was granted Town Green status in 2006, and the whole site was designated as a Local Wildlife Site in 2015.

Sunnymead Park is joined to Cutteslowe Park by a foot bridge to form Oxford's biggest park. It includes semi-wild areas alongside the Cherwell, a protected play area for children, hard football and basketball pitches, and an outdoor gym. The Forum wishes to designate it as a Local Green Space because of its special relationship with the community. Residents of the Sunnymead and Cutteslowe estates make extensive use of it. It is the only green lung for the Sunnymead estate, and it is of considerable ecological value, with its river border and extensive wooded areas.

Cherwell Fields are the eight fields immediately between the Cherwell River and the built-up areas of Summertown. They are currently grazed and provide no public access. They are, however, floodplain areas and they provide an important green lung for Oxford. They are not extensively cultivated and they function as important wildlife corridors. They form part of the larger "Thames and Cherwell at Oxford" Conservation Target Area and are important examples of river meadowlands. See the maps for the exact location.

Table 1 - Areas of Significant Amenity Value

Policy ENS1 Green Spaces

Development proposals should maintain or enhance the local environment of the NPA, both through the development's own attributes, and the way in which it is integrated with its surroundings.

Development proposals should maintain, and have regard to, and be appropriate in terms of the impact on the conservation of the natural environment, green spaces, and areas of significant amenity value identified on Map 5.

Opportunities to conserve, enhance, provide, restore, and improve appropriate access to areas of significant amenity value, green spaces, and areas of important habitats will be encouraged.

Biodiversity

Development in the area and a changing climate represent the major threats posed to wildlife and habitats in Oxford. This is particularly true where wildlife corridors and existing green areas are concerned. It is therefore important to ensure that any development does not have an adverse impact on local habitats.

Policy ENS2 Biodiversity

Land which has significant wildlife or ecology value will be conserved and enhanced, and especially Burgess Field Nature Park, Trap Grounds Local Wildlife Site, Sunnymead Park, and Cherwell Fields. Proposals which may result in harm, either directly or indirectly, to local wildlife or habitats of significant value, both within and beyond the proposed development, will not be permitted. See Table 1 above for designations.

Renewable Energy

Oxford is a centre for community renewable-energy generation and has led the way in implementing technologies such as solar roofs and hydro power. Despite this, the recent City Council Sustainability Report⁵ has indicated that Oxford generates only 0.6 per cent of demand from renewable sources. The best urban schemes report 20 per cent of energy demand being generated from renewable sources. There are many potential barriers to developing small and medium-scale installations. In order to encourage the development of renewable energy in all parts of the NPA, there will be a presumption in favour of renewable energy development, subject to Policy ENC2 and the strategic policies of the Local Plan.

Policy ENS3 Renewable Energy

Proposals for individual and community-scale energy from hydro-electricity schemes, solar photovoltaic panels, local biomass facilities, anaerobic digestion, and wind power will be supported, subject to the following criteria:

- i. the siting and scale of the proposed development is appropriate to its setting and position in the wider area;**
- ii. the proposed development does not create an unacceptable impact on the amenities of local residents; and**
- iii. the proposed development does not have an unacceptable impact on a feature of natural or biodiversity importance.**

5

https://www.oxford.gov.uk/info/20062/carbon_reduction_and_energy_saving/1094/oxford_sustainability_in dex_2016

Rain-Water Infiltration

Much of the area is on the flood plain, and residents of Oxford have often experienced the results of historic building on the flood plain. To reduce the risk of surface-water flooding, the minimum contribution to water run-off is therefore required, along with the need to facilitate maximum infiltration into the soil.

Therefore existing and new developments have a responsibility not to contribute to further flooding. This is best achieved by ensuring that the minimum of land is covered with concrete or other impermeable materials. The more rain that can be stored and allowed to soak into the ground, allowing the soil and water table to absorb extra rain, the lower the risk of surface flooding.

Policy ENS4 Rain-Water Infiltration

All proposed developments will be required to demonstrate that they do not reduce rain-water infiltration. Those which demonstrate that they increase infiltration, or reduce run-off to watercourses, will be encouraged. All run-off water should be infiltrated into the ground with permeable surfaces (SUDS), or using attenuation storage, so that the speed and quantity of run-off is reduced.

See also HOS7.

Air Pollution

Policy ENS5 seeks to discourage development which exacerbates air pollution, especially from vehicular traffic in the area. Woodstock Road and Banbury Road are hotspots for particulate pollution derived from diesel vehicles. However knowledge of emissions and particulates comes from a total of 4 diffusion tubes left there for a year (2015/6). These have measured NO₂ levels as an average over that period and showed overall levels declining slowly over the year. There has been no measurement of particulates nor any spot measurements of spikes of NO₂ measurements.

The UK has agreed legal limits⁶ set out by DEFRA in line with EU directives. For NO₂ these require a maximum annual mean of 40 µg/m³. In addition spikes measured over an hour over 200 µg/m³ should not take place more than 18 times pa. Similarly, for PM₁₀ particulates, an annual mean of 40 µg/m³ is set (dropping to 30 µg/m³ in 2020) with a maximum no of exceedences of 35 times pa at 50 µg/m³.

⁶ <https://uk-air.defra.gov.uk/air-pollution/uk-eu-limits>

Currently there are no facilities in place to measure either of these regulated pollutants. This may worsen with increasing traffic from the Northern Gateway. The Plan seeks to ensure that any development reduces the levels of these life-threatening pollutants.

Policy ENS5 Pollution
Development proposals will be expected to demonstrate that there will be no significant direct or cumulative adverse impacts from air pollution. Developments should not contribute to the exceeding of national or local air quality limits. Where significant adverse impacts are identified, or air quality limits will be exceeded, developers should first seek to reduce the level of pollution, and then to mitigate against the impacts of this pollution through using preventative steps.

Sustainable Construction

The UK Government signed the Paris Climate Agreement of 2015, which commits signatories to reducing carbon emissions by 80 per cent by 2050. In order for this target to be met, local government and communities and individuals have to take positive actions to reduce their carbon emissions. Approximately 25 per cent of emissions come from homes and businesses, both through their building and heating.

While the City Council has taken a lead in future-proofing its own estate, North Oxford has higher emissions than other parts of Oxford, and Oxford has higher emissions than most other parts of the country.

Many of the houses in the area are of a construction type which is particularly difficult to make more efficient. Therefore new buildings represent the best opportunities to make real gains in climate impacts.

All new sites for building should be required to generate 30 per cent of their own energy on site. They should be built to high environmental standards, whether for business or residential purposes. The abolition of the Code for Sustainable Housing and the more recent adoption in London of the Zero Carbon Homes standard have made defining levels of energy-efficient housing more complex. The aim should be to match the best possible standards of energy-efficient building that is viable.

The basis of this is to reduce the carbon footprint of households and businesses in the area and to take opportunities to generate clean energy from solar roofs and other non-intrusive renewable technologies.

Policy ENS6 Sustainable Construction

Proposals for new development should demonstrate how they will incorporate sustainable construction methods, and should meet the following criteria:

- i. Non-residential units should be constructed to BREEAM Excellent standard (or equivalent), or, if conversions, should meet BREEAM Very Good standard.
- ii. Residential units should be constructed at least to the equivalent of Sustainable Code 4 level or Zero-Carbon Homes standard as applied in London.
- iii. If consisting of 5 or more residential units, the proposal should generate at least 30 per cent of each unit's energy on site.

Community Policies

Playing Fields

There are a number of playing fields in the area, owned by schools and colleges. They contribute to the character and green setting of the NPA and they need to be maintained and enhanced.

Policy ENC1 Playing Fields

Schools and Colleges will be encouraged to provide greater public access to their playing fields and associated sports and leisure facilities. Opportunities for the conservation and enhancement of these playing fields will be sought, along with improvements to biodiversity and habitats, particularly on the periphery of these sites.

Policy ENC2 Renewable and Low-Carbon Energy

To increase the use and production of renewable and low-carbon energy generation, development proposals will be encouraged that:

- i. **deploy installations with the greatest renewable-energy output practicable;**
- ii. **make use of, or offer genuine potential for use of, any waste heat produced.**

Particular support will be given to developments, conversions, extensions, and uses that:

- i. **meet the renewable-energy demands of local communities;**
- ii. **create opportunities for co-location of renewable-energy products;**
- iii. **bring housing up to energy rating A and B standards.**

When assessing such proposals, consideration will be given to the wider benefits of providing energy from renewable sources, as well as the potential effects on the local environment (including any cumulative impact of these proposals).

Protecting Tree Cover

In consultation there was strong support for policies which enhance the tree cover and green vegetation of the area. The area contains large numbers of mature and smaller trees. These are in private gardens, in parks, and on pavements. The trees provide habitat for birds, shade for pedestrians, and carbon dioxide absorption to reduce our carbon footprint and help us adapt to climate change. Current policy protects trees subject to planning applications. In the conservation area, mature trees are automatically protected, and the Forum would like to extend this to other areas.

Policy ENC3 Protecting Tree Cover

The community will support the planting of new, well-sited trees; it will encourage the Council and others to manage and maintain tree cover in good condition; it will resist opportunities to remove trees, especially mature trees; in the event that some must be removed, the community will seek opportunities to replant in suitable locations.

Enhancing the Street Setting

Residents particularly value the shade and softening of building lines afforded by trees planted in parts of the district centre. This represents an important part of its character. When there is development of any sort, there will be opportunities to build this 'green cover', which improves general well-being and the experience of moving around on foot or by bicycle.

Policy ENC4 Enhancing the Street Setting

Opportunities will be sought for enhancing the street setting which may include the following:

- 1. On-street trees will be conserved, and opportunities for increasing their number will be sought. The planting of wildlife-friendly tree varieties rich in pollen, nectar, seeds, berries, and fruits will be encouraged.**
- 2. All small informal green spaces and verges will be protected, maintained, and enhanced.**
- 3. The provision, retention, and enhancement of green front gardens will be encouraged.**

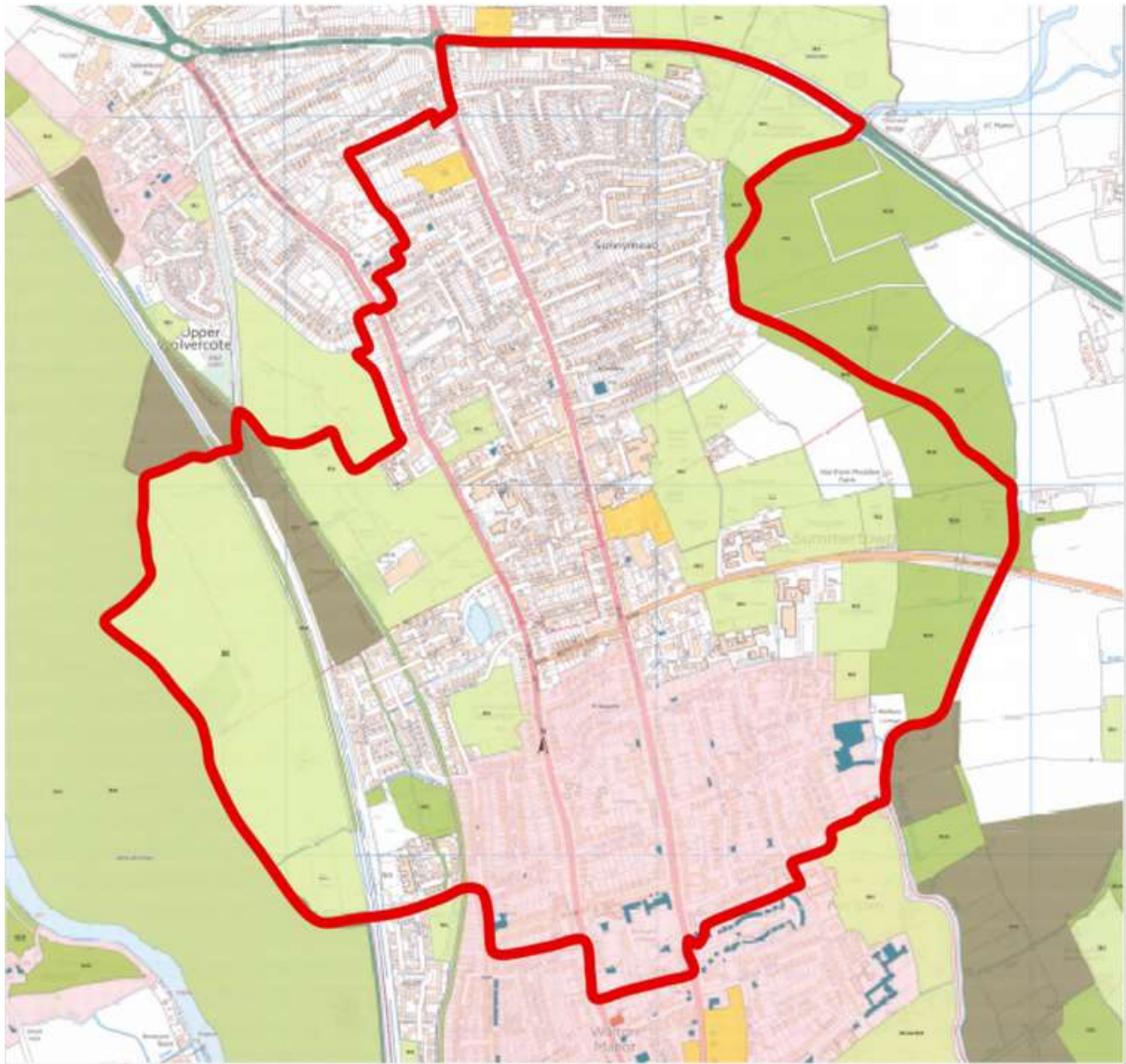
14. Delivering the Plan

The delivery of the Plan will be overseen by a successor to the current Neighbourhood Forum. While its shape and functions have yet to be determined, this body will be shaped during the final consultation stages. Its remit will be to occasionally revise or refresh the Plan, to monitor its impact on the planning process, and to identify new matters for the community to consider.

Those policies that are marked as Spatial Policies will, if approved at a referendum, become part of the Statutory Local Planning documents which determine planning applications in the SSM area. Planning officers and the Planning Committee will be required to take account of them when they decide on planning applications.

Those other policies that are identified as Community Policies do not form part of the planning process. They represent the wishes of the people of this area. It will be for the future Neighbourhood Forum and local councillors to support their implementation. The community will be required to identify and prioritise those policies that it feels are most important, and to identify the resources to carry them out.

Appendix 1 The Summertown St Margaret's Neighbourhood Plan Area

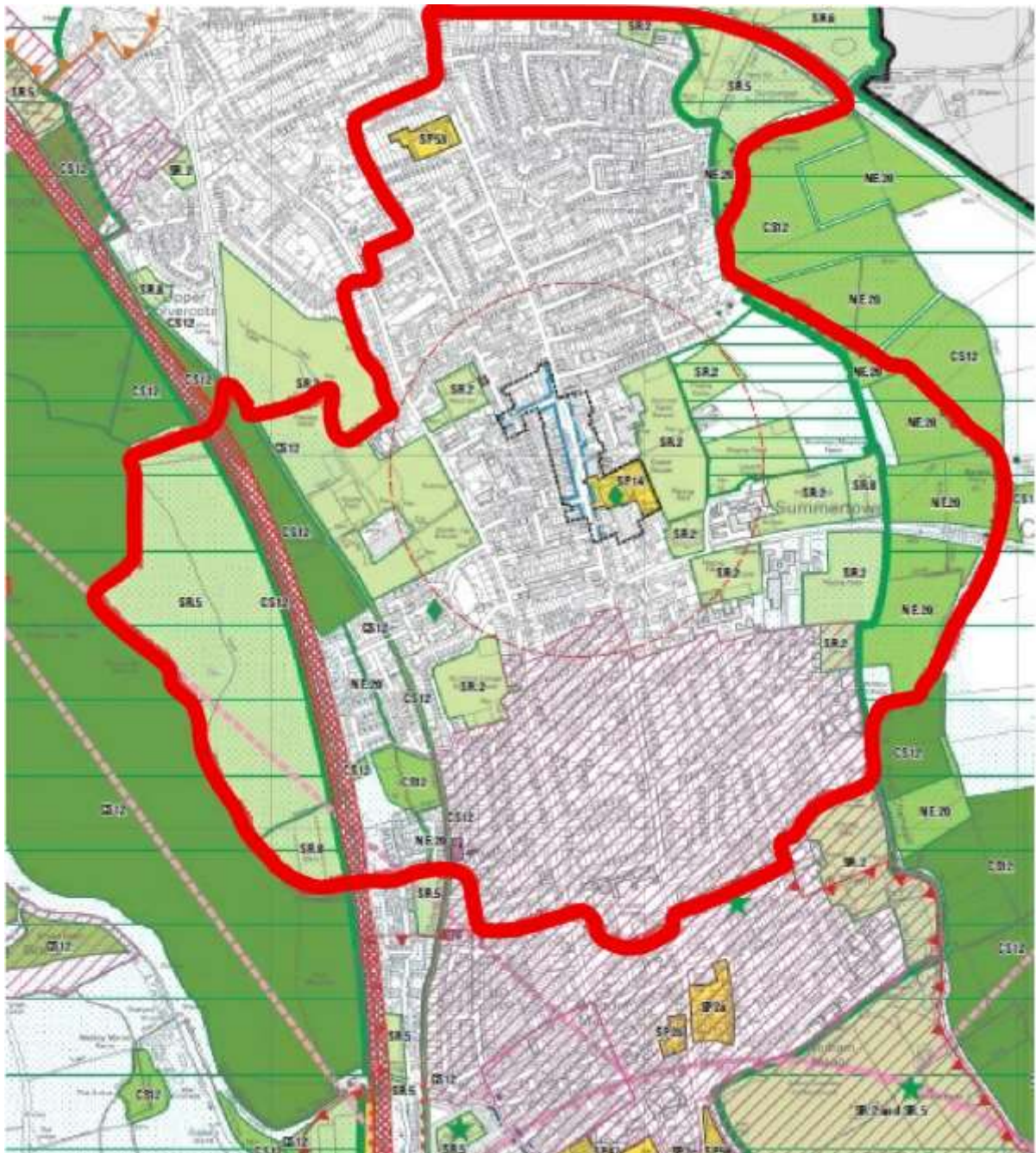


Summertown & St. Margaret's Neighbourhood Plan Area



Summertown District Centre

Appendix 3 Map of green spaces



Appendix 4: Local Character Assessments

The Purpose of Character Assessments

The Character Assessments (CAs) in the Neighbourhood Plan provide guidance for the consideration of planning applications and development in our neighbourhood. The CAs responds to the Core Strategy CS 18: 'Planning permission will only be granted for development that demonstrates high quality urban design through responding appropriately to the site and its surroundings, creating a strong sense of place, and contributing to an attractive public realm'.

The CAs provide a description of the site and surroundings in 14 CAs and set out a list of important assets to be protected and enhanced, and guidelines for development in those areas which planning officers should take into consideration in assessing planning applications. They link directly to policy HOS6 above.

Importance of the CAs

There is no doubt that the main asset of the Neighbourhood Forum (NF) area is its very particular character. In order that this character might be protected during the course of any further development or activity, the NF considered it vital to undertake assessments of the character of each district within the forum area.

The 14 Character Assessments have been prepared by residents of the NF area who have a keen interest in the district they have chosen to assess, with additional material contributed by a local historian and planning experts. The CAs here are a summary of detailed assessments which were created using the CA Toolkit recommended by Oxford City Council. The summary CAs will be consulted on as part of the Neighbourhood Plan consultation.

Each CA is summarised in a standard format, addressing:

- General Overview: a description of the district
- History, where significant
- Issues relevant to the district
- Assets, listing key aspects of character
- Guidance for new development: the main purpose of the Character Assessments.

General Overview of Summertown and St Margaret's

Summertown and St Margaret's Wards are mainly residential, mid-nineteenth- to mid-twentieth-century developments north of Oxford Centre. On the west and east they are

framed by Port Meadow and the Cherwell Valley, with the Ring Road as the northern limit. Their southern boundary is less than half a mile from the city centre.

The NF Area is intersected by two important arteries from the north into Oxford: the Banbury and Woodstock Roads. Both roads are lined with substantial buildings, well set back, leaving space for handsome trees and generous front gardens, which form part of the streetscape and create an impressive entrance to the city centre. These two arteries are well served by public transport. There are designated bus lanes and modest facilities for cycling. There is a major district centre: the Summertown shopping and restaurant area in the Banbury Road, together with some significant services in South Parade.

St Margaret's Ward, which forms the southern section of the NF Area, consists mainly of large period houses and a significant number of colleges and schools. It is almost entirely within the North Oxford Victorian Suburb Conservation Area.

North of Summertown Centre, to the west of Banbury Road, the housing pattern gradually reduces from dense towards generously spaced. To the east of Banbury Road the trend is from well-spaced housing to much denser housing in the Cutteslowe area. Cutteslowe is the only part of the NF Area that still has low-cost housing, and as such it merits special consideration.

In the south-west, near the Oxford Canal, there is an area of closely spaced period housing at Hayfield Road, as well as two recently built estates, Waterways and Aristotle Lane estate.

History

Summertown was a late arrival in the history of Oxford. The first known building in the area was a stone-built inn, reputedly frequented by highwaymen, roughly where Ewert Place now lies. It was called Diamond House or Diamond Hall. In 1790 its ill repute forced it to close, and it was converted into four one-room tenements.

In 1820 the first advertisement was placed in *Jackson's Oxford Journal* for 'freehold land, in about 45 lots, near the Diamond House ... commanding pleasant and extensive views, superior soil for the growth of vegetables or fruit trees ... and excellent foot and carriage roads leading to the same'. An essential difference between Summertown and North Oxford is that Summertown was built entirely on freehold land, and North Oxford (apart from Park Town) entirely on leasehold land.

The earliest map to show Summertown and name it (though spelling it 'Somer's Town') was published in May 1824. In a map of 1832 it is named 'Summers Town'. In 1832, Summertown was very much a separate village, its buildings outside the City boundary and therefore liable for lower County rates.

Summertown is shaped by two factors: the narrow gravel terrace between the Thames and the Cherwell, which provided the only land which could be built on (it is bounded on each side by low clay water meadows), and the two broad turnpike roads – still only 373 yards

apart at South Parade, which made it inevitable that later developments would be at right angles to those roads.

Speculative building in Summertown was a response to a huge increase in Oxford's population, which more than doubled from 1801 to 1851, to nearly 26,000.

The first houses were built along the Banbury Road and in the three lanes running east from it. John Badcock in 1832 described himself as living in a 'humble cott', later converted into the Dew Drop Inn. The Banbury Road, apart from being a turnpike road, became the village street of Summertown. It was much busier than the Woodstock Road, which, on the eastern side, was largely given over to slum dwellings, known as 'Rows' and later as 'Yards'.

By Easter 1831, enough funds had been raised from St John's and other colleges and from 'pious and benevolent individuals' to build a church, St John Baptist, on a piece of land in Middle Way. As a result, the south end of Middle Way and South Parade became the heart of the village. Within a short distance could be found the village schools, the Congregational chapel, the post office, the Rose & Crown pub, the first Co-op shop, and the houses of the vicar, the schoolmaster, and the village policeman.

St John Baptist had a short life: in 1909 the new parish church of St Michael and All Angels was built; the old church fell into disuse and was demolished in 1924. However, the stones and the roof were used for the church hall in Portland Road, and so the shape of the original church can still be seen.

The remainder of the plot bought by St John's for the church was given by the College in 1848 for a church school. The numbers of pupils increased dramatically, even before 1870, when attendance became compulsory. In the 1930s, in an attempt to clear the Oxford slums, families were moved to the new suburb of Cutteslowe, where no school was provided. As a result, in 1936 there were 323 children on the Summertown school register, and steps were taken to build a new Infant and Primary School in Cutteslowe. Older children continued to be educated at Summertown until the Cherwell Secondary Modern School was opened in 1964 for pupils aged 11 and upwards.

In 1934 the infamous Cutteslowe Walls were built by a developer to separate the Council estate from private housing to the west. They were not finally demolished until 1959.

The school building in Rogers Street was demolished in 1971 to make way for a block of flats. Bishop Kirk School was opened as a Church-aided school for all the North Oxford parishes in 1966, taking children from 7 to 11, but it was closed and the land was sold for redevelopment in 1990.

Originally the east side of the Banbury Road was farm land. A green lane, now Summerfield Road, led to a market garden and then to a building which became a house called Summerfield, where a small school for boys was established – later to become Summer Fields School. On the east side of the lane joining Summerfield Road to Mayfield Road stood St Giles' Workhouse. This was a stone house built in 1824 but declared redundant in 1835.

Grand villas began to be built along the Banbury Road from the early 1820s. The first was Southlawn, built in 1822 at 367 Banbury Road as an investment by Crews Dudley, an Oxford dignitary after whom Dudley Court was later named. It too started life as an 'amateur school'.

In 1823 Summerhill, a large Italianate villa, was built at 333 Banbury Road. The annual school treat and parish functions were held in its garden.

Further up the road, on the corner of Rogers Street, was 'a gothic structure of curious appearance' built in 1831 by an Oxford wine merchant. Considerably extended, this property still occupies the corner of the street.

John Badcock, in his 1832 history, speaks of 'three admirable houses' in Summertown: Kimber's in Middle Way, Dudley's Southlawn, and a vast house later known as Apsley Paddox, built in 1830 to the north of Squitchey Lane. Its second owner, Charles Robertson, built a chapel next to his estate, which later became the Catholic Church of St Gregory and St Augustine. The Apsley Paddox estate has now been redeveloped for housing.

In the Inclosure Map of 1829, Richards Lane is shown for the first time. Robert Richards was a higgler (a pedlar) who lived in one of the two tiny cottages on the lane. The cottage is still there, joined to Henley House, which is now the Dragon pre-prep school.

The last Regency villa to be built in Summertown, The Lodge, was completed by 1840, and still stands between Middle Way and the Woodstock Road. Between 1852 and 1891 it was the home of Owen Grimbly, who took over a grocery store in Cornmarket and made it into Oxford's best-known department store, Grimbly Hughes.

On the corner of what is now Hobson Road (then Albert Road) stood The Firs, the last of the great early Victorian houses of Summertown. It was built in 1830 for Joseph Bates, a nurseryman who specialised in conifers. This may explain the number of fine fir trees in North Oxford. The house was demolished in 1961, to be replaced by Martin Court.

In 1851 Summertown had 228 inhabited houses with a population of 1,278. About one-third of the population was aged under 12, and only 21 people were over 70.

The 1881 census shows an increase in the Summertown population over the previous 30 years of only 142, and an increase in the number of houses by 54, of which 15 were unoccupied. Most of the building consisted of small houses on South Parade, Middle Way, Rogers Street, and Grove Street.

Meanwhile, further south in North Oxford, St John's College was granting building leases – a process which speeded up after 1877, when dons were allowed to marry. In North Oxford, houses were built with piped water, but this was still resisted in Summertown because of fear that a new rate would be levied. Summertown residents mostly continued to use their own wells, which were now more contaminated than they had been in 1830, when development began.

In 1889 the City boundary was extended to take in all the old parish of St Giles, which included Summertown. The roads were now to be made up, gas and water mains laid, and drains running into ditches connected with main drains. Every householder had to pay 5 per cent of the total cost.

In 1880 Owen Grimbly, who was a generous supporter of Summertown causes, laid out the 22 acres of the Sunnymead estate; but the roads – Herne (sic) Road, Islip Road, and Water Eaton Road – were slow to develop.

The second big development was on land to the south of South Parade, which had been bought by the Oxford Industrial and Provident Building Society. This provided in all 179 houses in seven roads, with the City Council requiring the Banbury Road houses to be set back 25 feet from the road.

The third development was between Sunnymead and Summer Fields. The land had once been Hawkswell Farm, bought by Alderman Francis Twining, who combined it with Stone's Estate, owned by an Oxford charity. Six roads were built on the Hawkswell Estate: Portland, Lonsdale, King's Cross, Victoria, Hamilton, Lucerne, and the Banbury Road frontage: in all, 350 houses.

The Congregational church (now the United Reformed church) was built in 1893 on the Banbury Road. The architect, Kingerlee, used very similar patterns for the church and for Twining's grocery next door. In 1897, a Baptist chapel was built in Woodstock Road.

With the completion of the six new roads on the Hawkswell Estate, all the Summertown freehold land had been built on. What remained was infilling.

A major employer in the mid-twentieth century was Oliver & Gurden, a cake factory in Middle Way, now Summertown Pavilion, which exported worldwide and employed 200 people in 1975, but industrial businesses were becoming rare in Summertown. By the 1960s, enormous changes were already evident in what had once been a small village. Older houses were making way for office blocks: for example, Mayfield House and Prama House. A library was built in 1960, and the Ferry Sports Centre in 1971.

Summertown continues to be a prosperous residential area, home to several independent and state schools and a successful shopping and business centre.

Schools

Schools play an important role in the composition of the area. There are seven primary schools (three independent) and four secondary schools (three independent) which contribute to the character of the area. The independent schools cater for students from a much wider catchment area, and this contributes to traffic problems in the NF Area at peak times.

Large green spaces

The NF Area is extremely fortunate to be framed on the west by Port Meadow, on the east by the Cherwell Valley, and on the north by Sunnymead/Cuttesslowe Park. Public access to these large green spaces is precious and should be protected and where possible enhanced by any future plan.

Trees

A major feature of the NF Area is the presence of numerous mature trees, both in public spaces and in private gardens. Any future plan for the area should include specifications for the protection of these crucial assets.

Architecture

The high quality of much of the architecture in the neighbourhood is an important asset which we wish to protect and enhance. Now almost fully developed, the neighbourhood can pride itself on an architectural harmony between the various building phases that make up the whole. These different phases of construction were created by developers, architects, and builders with a clear vision in their own time – whether this was during the late 19th century or the mid 20th century. The current challenge is to require the limited new infill developments to show respect for the past, but also to create an impressive 21st-century legacy.

There is significant community concern about the current tendency to demolish existing buildings and erect infills which are often formulaic, poor pastiche, lead to overdevelopment of the site, and do not respect the surrounding character. The Plan will strongly encourage high-quality, low-carbon architecture.

Assets

Landscape

- . Green spaces with public access: where possible, access should be increased.
- . Overall leafy character: special care should be taken to protect all aspects of front gardens.
- . Large mature trees in most of the area.
- . Trap Grounds Local Wildlife Site: this could be an inspiration for the Cherwell Valley development.
- . Allotments at Marston Ferry Road and the Trap Grounds.
- . Sunnymead and Alexandra Parks.
- . The Oxford Canal.

Transport

- . Satisfactory public transport (by bus), with potential for innovative improvements.
- . Convenient access to the city centre and Ring Road, with scope for much-improved cycling facilities.
- . Quiet residential streets, where the effort to avoid rat-runs should be continued.
- . Cycle track from Kings Cross Road to Marston Ferry: a good example of safe cycling provision which should be widely copied.

Notable buildings in Summertown

- . The North Oxford Association (NOA) Community Centre: a successful centre with the potential for further enhancement
- . Well-detailed period housing typical of various eras: the inevitable infill developments need careful consideration.
- Somerville House
- Diamond Cottages
- St Michael and All Angels' Church with surrounding churchyard
- . Summertown Church Hall, including the War Memorial
- . Summertown House
- . Summertown Villa
- . United Reformed Church
- . Twining's House
- . Dew Drop Inn
- . South Parade (for example, Nos 5 and 6)
- . Northern House School
- . St Edward's School
- . Old stone wall (South Parade, alongside St Edward's School and Prama House)
- . Old Bakehouse
- . Victorian terrace (Summertown Centre, west side)

Buildings in St Margaret's

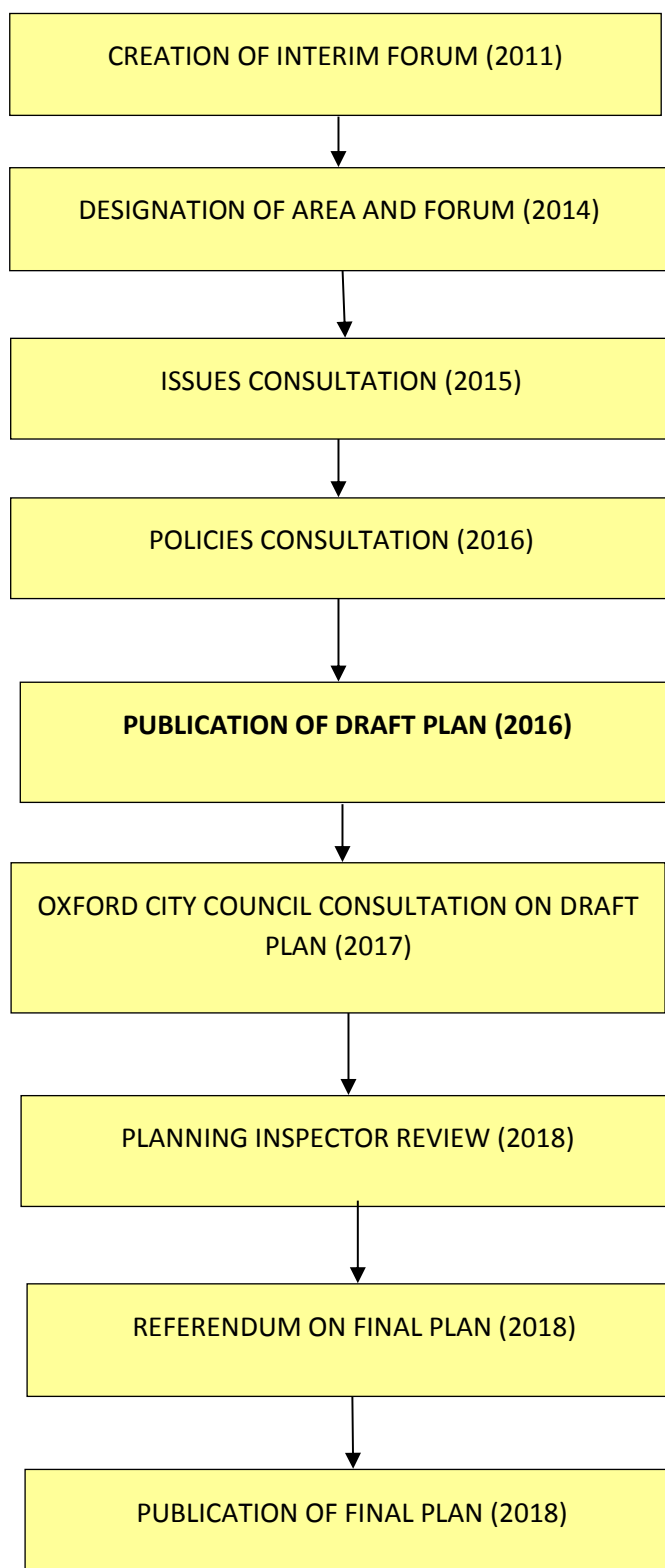
- . Several listed buildings, incl. St Margaret's War Memorial and Aristotle Lane canal bridge
- St Margaret's Church
- St Margaret's Institute
- St Andrew's Church
- Wolfson College
- St Hugh's College
- The Anchor Public House
- Houses within the North Oxford Victorian Suburb Conservation Area

Important facilities

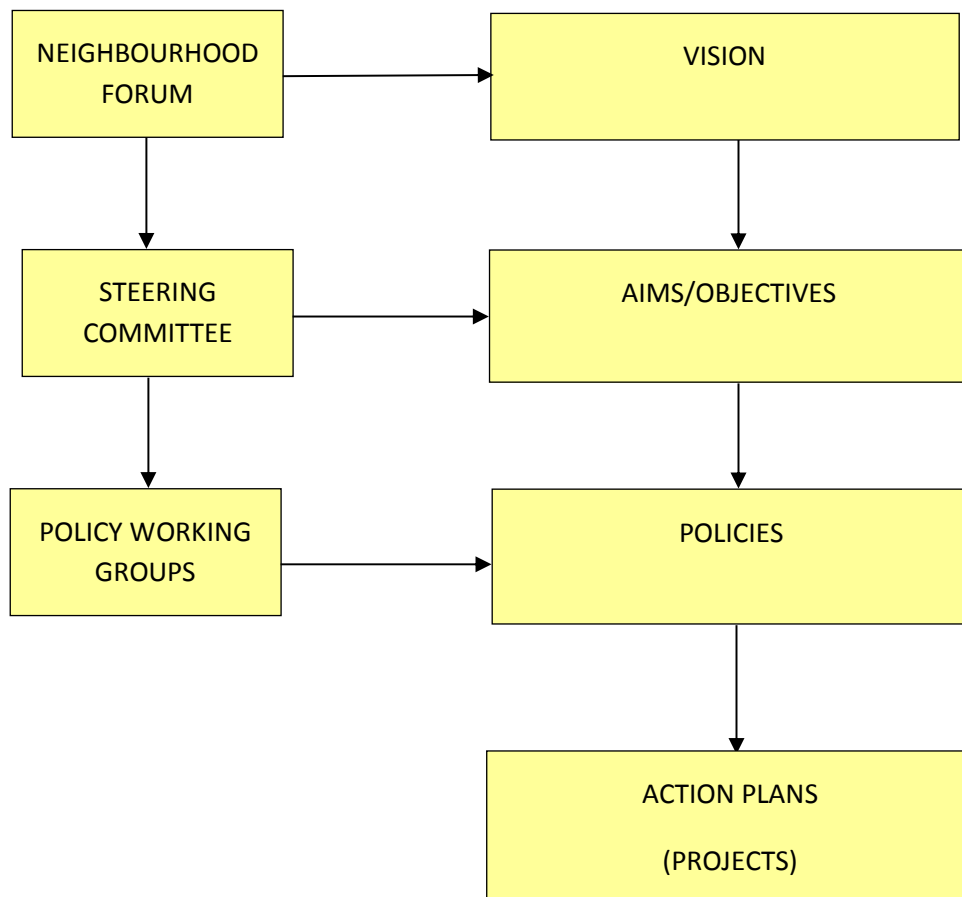
- NOA Community Centre
- Summertown Library
- Cutteslowe Community Centre
- Ferry Leisure Centre
- St Margaret's Institute Community Centre
- St Michael's Church hall
- Baptist Church, Woodstock Road
- St Andrew's Church community room
- Alexandra Park
- Aristotle Lane Recreation Ground
- The Canal and towpath
- The Trap Grounds Town Green and Local Wildlife Site
- North Wall Theatre/Gallery

The detailed character assessments are contained in our appended file entitled Detailed Character Assessments

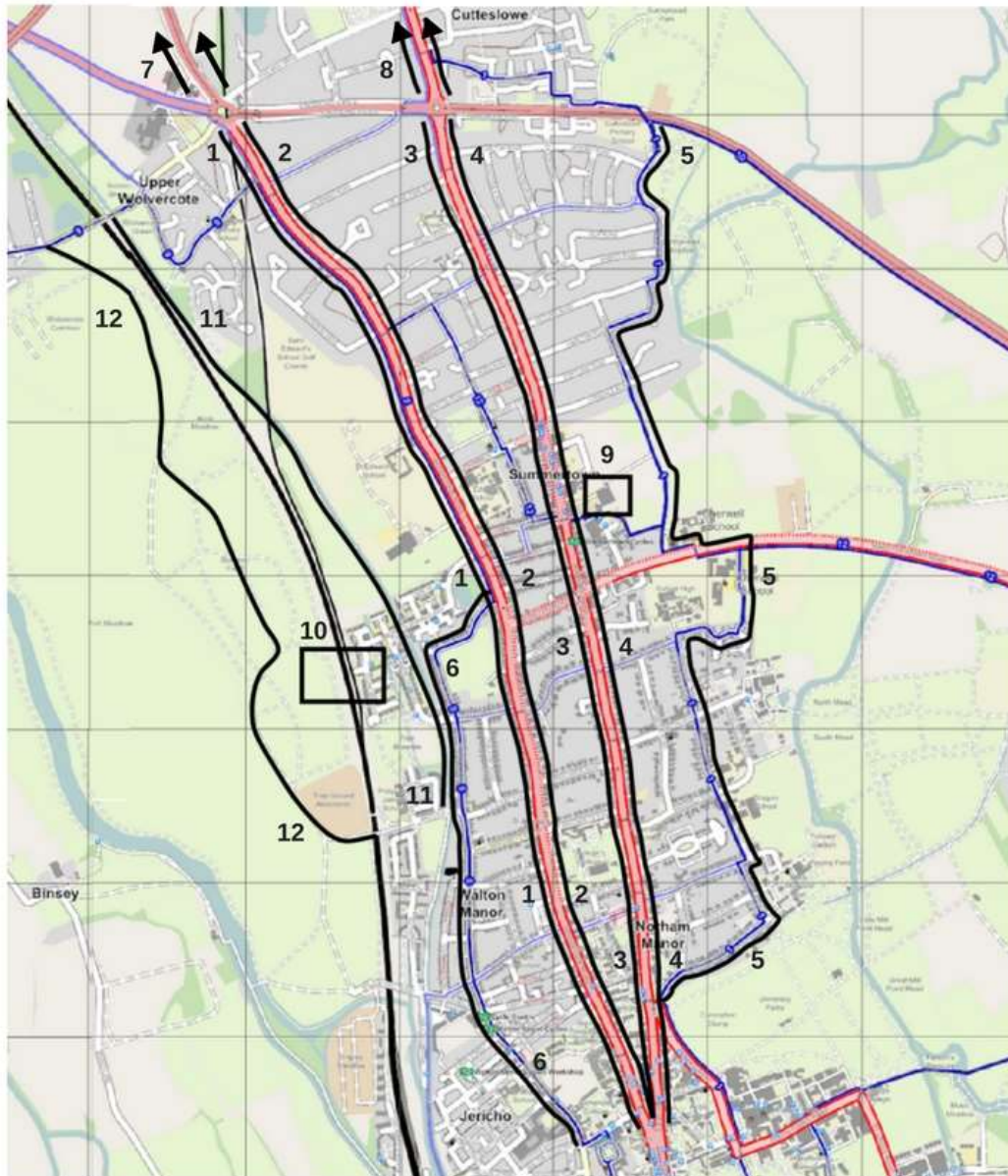
Appendix 5 – Summertown and St. Margaret's Neighbourhood Plan Process



Appendix 6 – Summertown and St. Margaret’s Neighbourhood Forum and Plan Structure



Appendix 7 - Walking and cycling map



Legend for Cycling and walking map

- 1&2** Complete Woodstock Road cycle route N/S which is protected from traffic and pedestrians and is continuous
- 3&4** Complete Banbury Road cycle route N/S which is protected from traffic and pedestrians and is continuous
- 5** Maintain Sustrans Route 51 N/S
- 6** Improve signing on Sustrans Route 5 and separate from traffic
- 7** Connect Woodstock Road cycle tracks with Northern gateway routes
- 8** Connect Banbury Road cycle routes with Oxford Parkway station and upgrade cycle way on both sides of road
- 9** Diamond Place. Develop cycle and footway connections in all directions and develop footpath to Old Marston
- 10** Develop footbridge from Stone Meadow to Burgess Field
- 11** Resurface canal towpath north of Aristotle Lane bridge
- 12** Reclaim bridleway (No 12) across Port Meadow

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Screening Statement on the determination of the need for a Strategic Environmental Assessment (SEA) in accordance with the Environmental Assessment of Plans and Programmes Regulations 2004 and European Directive 2001/42/EC for the Summertown and St Margaret's Neighbourhood Plan

October 2017

Introduction

1. This screening report is used to determine whether or not the contents of the Summertown and St Margaret's Neighbourhood Plan require a Strategic Environmental Assessment (SEA) in accordance with the European Directive 2001/42/EC (hereafter 'the Directive') and associated Environmental Assessment of Plans and Programmes Regulations 2004 (hereafter 'the Regulations'). These require an SEA to be undertaken on any land use plan or programme 'which sets the framework for future development or for future development consent of projects'.
2. However, there are exceptions to this requirement for plans 'which determine the use of a small area at a local level', or which only propose 'minor modifications to a plan', if it is determined that the plan is unlikely to have significant environmental effects'.
3. The National Planning Policy Framework, paragraph 167, advises that assessments should be proportionate, and should not repeat policy assessments that have already taken place.
4. To assess whether an SEA is required a screening process must be undertaken based on a standard set of criteria. This must be subject to consultation with the Environment Agency, Historic England and Natural England. The results of the process must be documented in a Screening Statement, available to the public.
5. This report also contains a Habitat Regulations Assessment Screening as required under the Habitats Directive.

Summertown and St Margaret's Neighbourhood Plan

6. The Summertown and St Margaret's Neighbourhood Plan contains policies to guide the development of the Summertown and St Margaret's Area¹. The policies cover five different areas:
 - Health and Community (spatial planning and community policies)
 - Business and Retail (spatial planning and community policies)
 - Transport (spatial planning and community policies)
 - Housing (spatial planning and community policies)
 - Environment (spatial planning and community policies)

¹ The Summertown and St Margaret's Area Map is shown at Appendix 1

7. It is worth noting that it is only the spatial planning policies that are the subject of this assessment.
8. The plan also proposes a series of development guidelines through character assessments. The plan does not allocate any sites for development.

The Screening Process

9. The key to the screening decision is the determination of whether the Plan is likely to have any significant environmental effects on the environment, using the criteria set out in Annex II of the Directive and Schedule 1 of the Regulations. These criteria are set out in the table at Appendix 3.
10. An extract from 'A Practical Guide to the Strategic Environmental Assessment' (set out at Appendix 2) provides a flow diagram to demonstrate the SEA screening process. This flow diagram sets out the process to be undertaken in order to ascertain whether or not an SEA is required for the Summertown and St Margaret's Neighbourhood Plan.
11. Part of the screening process is a requirement to consider whether the Plan requires a Habitat Regulations Assessment (HRA). An HRA Screening has been undertaken, and can be found at Appendix 4. An assessment of likely significance of effects on the environment has also been undertaken, which can be found at Appendix 5. These two assessments feed into Table 1 and the SEA Screening Assessment.

Statutory Consultees

12. The initial Screening Opinion was sent to the Environment Agency, Historic England and Natural England for comment on 8th August 2017.
13. The Environment Agency did not provide any comments.
14. Historic England stated:

"As the Plan does not allocate any sites for development or contain any other policies that would be likely to lead to any significant effects on the historic environment, it does not require a Strategic Environmental Assessment (SEA) under the Environmental Assessment of Plans and Programmes Regulations 2004."

15. Natural England stated:

"There are designated sites within the impacts zones of the Neighbourhood Plan area including Oxford Meadows Special Area of Conservation (SAC) and Hook Meadow and the Trap Grounds Site of Special Scientific Interest (SSSI), however the Plan does not allocate any additional sites for development. As a result we agree with the assessment that the Neighbourhood Plan does not require an SEA."

Conclusion

16. Oxford City Council considers that the Summertown and St Margaret's Neighbourhood Plan will not have any significant impacts on the environment and as such does not require a Strategic Environmental Assessment (SEA) as required by the Environmental Assessment of Plans and Programmes Regulations 2004.

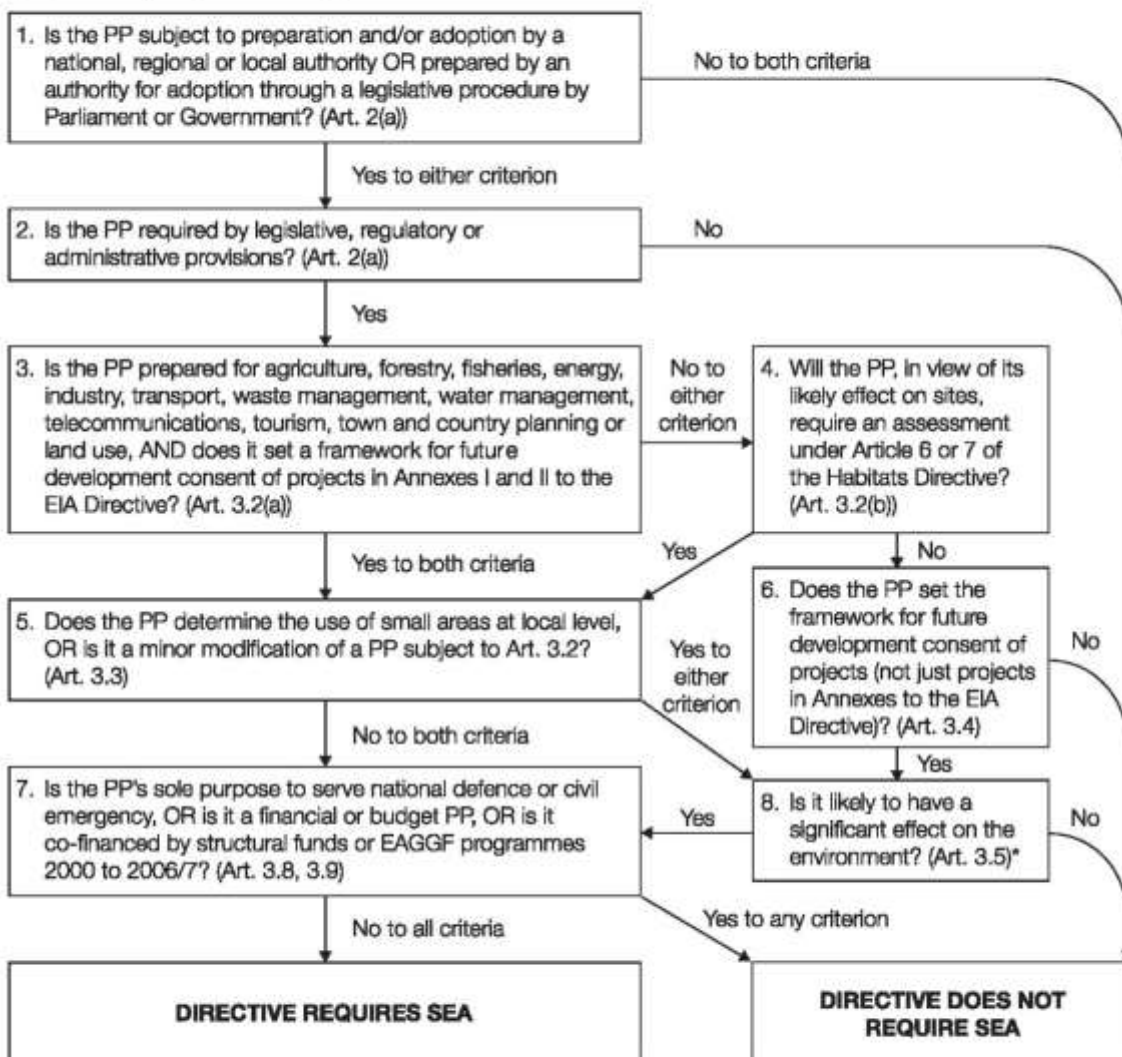
Appendix 1: Summertown and St Margaret's Neighbourhood Plan Area



Appendix 2 – Extract from ‘A Practical Guide to the Strategic Environmental Assessment Directive’, DCLG, 2005.

Figure 2 – Application of the SEA Directive to plans and programmes

This diagram is intended as a guide to the criteria for application of the Directive to plans and programmes (PPs). It has no legal status.



*The Directive requires Member States to determine whether plans or programmes in this category are likely to have significant environmental effects. These determinations may be made on a case by case basis and/or by specifying types of plan or programme.

Appendix 3: Application of the SEA Directive as shown in Appendix 2.

Stage	Yes/ No	Explanation
1. Is the Neighbourhood Plan subject to preparation and/ or adoption by a national, regional or local authority OR prepared by an authority for adoption through a legislative procedure by Parliament or Government? (Art. 2(a))	Yes	The preparation and adoption of the Neighbourhood Plan is allowed under the Town and Country Planning Act 1990 as amended by the Localism Act 2011. The Neighbourhood Plan will be prepared by the Summertown and St Margaret's Neighbourhood Forum (as the 'relevant body') and be "made" by Oxford City Council as the Local Authority. The preparation of Neighbourhood Plans is subject to the following regulations: <ul style="list-style-type: none"> • The Neighbourhood Planning (General) Regulations 2012 • The Neighbourhood Planning (Referendums) Regulations 2012 • The Neighbourhood Planning (General) (Amendment) Regulations 2015 • The Neighbourhood Planning (General) and Development Management Procedure (Amendment) Regulations 2016 • The Neighbourhood Planning (Referendums) (Amendment) Regulations 2016
2. Is the Neighbourhood Plan required by legislative, regulatory or administrative provisions? (Art. 2(a))	No	Whilst Neighbourhood Planning is not a requirement, it is optional under the provisions of the Town and Country Planning Act 1990 as amended by the Localism Act 2011. It will, if "made", form part of the Development Plan for the City. It is therefore important that the screening process considers whether the Neighbourhood Plan is likely to have significant environmental effects and hence whether SEA is required under the Directive.
3. Is the Neighbourhood Plan prepared for agriculture, forestry, fisheries, energy, industry, transport, waste management, water management, telecoms, tourism, town and country planning or land use, AND does it set a framework for future development consent of projects in Annexes I and II (see Appendix 5) of the EIA Directive? (Art 3.2(a))	Yes	The Neighbourhood Plan is prepared for town and country planning and land use. The Summertown and St Margaret's Neighbourhood Plan does not set a framework for future development consent of projects in Annexes I and II of the EIA Directive.
4. Will the Neighbourhood Plan,	No	See Habitat Regulations Assessment (HRA) Screening Opinion for the Summertown and St

in view of its likely effect on sites, require an assessment for future development under Article 6 or 7 of the Habitats Directive? (Art 3.2(b))		Margaret's Neighbourhood Plan at Appendix 4. If No, go to Step 6 of the Flow Chart
5. Does the Neighbourhood Plan determine the use of small areas at local level, OR is it a minor modification of a PP subject to Art 3.2? (Art 3.3)	N/A	N/A
6. Does the Neighbourhood Plan set the future development consent of projects (not just projects in Annexes to the EIA Directive? (Art 3.4)	Yes	The Summertown and St Margaret's Neighbourhood Plan will be used to determine future planning applications. If Yes, go to Step 8 of the Flow Chart
7. Is the Neighbourhood Plan's sole purpose to serve the national defence or civil emergency, OR is it a financial or budget PP, OR is it co-financed by structural funds by EAGGF programmes 2000 to 2006/7? (Art 3.8, 3.9)	N/A	N/A
8. Is it likely to have significant effects on the environment?	No	See Assessment of Significant Effects on the Environment Likely (Appendix 5)

Appendix 4 – Habitat Regulations Assessment (HRA) Screening Opinion for the Summertown and St Margaret’s Neighbourhood Plan

Introduction

1. Oxford City Council has undertaken this Habitat Regulations Assessment (HRA) “in-house”. This report discusses Stage 1 – Screening.
2. This Screening Assessment relates to a Neighbourhood Development Plan (Summertown and St Margaret’s Neighbourhood Plan) that will be in general conformity with the higher level strategic plan (Oxford’s Local Plan). This Screening Assessment uses the Oxford Core Strategy HRA as its basis for assessment. From this, the Local Authority will determine whether the Summertown and St Margaret’s Neighbourhood Plan is likely to result in significant impacts on ‘European’ sites and therefore whether an ‘Appropriate Assessment’ is required.

Requirements of the Habitats Directive

3. Appropriate Assessment of plans that could affect Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and Ramsar sites (jointly called ‘European sites’) is required by Article 6(3) of the European Habitats Directive², which states:

“Any plan or project not directly connected with or necessary to the management of the [European] site but likely to have significant effect thereon, either individually or in combination with other plans or projects, shall be subject to appropriate assessment of its implications for the site in view of the site’s conservation objectives. In light of the conclusions of the assessment of the implications for the site and subject to the provisions in paragraph 4, the competent national authorities shall agree to the plan or project only after having ascertained that it will not adversely affect the integrity of the site concerned and, if appropriate having obtained the opinion of the general public.”

4. Article 6(4) of the Habitats Directive discusses alternative solutions, the test of “imperative reasons of over-riding public interest” (IROPI) and compensatory measures.

“If, in spite of a negative assessment of the implications for the site and in the absence of alternative solutions, a plan or project must nevertheless be carried out for imperative reasons of over-riding public interest, including those of social and economic nature, the Member State shall take compensatory measures necessary to ensure that the overall coherence of Natura 2000 is protected. It shall inform the Commission of the compensatory measures adopted.”

² Directive 92/43/EEC on the Conservation of Natural Habitats and Wild Flora and Fauna

5. The Habitats Directive applies the precautionary principle to European sites. Plans and projects can only be permitted if it can be shown that they will have no significant adverse effect on the integrity of any European site, or if there are no alternatives to them and there are imperative reasons of over-riding public interest as to why they should go ahead. In such cases, compensation will be necessary to ensure the overall integrity of the site network.
6. The Habitat Directive was implemented into UK legislation through the Conservation of Habitats and Species Regulations 2010 (as amended³). This piece of legislation is generally known as the Habitats Regulations.

Methodology used for this assessment

7. Habitat Regulations Assessment can involve up to a four stage process.
 1. **Screening:** Determining whether a plan 'alone, or in combination' is likely to have a significant effect on a European site
 2. **Appropriate Assessment:** Determining whether, in view of the site's conservation objectives, the plan 'alone or in combination' would have an adverse effect (or risk of this) on the integrity of the site. If not, the plan can proceed
 3. **Assessment of Alternative Solutions:** Where a plan is assessed as having an adverse effect (or risk of this) on the integrity of a site, there should be an examination of alternatives.
 4. **Assessment where no alternative solutions remain and where adverse impacts remain**
8. This report covers stage one of the HRA process. This was carried out in August 2017. Broadly, the HRA process involved:
 - Identification of European sites that could possibly be affected by the Summertown and St Margaret's Neighbourhood Plan, qualifying features of those sites and, where available, key environmental conditions to support the sites' integrity. This process relied on information used in the Core Strategy HRA, which was updated through the Sites and Housing Plan HRA and most recently through the HRA for the Northern Gateway Area Action Plan;
 - Identification of possible impacts arising from the Summertown and St Margaret's Neighbourhood Plan;
 - Identification of impacts and policies that could be screened out, and those that were likely to require more detailed appropriate assessment;
 - Consultation with Natural England to confirm that the proposed approach for the Habitat Regulations Assessment was acceptable, and what additional information (if any) was required to complete the analysis.
9. This report discusses Stage 1 (screening) only.

³ The Conservation of Habitats and Species Regulations 2010 as amended by The Conservation of Habitats and Species (Amendment) Regulations 2012.

Screening

European Sites

10. Table 1 lists all European sites that area within 20km of the boundary of Oxford City Council.

Name of site	Distance from boundary	Reason for designation ⁴
Oxford Meadows SAC	Within the City Boundary, extending into administrative area for Cherwell District Council and into the administrative boundary of West Oxfordshire District Council.	<p>Annex I habitats that area primary reason for selection of this site</p> <p>Oxford Meadows represents lowland meadows in the Thames Valley centre of distribution. The site includes vegetation communities that are perhaps unique in the world reflecting the influence of long-term grazing and hay-cutting on lowland meadows. The site has benefited from the survival of traditional management, which has been undertaken for several centuries, and so exhibits good conservation of structure and function.</p> <p>Annex II species that are a primary reason for selection of this site</p> <p>Oxford Meadows is selected because Port Meadow is the larger of only two known sites in the UK for creeping marshwort <i>Apium repens</i>.</p>
Cothill Fen SAC	Located 7km from the City boundary	<p>Annex I habitats that area primary reason for selection of this site</p> <p>This lowland valley mire contains one of the largest surviving examples of alkaline fen vegetation in central England, a region where fen vegetation is rare. The M13 Schoenus nigricans – Juncus subnodulosus vegetation found here occurs under a wide range of hydrological conditions, with frequent bottle sedge <i>Carex rostrata</i>, grass-of-Parnassus <i>Parnassia palustris</i>, common butterwort <i>Pinguicula vulgaris</i> and marsh helleborine <i>Epipactis palustris</i>. The alkaline fen vegetation forms transitions to other vegetation types that are similar to M24 <i>Molinia caerulea</i> – <i>Cirsium dissectum</i> fen-meadow and S25 <i>Phragmites australis</i> – <i>Eupatorium cannabinum</i> tall-herb fen and wet alder <i>Alnus</i> spp. Wood</p>
Little Wittenham SAC	Located 19km from the City Boundary	<p>Annex II species that are a primary reason for selection of this site</p> <p>One of the best-studied great crested newt sites in the UK, Little Wittenham comprises two main ponds set in a predominantly woodland context (broad-leaved and conifer woodland is present). There are also areas of grassland, with sheep grazing and arable bordering the woodland to the south and west. The River Thames is just to the north of the site, and a hill fort to the south. Large numbers of great crested newts <i>Triturus cristatus</i> have been recorded in the two main ponds, and research has revealed that they range several hundred metres into the woodland blocks.</p>

⁴ Source: www.jncc.gov.uk

Oxford Core Strategy

11. An HRA was carried out for the Oxford Core Strategy. The Oxford Core Strategy sets out the strategic locations for housing and employment developments within Oxford, identifies a hierarchy of centres and sets a number of more general policies on climate change, housing, transport and employment. The Oxford Core Strategy also sets out the amount of housing required up to 2026.
12. The HRA for the Core Strategy examined whether the policies within the Core Strategy would adversely affect the integrity of any European Sites within 20km of the City. Of the three sites that were within 20km of the Oxford, two were screened out, and an Appropriate Assessment was undertaken on the Oxford Meadows SAC.
13. The HRA concluded that none of the policies in the Oxford 2026 Core Strategy were likely to have adverse effects on the integrity of the Oxford Meadows SAC with regard to the following environmental requirements of the site:
 - Maintenance of traditional hay cut and light aftermath grazing
 - Absence of direct fertilisation
 - Minimal air pollution
 - Absence of nutrient enrichment of waters; good water quality
 - Balanced hydrological regime
 - Recreational pressures

Content of the Summertown and St Margaret's Neighbourhood Plan

14. Summertown and St Margaret's Neighbourhood Plan provides a series of policies to:
 - Conserve and enhance public open spaces and biodiversity within Summertown and St Margaret's Neighbourhood Area;
 - Create innovatively designed developments that respond positively to the character of the area and positively contributes to the issue of climate change
 - Protect important assets
 - Deliver key-worker and affordable housing
 - Reduce transport impacts in the area

Other Plans and Projects

15. In compliance with Article 6(3) of the Habitats Directive, the City Council must consider the implications of the Summertown and St Margaret's Neighbourhood Plan for relevant sites 'in combination' with other plans or projects that might have significant impacts for these sites. The HRA for the Core Strategy, and more recently the HRA for the Northern Gateway, considered many of these documents, but since those assessments were made, some projects have progressed. The following list updates those projects set out in the HRA for the Core Strategy and those in the HRA for the Northern Gateway.

Table 2: Other plans and programmes with potential 'in-combination' impacts

Policy, Plan, Strategy/ Initiative	Proposals	Potential 'in-combination' impacts?
Oxfordshire Minerals and Waste Core Strategy	Variety of sites proposed for minerals and waste throughout the County	The HRA concluded that a conclusion of no likely significant effects on the Oxford Meadows SAC could not be reached in respect of land in the Eynsham/ Cassington/ Yerton area with respect to hydrological impacts (groundwater flow to the SAC)
Oxford's Local Plan (includes Core Strategy/ Barton AAP/ / Northern Gateway AAP/ West End AAP/ Sites and Housing Plan	8,000 new homes and between 11-13,000 new jobs by 2026	HRA ruled out impact on Oxford Meadows SAC subject to further work, which was carried out as part of the Northern Gateway AAP process.
Cherwell Local Plan Part 1	Local Plan formally adopted in July 2015. 22,840 additional homes and 120 ha of additional employment floorspace.	Revised HRA predicts that Cherwell Local Plan is unlikely to have an impact on the Oxford Meadows SAC.
South Oxfordshire Core Strategy (Adopted 2012)	5,000 new jobs and 11,487 homes by 2027. In process of reviewing Core Strategy to provide for additional homes over and above those allocated.	Current evidence shows unlikely to have an impact on Oxford Meadows SAC. HRA will need to be updated as the Core Strategy review comes forward.
Vale of White Horse Local Plan 2031 Part 1 (Adopted 2016)	Part 1 of the Local Plan formally adopted in December 2016. The Plan sets out the Spatial Strategy for the location of development across the district and allocates strategic development sites	HRA predicts that the Local Plan is unlikely to have an adverse impact on the Oxford Meadows SAC.
West Oxfordshire Local Plan	Plan submitted for examination. 10,500 homes to be delivered by 2031	Current evidence shows that the Local Plan is unlikely to have an adverse impact on the Oxford Meadows SAC in terms of recreational pressure and air quality
Chiltern Railways	Rail project	Scheme results in the permanent loss of 13m2 from the margins of Oxford Meadows

Evergreen 3 Rail project		<p>SAC. This loss is not predicted to affect the integrity of the SAC.</p> <p>Air emissions may affect habitats including those within the Oxford Meadows. An approach involving the monitoring of vegetation has been agreed with Natural England, to identify any habitat changes, and to ensure that timely measures can be taken, if necessary to prevent adverse effects on the integrity of the Oxford Meadows SAC. ⁵</p>
Oxford Flood Risk Management Strategy	Flooding improvements across Oxford and surrounds.	<p>Report suggests that there may be impacts on Oxford Meadows SAC from flood risk management and water resource plans. There are some uncertainties regarding operation of a flood storage area and potential impacts on Oxford Meadows SAC. To address these uncertainties, the Environment Agency is recommending further research. If this work shows that there would be significant impacts to designated nature conservation sites which could not be mitigated or compensated for, then the flood storage area will not be implemented. However there are no likely significant impacts on the SAC from current water abstraction activities. ⁶</p>

Summertown and St Margaret's Neighbourhood Plan

16. The planning policies in the Summertown and St Margaret's Neighbourhood Plan have been assessed in Table 3. The table shows that there are no policies within the Neighbourhood Plan which are likely to have an adverse impact on the Oxford Meadows SAC.

17. Categorisation of the effects of elements of the Summertown and St Margaret's Neighbourhood Plan

- A – Policies or proposals cannot have any negative impact
- B – Effects will be addressed in assessments “down the line”, including project assessment under Regulation 48
- C – Could have an effect, but would not be likely to have a significant (negative) effect (alone or in combination with other plans or projects)
- D – Likely to have a significant effect alone and would require an Appropriate Assessment
- E – Likely to have a significant effect in combination with other plans or projects and which require Appropriate Assessment of those combinations

⁵ Chiltern Railways (Bicester to Oxford Improvements) Order Environmental Statement NTS January 2010

⁶ Page 39 of report and confirmed in Supporting Guidance: Habitat Directive: (Appendix 21) Proforma for Stage 3 of Assessment of Adverse Effect on Site Integrity – Review of Consents (EA, 11/07/05)

F – Likely to have a significant effect, alone or in combination with other plans or projects, but which would not adversely affect the integrity of a European site

G – Likely to have a significant effect, alone or in combination with other plans or projects, and for which it cannot be ascertained that they would not adversely affect the integrity of a European site

Table 3 showing the likely key environmental considerations that are likely to give rise to significant effects as a result of the policies in the Summertown and St Margaret's Neighbourhood Plan

Policy	Categorisation of the effects of elements of the Summertown and St Margaret's NP	If policy has no effect, then reasons why	Key environmental considerations likely to give rise to significant effects
HCS1 Community Facilities	A	Policy seeking to protect community facilities within the Summertown and St Margaret's Neighbourhood Plan area.	
HCS2 Allotments	A	Policy seeking to protect and enhance allotments in the Summertown and St Margaret's Neighbourhood Plan area.	
Protecting and Enhancing Sports, Leisure, and Community Facilities	A	Policy seeking to sports, leisure, and community facilities as part of development proposals within the Summertown and St Margaret's Neighbourhood Plan area.	
RBS1 Parking	A	Policy seeking the protection of short-stay visitor vehicle parking for shops and other businesses in the district centre	
TRS1 Sustainable Transport Design	A	Policy seeking to ensure that any new development within the Plan area prioritises the needs of pedestrians, cyclists, children, residents, and disabled people are put before those of the car and other vehicles	
TRS2 Sustainable Transport	A	Policy seeking to ensure that developments within Summertown and St Margaret's are linked for use by sustainable transport modes namely, walking and cycling. Proposals likely to generate significant levels of traffic will be expected to submit a transport statement and an air-quality assessment.	
HOS1 Local Dwelling Size	A	Policy giving priority to smaller units of 1, 2, and 3 bedrooms in conversions and new builds the Summertown and St Margaret's Neighbourhood	

Policy	Categorisation of the effects of elements of the Summertown and St Margaret's NP	If policy has no effect, then reasons why	Key environmental considerations likely to give rise to significant effects
		Plan area.	
HOS2 Key-Worker and Affordable Housing	A	Policy seeking to secure 50% provision of affordable homes from large housing schemes, including key worker housing as part of the affordable housing element.	
HOS4 Specialist Housing	A	Policy offering support to specialist housing and including criteria on when this type of housing is acceptable	
HOS5 Protecting Family Dwellings	A	Policy seeking to preclude conversions of existing C3 dwellings into student accommodation	
HOS6 Character Assessments	A	Policy seeking new development to protect and enhance the distinctive local character where it is described in the Character Assessments.	
HOS7 Density, Building-design Standards, and Energy Efficiency	A	Policy seeking to ensure that new development meets specific design criteria	
HOS8 Back-land Development	A	Policy seeking to ensure that any intensification of existing residential areas responds positively to the surrounding environment. This policy also includes criteria for development in rear gardens.	
ENS1 Green Spaces	A	Policy seeking to ensure that development proposals maintain, and have regard to, and are appropriate in terms of the impact on the conservation of the natural environment, green spaces, and areas of significant amenity value.	
ENS2 Biodiversity	A	Policy seeking protection and enhancement of land which has significant wildlife or ecology value.	
ENS3 Renewable	A	Policy seeking to encourage renewable energy	

Policy	Categorisation of the effects of elements of the Summertown and St Margaret's NP	If policy has no effect, then reasons why	Key environmental considerations likely to give rise to significant effects
Energy		generation subject to meeting criteria on siting and scale, impact on the amenities of local residents and the natural environment	
ENS4 Rain-Water Infiltration	A	Policy seeking to ensure that new developments do not reduce rainwater infiltration.	
ENS5 Pollution	A	Policy seeking to ensure that new development has no significant direct or cumulative adverse impacts from pollution on the environment, public health, communities, quality of life, or amenities	
ENS6 Sustainable Construction	A	Policy seeking new development to demonstrate how they will incorporate sustainable methods of construction	

Environmental Requirements for European Sites

Oxford Meadows SAC

18. The citation for the Oxford Meadows SAC states that:

Oxford Meadows includes vegetation communities that are perhaps unique in reflecting the influence of long-term grazing and hay-cutting on lowland hay meadows. The site has benefited from the survival of traditional management, which has been undertaken for several centuries, and so exhibits good conservation structure and function. Port Meadow is the largest of only two known sites in the UK for creeping marshwort *Apium repens*.

Qualifying habitats: The site is designated under article 4(4) of the Directive (92/43/EEC) as it hosts the following habitats listed in Annex I:

- Lowland hay meadows (*Alopecurus pratensis*, *Sanguisorba officinalis*)

Qualifying species: The site is designated under article 4(4) of the Directive (92/43/EEC) as it hosts the following species listed in Annex II:

- Creeping marshwort *Apium Repens*

19. Natural England's report on the condition of Oxford Meadows notes that the most recent surveys took place in 2010 and 2011. These report that the Oxford Meadows SAC is in a favourable condition.

20. The following key environmental requirements to support the integrity of the Oxford Meadows SAC were agreed at a screening workshop for the South East Plan and are as follows:

1. Minimal air pollution;
2. Absence of nutrient enrichment of waters; good water quality;
3. Balanced hydrological regime – alteration to adjacent rivers may alter flooding regime and reduce botanical diversity;
4. Maintenance of traditional hay cut and light aftermath grazing;
5. Absence of direct fertilisation.

21. A further workshop on HRA for the Core Strategy raised the additional issue of ensuring that recreational pressures are maintained at a reasonable level.

Screening Conclusions

22. It is worth noting that the HRA for the Core Strategy screened out the two other European sites within 20km of Oxford. These sites are Cothill Fen SAC and Little Wittenham SAC. The screening conclusions from the Core Strategy HRA have been summarised below for completeness

Cothill Fen SAC

23. It is considered that the Oxford Core Strategy could not have an adverse impact on Cothill Fen SAC. Cothill Fen is an alkaline fen dependent on a high

water table and calcareous, base rich water supply. As Cothill Fen is in the catchment of the River Ock, which is a different river catchment, the Oxford Core Strategy could not have an adverse impact on this Designated Site. Cothill Fen SAC is in a relatively remote location and can only be accessed by private car, or by local residents travelling on foot. Recreational pressure is therefore likely to be slight as a result of the proposed new development in the Oxford Core Strategy. Development within Oxford is likely to feature new green spaces which will ease recreational pressure on the Cothill Fen.

Little Wittenham SAC

24. Little Wittenham has been designated because it contains two ponds with large populations of great crested newts. These areas have restricted access which is designed to prevent conflicts between the visiting public, the newts and their habitat. As development in Oxford will not affect the habitat in the ponds or the newts foraging habitat around them, the Oxford Core Strategy could not have an adverse impact on this site. The site has therefore been excluded from further assessment.

Oxford Meadows SAC

25. In the case of the HRA for the Summertown and St Margaret's Neighbourhood Plan it has been possible to screen out all of the impacts on the Oxford Meadows SAC.

- Air Pollution;
- Water Quality;
- Balanced Hydrological Regime;
- Increased Recreational Pressure;
- Maintenance of traditional hay cut and light aftermath grazing*
- Absence of direct fertilisation*

* These conservation objectives have been screened out as they are related to activities directly at the site which the Summertown and St Margaret's Neighbourhood Plan will not affect

Air Pollution

26. The HRA for the Core Strategy referred to EA Interim advice note 61/05 "Guidance for Undertaking Environmental Assessment of Air Quality for Sensitive Ecosystems in Internationally Designated Nature Conservation Sites and SSSIs", which states:

"If there are no Designated Sites within 200m of an affected road, there is no need to proceed any further with [the] air quality assessment. If there is a Designated Site within 2km of a scheme but there is no significant change in emissions from roads within 200m of the site, then the scheme will not result in a significant change in air quality and the effects of change in air quality can be assumed to be negligible"

27. The closest boundary of the Summertown and St Margaret's Neighbourhood Plan area is less than 200m away from the Oxford Meadows SAC. However,

the Plan does not include any additional development that was not assessed as part of the HRA for the Core Strategy. The Plan will not result in a significant change in air quality and the effects of change in air quality on the Oxford Meadow SAC can be assumed to be negligible.

28. Given this, the air quality objective has been screened out of the assessment.

Balanced Hydrological Regime

29. The HRA for the Core Strategy states that “Oxford Meadows SAC straddles the north western boundary of Oxford. Most of it is therefore upstream of the large urban areas of Oxford”. The Summertown and St Margaret’s Neighbourhood Plan area abuts the eastern boundary of the Oxford Meadows SAC. The HRA for the Core Strategy continues, “... a study of ‘The Hydrology of the Oxford Meadows’ states that ‘[t]he Second Terrace Gravels (Summertown Radley Terrace) on which much of Oxford is built appears to be a source of groundwater recharge (Eyles, 1986) with groundwater/ surface water flowing south and west across Port Meadow to the Seacourt Stream.”
30. The geology present under the area of the Summertown and St Margaret’s Neighbourhood Plan area is of the same or similar type associated with groundwater recharge for the Oxford Meadows SAC. The Plan’s area is part of the North Oxford gravel terrace and development within it could potentially have an impact on the groundwater flow, as well as the recharge of groundwater to the Oxford Meadows SAC.
31. However, the Summertown and St Margaret’s Neighbourhood Plan does not propose to allocate any development sites. Currently, within the Neighbourhood Area, there are two large sites (SP14 and SP53) that have been allocated in the Sites and Housing Plan (2013) for a residential and a retail-led mixed use development.
32. The HRA for the Sites and Housing Plan included these sites and considered any potential impacts their development would have on the Oxford Meadows SAC. The HRA concluded that, subject to appropriate policy requirements and mitigation measures allocating these sites would not have an adverse impact on the balanced hydrological regime or water quality at the Oxford Meadows SAC. The Adopted Local Plan 2001-2016 contains policies designed to protect groundwater flow and water quality and the Sites and Housing Plan includes site specific policy requirements designed to mitigate potential impacts of developments on the groundwater flow.
33. Given the above, these sites have been screened out of the assessment for Balanced Hydrological Regime.

Recreational Pressure

34. The Core Strategy HRA assessed the impacts of recreational pressure from 8,000 new homes on the Oxford Meadows SAC. The HRA for the Core Strategy stated that “[p]ublic consultation carried out by Scott Wilson as part of their “Oxford City Green Space Study” revealed that people are willing to walk approximately 1,900m to important green spaces such as Oxford Meadows SAC, which includes Port Meadow.” The majority of the Summertown and St Margaret’s Neighbourhood Plan area is less than 1900m away from the Oxford Meadows SAC. However, there are other large green spaces, such Summertown and St Margaret’s Hill Park or Sunnymead

Recreation Ground or Cutteslowe Park which are within or adjoin the Summertown and St Margaret's Neighbourhood Plan area. Given this range of alternative recreational green spaces within and adjacent to the Summertown and St Margaret's Neighbourhood Plan area this conservation objective has been screened out of the assessment.

Conclusion

35. The Oxford Meadows SAC is currently judged by Natural England to be in favourable condition. This Habitat Regulations Assessment has concluded that none of the policies within the Summertown and St Margaret's Neighbourhood Plan are likely to have adverse effects on the integrity of the Oxford Meadows SAC either 'alone or in combination' with other plans, projects or programmes.

Appendix 5: Assessment of the likely significance of effects on the environment

1. Characteristics of the plan, having regard to:	
(a) The degree to which the plan or programme sets a framework for projects and other activities, either with regard to the location, size and operating conditions or by allocating resources.	The Summertown and St Margaret's Neighbourhood Plan would, if adopted, form part of the Statutory Development Plan and as such does contribute to the framework for future development consent of projects. However, the Plan sits within the wider framework set by the National Planning Policy Framework, Oxford's Local Plan (including the saved policies within the Adopted Local Plan 2001-2016, the Core Strategy, Sites and Housing Plan and Area Action Plans). The projects for which the Summertown and St Margaret's Neighbourhood Plan helps to set a framework are local in nature and have limited resource implications.
(b) The degree to which the plan or programme influences other plans or programmes including those in a hierarchy.	The Summertown and St Margaret's Neighbourhood Plan will be in conformity with the National Planning Policy Framework. The policies within the document will conform with the Council's strategic policies and compliment Oxford's Local Plan. The Summertown and St Margaret's Neighbourhood Plan is unlikely to influence other plans or programmes within the within the Statutory Development Plan.
(c) The relevance of the plan or programme for the integration of environmental considerations in particular with a view to promoting sustainable development	The Summertown and St Margaret's Neighbourhood Plan contains policies relating to environmental considerations such as biodiversity, renewable energy, housing and sustainable transport. The Neighbourhood Plan will have to contribute to the achievement of sustainable development to be approved at examination and "made" by the City Council. Development would also be subject to the policies in Oxford's Local Plan and therefore all environmental considerations would be covered by policy.
(d) Environmental problems relevant to the plan or programme	The Neighbourhood Plan area contains one conservation area – North Oxford Victorian Suburb. It also contains a number of Listed Buildings. While the majority of the Neighbourhood Plan area is within Flood Zone 1, within the western flank of the Plan's area some residential properties are liable to flooding. The Summertown and St Margaret's Neighbourhood Plan area contains one complete SSSI: Hook Meadow and the Trap Grounds. This SSSI is in "unfavourable – recovering" condition according to the most recent assessment undertaken by Natural England in 2010. The Plan's area also adjoins two SSSIs (Port Meadow with Wolvercote Common & Green and New Marston Meadows, both are in

	<p>"favourable" condition according to the most recent assessment undertaken by Natural England in 2010).</p> <p>As Summertown and St Margaret's Neighbourhood Plan does not allocate sites it is unlikely that the policies in it will have a negative impact on any of the nature sites, in fact, the plan contains a policy on improving biodiversity so it is likely that there will be small-scale positive local impacts as a result.</p>
(e) The relevance of the plan or programme for the implementation of Community legislation on the environment (for example plans and programmes linked to waste management or water protection.	The Summertown and St Margaret's Neighbourhood Plan is not directly relevant to any of these.
2. Characteristics of the effects and of the area likely to be affected, having regard, in particular to:	
a) The probability, duration, frequency and reversibility of the effects	The Summertown and St Margaret's Neighbourhood Plan is likely to have some modest but enduring positive environmental effects, especially given its focus on green spaces, trees and biodiversity. Any negative effects of the plan are not likely to be reversible however they will all be of a local scale.
b) The cumulative nature of the effects	Any cumulative impacts will result from the application of policies with the Summertown and St Margaret's Neighbourhood Plan and Oxford's Local Plan, as well projects being delivered through Oxford's Local Transport Plan. It is likely that any cumulative effects will not be magnified in a negative manner given the positive and protective nature of the policies with Summertown and St Margaret's Neighbourhood Plan.
c) The transboundary nature of the effects	It is unlikely that the plan will have any transboundary impacts the plan does not allocate sites over and above those allocated through Oxford's Local Plan. Policies within the plan relate to the Summertown and St Margaret's Neighbourhood Plan area only.
d) The risks to human health or the environment (for example, due to accidents)	There are no significant risks to human health or the environment. The plan is likely to improve human health through sustainable transport policies and its ambitions to improve the public access green space network within the Summertown and St Margaret's Neighbourhood Plan area.

e) The magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected)	The Summertown and St Margaret's Neighbourhood Plan relates to the area as shown in the map at Appendix 1. The magnitude and spatial extent of any effects of the plan are likely to be small. As the plan does not allocate sites, it is not likely to attract additional development to the Summertown and St Margaret's area beyond that set out in Oxford's Local Plan.
f) The value and vulnerability of the area likely to be affected due to: (i) special natural characteristics or cultural heritage; (ii) exceeded environmental quality standards or limit values; or (iii) intensive land-use	The Summertown and St Margaret's Neighbourhood Plan does not allocate sites it is unlikely that any of the policies in the plan will impact in a negative manner, special natural characteristics or cultural heritage in the area; cause environmental quality standards or limit values to be exceeded or intensify land-use. The majority of the policies are protection orientated and as such are likely to of benefit to such areas.
g) The effects on areas or landscapes which have a recognised national, Community or international protection status	There are no areas or landscapes with recognised national, Community or international protection status.

**SUMMERTOWN AND ST. MARGARET'S
NEIGHBOURHOOD FORUM**

**MAP and BASIC
CONDITIONS
STATEMENT**

FOR OXFORD CITY COUNCIL

DOCUMENT CONTROL SHEET

SSTMNP Document Control Sheet	
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CONTENT

1. Introduction
2. Basic Conditions
3. National Policies and Advice
4. Contribution to the Achievement of Sustainable Development
5. General Conformity with the Strategic Policies of the Development Plan for the Area
6. EU Obligations
7. Conclusion

Supporting Documents

Annex A – Screening Statement on the determination of a need for an SEA

1. INTRODUCTION

1.1 This Basic Conditions Statement has been prepared by Symons Consulting as part of its work on the Summertown and St Margaret's Neighbourhood Plan (SSTMNP) on behalf of Summertown and St Margaret's Neighbourhood Forum (SSTMNF). The Summertown and St Margaret's Neighbourhood Plan Area (SSTMNPA) has been designated a qualifying area and SSTMNF has been designated as a neighbourhood planning body.

1.2 SSTMNF has developed a substantial vision for the Plan, which is as follows:

“Our vision for the area is to create an area which mixes commercial, retail, residential and leisure, which is accessible to a wider range of residents and remains attractive to residents and visitors alike. We envisage development in the area in a way which echoes the character of the area and introduces challenging design, fit for the coming decades.

Our vision includes the maintenance of the highly successful retail and business centre with all that that involves especially its diverse shops and accessibility to cyclists and pedestrians. Small units would be favoured and conversion away from retail discouraged.

Being divided by two major arterial roads running into Oxford we are directly affected by traffic flows, their congestion and pollution. Our vision is of reducing traffic, of cleaner environments for pedestrians and a major emphasis on sustainable transport provision.

The housing in the area, whether owned or rented, is among the most expensive in the country in relation to earnings. Our vision is of a more mixed provision with particular emphasis on smaller units, provision for key workers and older people who may otherwise have to leave the area or commute and increased choice for those currently squeezed out of the area.

The residents value the green space which surrounds them and wish to see more green spaces and better access to existing spaces. Our vision includes this and seeks to ensure that all development in the area adheres to the highest environmental standards.

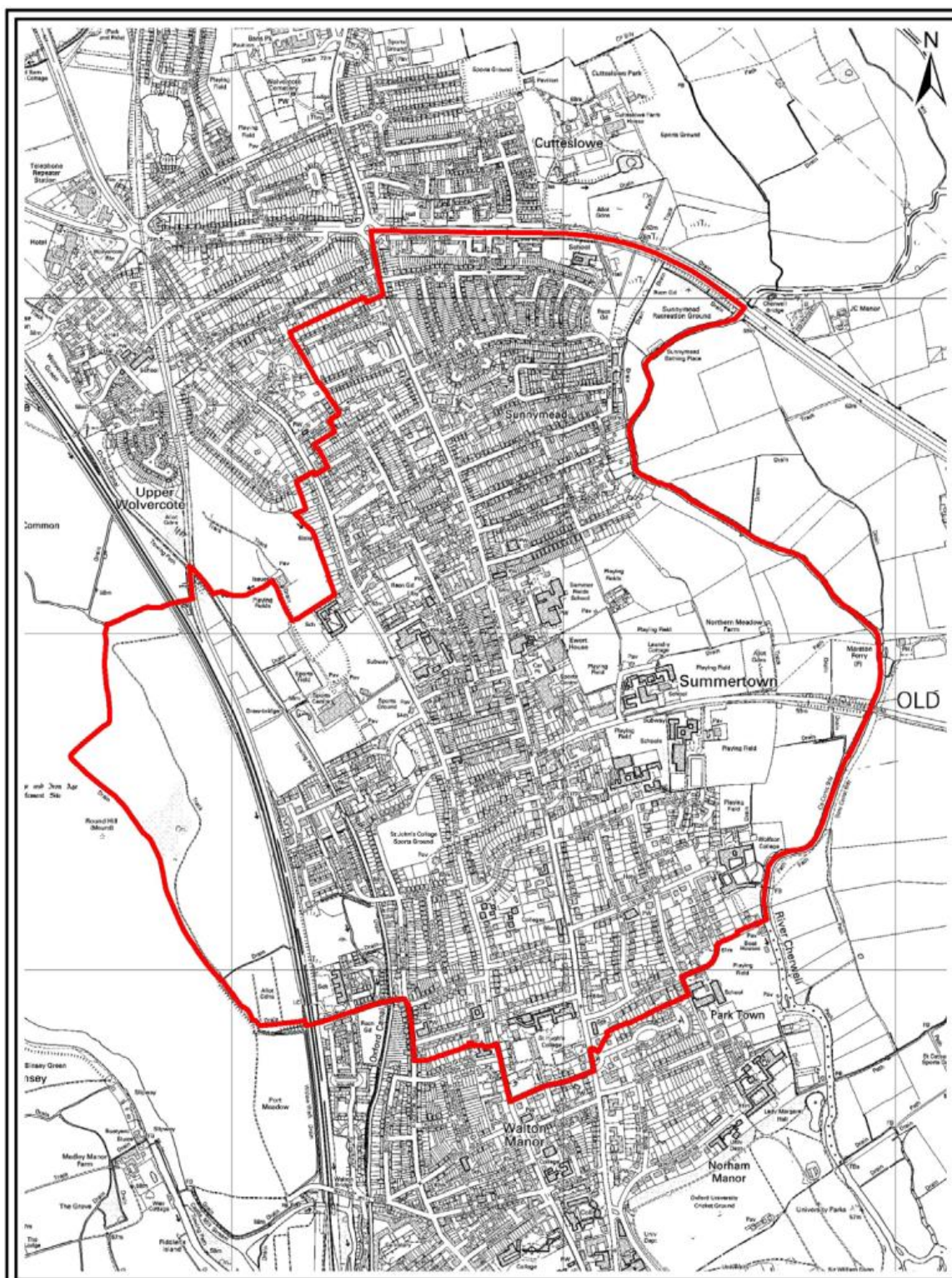
Within the area there are a significant number of community facilities. These are highly prized by residents. Our vision is that these be retained and developed.”

1.3 Following on from this vision, a set of related Objectives has been set out for the Plan:

- *Identify and create a template for local developments in harmony with the assessment of the character of each sub area*
- *Maintain the variety, vibrancy and accessibility of the retail centre in Summertown*
- *Manage the traffic, congestion and pollution from traffic and enhance sustainable modes of transport*
- *Improve availability of affordable housing in the area and maintain or increase stock*
- *Retain green space and enhance the environmental footprint*
- *Retain and develop community and leisure facilities.*

1.4 The Vision and Objectives seek to meet the aims of the National Planning and Policy Framework (NPPF), and the Oxford City Council Core Strategy, while providing local distinctiveness to the Summertown and St Margaret's Neighbourhood Planning Area (SSTMNPA).

1.5 The map below indicates the area which is covered by the Plan. This area was designated as the SSTMNPA by Oxford City Council on the 10th July 2013.



2. BASIC CONDITIONS

2.1 Paragraph 8 of Schedule 4B to the Town and Country Planning Act 1990 (as amended) [excluding 2b, c, 3 to 5 as required by 38C(5)] sets out that Neighbourhood Development Plans (NDP) must meet the following basic conditions:

7. Neighbourhood Development Plans must meet the following basic conditions.

(1) The examiner must consider the following — (a) whether the draft neighbourhood development plan meets the basic conditions (see sub-paragraph (2)), (b) whether the draft neighbourhood development plan complies with the provision made by or under sections 61E(2), 61J and 61L, (d) whether the area for any referendum should extend beyond the neighbourhood area to which the draft neighbourhood development plan relates, and (e) such other matters as may be prescribed.

(2) A draft neighbourhood development plan meets the basic conditions if— (a) having regard to national policies and advice contained in guidance issued by the Secretary of State, it is appropriate to make the neighbourhood development plan, (d) the making of the neighbourhood development plan contributes to the achievement of sustainable development, (e) the making of the neighbourhood development plan is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area), (f) the making of the neighbourhood development plan does not breach, and is otherwise compatible with, EU obligations, and (g) prescribed conditions are met in relation to the neighbourhood development plan and prescribed matters have been complied with in connection with the proposal for the neighbourhood development plan.

(6) The examiner is not to consider any matter that does not fall within sub-paragraph (1) (apart from considering whether the draft neighbourhood development plan is compatible with the Convention rights).

2.2 Whether the draft Neighbourhood Development Plan meets the basic conditions as required by 1(a) and sub-paragraph 2 is set out in Sections 3 – 7 of this Basic Conditions Statement. The remainder of this Section 2 addresses the requirements under paragraphs 1(b), 1(d), and 1(e).

2.3 Paragraph 1 (b) - The provision of 61E(2), 61J and 61L as amended by s38C(5)(b) is a reference to the provision of 38A and 38B. In relation to the provisions of 38 A and 38B the following is submitted:

38A 1) Summertown and St Margaret's Neighbourhood Forum is a designated body and entitled to submit a Neighbourhood Plan (NP) for the aforementioned designated Summertown and St Margaret's Neighbourhood Plan Area.

2) The SSTMNP expresses policies relating to the development and use of land within the neighbourhood area. 3) to 12) are essentially post examination procedures.

38B 1) a) The period of the SSTMNP is up to 2033 or 15 years.

b) The SSTMNP does not include any provision for excluded development such as national infrastructure.

c) The SSTMNP does not relate to more than one neighbourhood area. It relates to the Summertown and St Margaret's Neighbourhood Plan Area as designated by Oxford City Council on 10th July 2013.

2) There is no other NP in place in this neighbourhood area.

3) Refers to conflicts within the NP.

4) Refers to regulations that the Secretary of State (SoS) may make relating to NPs. Such regulations are 2012 No 637 The Neighbourhood Planning (General) Regulations 2012 which have been used to inform the process of making the SSTMNP. These regulations set out the process by which neighbourhood plans are to be made and set out:

- the consultation bodies for NPs. These have been included in the Consultation Statement.
- that NPs which are likely to have a significant effect on European Sites (habitats) must be subject to an appropriate assessment. The screening exercise for the SSTMNP concluded that there are no European Sites that would be affected by the proposals within the SSTMNPA, and it was agreed that a Habitats Regulation Assessment (HRA) was not necessary.
- that the Strategic Environmental Assessment (SEA) screening exercise for the SSTMNP concluded that the SSTMNP will not have any significant impacts on the environment.

5) Refers to the publication of NPs.

6) Clarifies what is excluded development

2.4 Paragraph 1(d) - It is not considered that there is any benefit in extending the area for the referendum beyond the Designated Neighbourhood Plan Area.

2.5 Paragraph 1(e) - There are no other prescribed matters.

3. NATIONAL POLICIES AND ADVICE

3.1 The NPPF in sections 183 - 185 refers to Neighbourhood Plans (rather than NDPs as in the Basic Conditions as outlined in the legislation) and seeks that those plans have regard to the policies in the NPPF and to be in 'general conformity' with the Strategic Policies of the Local Plan.

3.2 This section demonstrates that the SSTMNP has regard to relevant policies within the NPPF in relation to:

- Building a strong, competitive economy
- Ensuring the vitality of town centres
- Promoting sustainable transport
- Delivering a wide choice of high quality homes
- Requiring good design
- Promoting healthy communities
- Meeting the challenge of climate change, flooding and coastal change
- Conserving and enhancing the natural environment
- Conserving and enhancing the historic environment

Building a strong, competitive economy AND Ensuring the vitality of town centres

3.3 The NPPF states in paragraph 21 that 'Planning should operate to encourage and not act as an impediment to sustainable growth..... Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing. In drawing up Local Plans, local planning authorities should:

- identify strategic sites ... to meet anticipated needs over the plan period;
- support existing business sectors;
- identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and
- facilitate flexible working practices such as the integration of residential and commercial uses in the same unit.

3.4 The NPPF also states in paragraph 23 that: 'Planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period.' The NPPF goes on to set out the issues that Local Authorities should consider in drawing up Local Plans, and those of particular relevance to Summertown and St Margaret's wards are:

- recognise town centres as the heart of their communities and pursue policies to support their viability and vitality; and
- promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres.

3.5 As set out in Section 1.3 above, one of the objectives of the SSTMNP is ***“Maintain the variety, vibrancy and accessibility of the retail centre in Summertown.”*** The SSTMNP has not identified any strategic sites, but sets out the following Strategic and Community policies that aim to meet the plan objective in relation to Summertown District Centre: Policy RBS1 Parking, Policy RBC1 Summertown District Centre, and Policy TRC6 Parking.

3.6 These policies meet the NPPF’s aims by: improving access to Summertown District Centre, supporting the vitality and viability of Summertown District Centre and encouraging a diverse retail offer within it.

Promoting sustainable transport

3.7 The NPPF states in paragraph 29 that: ‘The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport.’

3.8 The NPPF goes on to state in paragraph 35: ‘Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people.’ The NPPF advises that, where practical, development should be located and designed to take a number of issues into account, including:

- accommodating the efficient delivery of goods and supplies;
- giving priority to pedestrian and cycle movements, and have access to high quality public transport facilities; and
- creating safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones.

3.9 The NPPF also notes in paragraph 37 that ‘Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.’

3.10 As set out in Section 1.3 above, one of the objectives of the SSTMNP is ***“Manage the traffic, congestion and pollution from traffic and enhance sustainable modes of transport.”*** The SSTMNP sets out a series of Strategic and Community policies which seek to meet the requirements of the NPPF as follows: Policy RBS1 Parking, Policy TRS1 Sustainable transport design, Policy TRS2 Sustainable Transport, Policy TRC1 Road Improvements, Policy TRC2 Reduction of Traffic, Policy TRC3 Sustainable Active Transport, Policy TRC4 Bus Service Improvements, and Policy TRC6 Parking.

3.11 These policies meet the NPPF’s aims by ensuring that transport options where new developments are planned are sustainable, and where appropriate follow the Home Zone model. Measures to prevent traffic growth, while accommodating the needs of Summertown District Centre have been identified. Additional connections with current transport infrastructure within Oxford have also been proposed. These policies give priority to pedestrian and cycle movements, and promote safe and secure options for active transport.

Delivering a wide choice of high quality homes

3.12 The NPPF sets out requirements in paragraph 47 for local planning authorities to significantly boost the supply of housing. This includes:

- identifying a supply of specific, developable sites or broad locations for growth for years 6-10 and, where possible, for years 11-15. To be considered developable, sites should be in a location suitable for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged; and
- setting out the local authority's own approach to housing density to reflect local circumstances.

3.13 Given the urban and constrained nature of the SSTMNPA, the SSTMNP has not identified any additional sites to that allocated within Oxford City Council's Core Strategy. However, as set out in Section 1.3 above, one of the objectives of the SSTMNP is to ***"Improve availability of affordable housing in the area and maintain or increase stock."***

3.14 Therefore, the SSTMNP has identified a number of Strategic and Community policies which support the aims of the NPPF and seek to boost the availability of properties within the SSTMNPA for all residents: Policy HOS1 Local Dwelling Size, Policy HOS2 Key Worker and Affordable Housing, HOS3 Specialist Housing, HOS4 Protecting Family Dwellings, and Policy HOC1 Housing Provision.

Requiring good design

3.15 The NPPF attaches great importance to the design of the built environment and states in paragraph 56 that: 'Good design is a key aspect of sustainable development, is indivisible from good planning and should contribute positively to making places better for people.'

3.16 The NPPF goes on to state in paragraph 58: 'Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics. Planning policies and decisions should aim to ensure that developments:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and

- are visually attractive as a result of good architecture and appropriate landscaping.’

3.17 The NPPF is clear that design policies should avoid unnecessary prescription or detail. The NPPF states in paragraph 60 that: ‘Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.’ As a reflection of this, one of the objectives of the SSTMNP, as set out in Section 1.3 above, is to ***“Identify and create a template for local developments in harmony with the assessment of the character of each sub area.”***

3.18 Therefore the SSTMNP has responded to the community's wishes, by emphasising the need for new development to provide safe spaces for residents, and for development to respond to the local character of the SSTMNPA's built and natural environment. The policies that seek to secure good design are: Policy TRS1 Sustainable Transport Design, Policy HOS5 Character Assessments, Policy HOS6 Density, building design standards and energy efficiency, Policy HOS7 Back-land development, Policy ENS1 Green Spaces, and Policy ENC4 Enhancing the Street Setting.

3.19 The SSTMNP has therefore had regard to the NPPF in setting out clear, comprehensive design policies that seek to create safe and accessible spaces for residents, while reinforcing local distinctiveness. Maintaining the strong sense of place within the SSTMNPA is an important element of the policies, while ensuring that developers and their design teams are provided with the necessary freedom to pursue innovative approaches.

Promoting healthy communities

3.20 The NPPF recognises in paragraph 69 that creating a shared vision with communities of the residential environment and facilities they wish to see in their town is important, and encourages local authorities to involve all sections of the community in the development of Local Plans. The process of producing the SSTMNP has involved extensive consultation and engagement with local people, and this is recorded in the Consultant Statement and supporting documents.

3.21 The NPPF provides policy in relation to three key types of community facility:

- community facilities such as meeting places, sports venues and places of worship
- schools; and
- open space.

3.22 Community facilities: The NPPF sets out in paragraph 70 that planning policies should:

- plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
- guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- ensure that established shops, facilities and services are able to develop and modernise in a

- way that is sustainable, and be retained for the benefit of the community; and
- ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

3.23 As set out in Section 1.3 above, promoting healthy communities is covered by two objectives of the SSTMNP: ***“Retain green space and enhance the environmental footprint; and Retain and develop community and leisure facilities.”***

3.24 For community facilities such as meeting places, sports venues and places of worship the SSTMNP sets out these Strategic and Community policies which meet the aims of the NPPF: Policy HCS1 Community Facilities, Policy HCS3 Protecting and Enhancing Sports, Leisure and Community Facilities, Policy HCC2 Alexandra Park, and Policy ENC1 Playing Fields.

3.25 Directly related to community facilities, the SSTMNP has also responded to the views of the community in promoting and providing infrastructure to support a healthy community within the SSTMNPA through the following community policies: Policy HCC1 Health Centre, and Policy HCC3 Promoting Healthy Living and Community Cohesion.

3.26 For Open space: The NPPF states that: ‘Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.’ It goes on to state: ‘Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision.... Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.’

3.27 The NPPF is clear in its protection of existing open space, where it states: ‘Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.’

3.28 The SSTMNP, in line with the NPPF policies, has sought to protect and enhance the open spaces within the SSTMNPA through the following policies: Policy HCS2 Allotments, Policy HCS3 Protecting and Enhancing Sports, Leisure and Community Facilities, Policy HCC2 Alexandra Park, Policy ENS1 Green Spaces, Policy ENS2 Biodiversity, and Policy ENC1 Playing Fields.

Meeting the challenge of climate change, flooding and coastal change

3.29 The NPPF sets out in paragraph 95 that, to support the move to a low carbon future, local planning authorities should:

- ‘plan for new development in locations and ways which reduce greenhouse gas emissions;
- actively support energy efficiency improvements to existing buildings; and
- when setting any local requirement for a building’s sustainability, do so in a way consistent with the Government’s zero carbon buildings policy and adopt nationally described standards.’

3.30 In relation to planning for new developments which reduce greenhouse gas emissions, the SSTMNP seeks to encourage proposals for renewable energy through Strategic Policy ENS3 Renewable Energy, and Community Policy ENC2 Renewable and low carbon energy. Furthermore, as set out in paragraphs 3.10 and 3.11 above, the SSTMNP has proposed enhancing sustainable transport within the SSTMNPA and wider Oxford area, thus reducing greenhouse gas emissions associated with travel to and from new development.

3.31 In relation to energy efficiency and building sustainability, the SSTMNP has sought to actively support energy improvements to existing buildings and to provide local building sustainability standards through the following Strategic and Community policies: Policy HOS6 Density, building design standards and energy efficiency, Policy ENS4 Rain water infiltration, and Policy ENS6 Sustainable Construction.

Conserving and enhancing the natural environment

3.32 The NPPF states in paragraph 109 that the planning system should contribute to and enhance the natural and local environment by a range of means, including:

- ‘protecting and enhancing valued landscapes, geological conservation interests and soils;
- recognising the wider benefits of ecosystem services; and
- minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government’s commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.’

3.33 As set out in Section 1.3 above, one of the objectives of the SSTMNP is ***“Retain green space and enhance the environmental footprint.”*** The SSTMNP therefore includes the following policies that seek to conserve and enhance the natural environment: Policy ENS1 Green Spaces, Policy ENS2 Biodiversity, Policy ENC1 Playing Fields, and Policy ENC3 Protecting Tree Cover.

Conserving and enhancing the historic environment

3.34 The NPPF sets out in paragraph 126 that: ‘Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment..... In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. In developing this strategy, local planning authorities should take into account:

- the desirability of sustaining and enhancing the significance of heritage assets and putting

- them to viable uses consistent with their conservation;
- the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- the desirability of new development making a positive contribution to local character and distinctiveness; and
- opportunities to draw on the contribution made by the historic environment to the character of a place.'

3.35 As a reflection of the requirements of the NPPF, one of the objectives of the SSTMNP, as set out in Section 1.3 above, is to ***“Identify and create a template for local developments in harmony with the assessment of the character of each sub area.”***

3.36 There has been considerable community input into developing and delivering Character Assessments to cover the whole of SSTMNPA. The SSTMNP proposes the following policy in order to conserve and enhance the various elements of the historic environment within the SSTMNPA: Policy HOS5 Character Assessments.

4. CONTRIBUTION TO THE ACHIEVEMENT OF SUSTAINABLE DEVELOPMENT

4.1 The NPPF states in paragraph 14 that a presumption in favour of sustainable development is at the heart of the NPPF and 'should be seen as a golden thread running through both plan-making and decision-taking.'

4.2 Throughout the plan-making process of the SSTMNP the principles of sustainable development have been considered, and are evident through the main objectives of the SSTMNP:

- *Identify and create a template for local developments in harmony with the assessment of the character of each sub area*
- *Maintain the variety, vibrancy and accessibility of the retail centre in Summertown*
- *Manage the traffic, congestion and pollution from traffic and enhance sustainable modes of transport*
- *Improve availability of affordable housing in the area and maintain or increase stock*
- *Retain green space and enhance the environmental footprint*
- *Retain and develop community and leisure facilities.*

4.3 The SSTMNP contributes to the achievement of sustainable development by:

- promoting sustainable transport options throughout the SSTMNPA and beyond (Policies TRS1-2 and TRC1-6);
- provision of appropriate green spaces to improve the quality of life for Summertown and St Margaret's residents (Policies HCS2-3, HCC2, ENS1-2, ENC1);
- protecting and enhancing the natural, built and historic environment of the SSTMNPA (Policies HOS5-7, ENS1-2, ENC4
- enhancing and conserving biodiversity, and protecting tree cover (Policies ENS1-2, ENC3);
- encouraging high quality development that responds to the distinctive character of the SSTMNPA (Policies HOS5-7, ENC4)
- protecting the SSTMNPA's important historic assets (Policy HOS5); and
- seeking to promote development which reduces the emissions of greenhouse gases and the impacts of climate change (Policies HOS6, ENS3, ENS4, ENS6 and ENC2).

5. GENERAL CONFORMITY WITH THE STRATEGIC POLICIES OF THE DEVELOPMENT PLAN FOR THE AREA

5.1 The SSTMNP has been prepared taking full account of Oxford City Council's Core Strategy, which was formally adopted in 2011. As such the SSTMNP has had regard to the strategic policies in the Core Strategy, ensuring that there is general conformity with it. Furthermore, the SSTMNP has worked closely with Oxford City Council, and has also considered the potential changes that the emerging Local Plan will have on the SSTMNP policies. The SSTMNP has reviewed the Oxford Local Plan 2036 Preferred Options document which was out for consultation from 30th June 2017 until the 25th August 2017.

5.2 The strategic policies in the 2011 Local Plan (they have been abbreviated for ease of presentation) which are particularly relevant to the SSTMNP are:

Policy CS1 – Hierarchy of Centres – Identifies Summertown as a District Centre suitable for retail, leisure, employment and other uses serving district-level needs.

Policy CS8 – Land at Summertown – Identifies land which is allocated as a strategic location for predominantly residential development.

Policy CS9 – Energy and natural resources – All developments should seek to minimise their carbon emissions and development should demonstrate sustainable design and construction methods.

Policy CS10 – Waste and recycling – All new developments will be expected to have regard to the waste management hierarchy during design, construction and final occupation.

Policy CS11 – Flooding – Development should be avoided in flood risk areas or any development allowed which might increase flood risk.

Policy CS12 – Biodiversity - Development will not be permitted that results in a net loss of sites and species of ecological value. Where there is opportunity, development will be expected to enhance Oxford's biodiversity.

Policy CS13 – Supporting access to new development - Planning permission will only be granted for development that prioritises access by walking, cycling and public transport.

Policy CS14 – Supporting city-wide movement - The City Council will work with its partners to improve the ease and quality of access to and between the city and district centres, and other key destinations.

Policy CS15 – Primary Healthcare – High-quality and convenient local health services should be provided, particularly in areas of population growth.

Policy CS18 - Urban design, townscape character and the historic environment - Planning permission will only be granted for development that demonstrates high-quality urban design.

Policy CS20 - Cultural and community development - The City Council will seek to protect and

enhance existing cultural and community facilities.

Policy CS21 - Green spaces, leisure and sport - The City Council will seek to maintain an overall average of 5.75 ha of publicly accessible green space per 1,000 population.

Policy CS23 – Mix of Housing – Residential development to deliver a balanced mix of housing to meet the projected future household need.

Policy CS24 - Affordable housing - Planning permission will only be granted for residential developments that provide generally a minimum of 50% of the proposed dwellings as affordable housing on all qualifying sites.

Policy CS25 – Student Accommodation – Controls on the granting of additional academic/administrative accommodation for the two universities and restrictions on the occupation of student accommodation.

Policy CS29 - The universities - Planning permission will be granted for new academic floor space on existing University of Oxford sites.

Policy CS31 – Retail – Planning permission will be granted for development that is appropriate in related to the role and function of each retail centre.

5.3 The SSTMNP has ensured that these and other strategic policies within the Core Strategy are supported and respected. The following SSTMNP Strategic policies accord with and have general conformity with the Oxford City Council Core Strategy in the following way:

Policy HCS1 – Community Facilities - accords with Core Strategy Policy *CS20 Cultural and community development* which states that “The City Council will seek to protect and enhance existing cultural and community facilities. Planning permission will not be granted for development that results in the loss of such facilities unless equivalent new or improved facilities, where foreseeable need justifies this, can be provided at a location equally or more accessible by walking, cycling and public transport.” Policy HCS1 also accords with Core Strategy Policy *CS21 Green Spaces, leisure and sport* which states that “Planning permission will only be granted for development resulting in the loss of existing sports and leisure facilities if alternative facilities can be provided and if no deficiency is created in the area.”

Policy HCS2 – Allotments - accords with Core Strategy Policy *CS21 Green Spaces, leisure and sport* which states that “Improvements to, or the provision of, public green space.....will be sought in accordance with Policy *CS17 Infrastructure and Developer Contributions*.” Policy HCS2 also accords with Oxford City Council's Green Spaces Strategy (GSS) Objective 3: to retain the existing number of designated allotment sites.

Policy HCS3 – Protecting and Enhancing Sport, Leisure and Community Facilities - accords with Core Strategy Policy *CS 20 Cultural and community development* which states that “The City Council will seek to protect and enhance existing cultural and community facilities. Planning permission will not be granted for development that results in the loss of such facilities unless

equivalent new or improved facilities, where foreseeable need justifies this, can be provided at a location equally or more accessible by walking, cycling and public transport.” Policy HCS3 also accords with Core Strategy Policy *CS21 Green Spaces, leisure and sport* which states that “planning permission will only be granted for development resulting in the loss of existing sports and leisure facilities if alternative facilities can be provided and if no deficiency is created in the area.”

Policy RBS1 – Parking – accords with Core Strategy Policy *CS13 Supporting access to new development* which states that “Planning permission will only be granted for development that prioritises access by walking, cycling and public transport.” Policy RBS1 also accords with Core Strategy Policy *CS14 Supporting city-wide movement* which states that “The City Council will work with its partners to improve the ease and quality of access to and between the city and district centres, and other key destinations, by: promoting greater pedestrian and cycle priority through and to the city centre, Cowley, Headington and Summertown district centres, potentially incorporating public realm and cycle parking improvements.”

Policy TRS1 – Sustainable transport design and **Policy TRS2 – Sustainable Transport** – accords with Core Strategy Policy *CS13 Supporting access to new development* which states that “Planning permission will only be granted for development that prioritises access by walking, cycling and public transport” and that “A Transport Assessment and comprehensive Travel Plan must accompany all major development proposals.” Policy TRS1 and TRS2 also accord with Core Strategy Policy *CS14 Supporting city-wide movement* which states that “The City Council will work with its partners to improve the ease and quality of access to and between the city and district centres, and other key destinations, by:

- supporting further development of an orbital bus network, and associated infrastructure, potentially linking Cowley, Headington and Summertown, the strategic locations for development, and key employment areas;
- promoting greater pedestrian and cycle priority through and to the city centre, Cowley, Headington and Summertown district centres, potentially incorporating public realm and cycle parking improvements; and
- working towards a joined-up, city-wide cycle and pedestrian network by addressing ‘pinch-points’, barriers and missing links, and providing more extensive 20 mph zones.”

Policy HOS1 – Local Dwelling Size – accords with Core Strategy Policy *CS23 Mix of housing* which states that “Planning permission will only be granted for residential development that delivers a balanced mix of housing to meet the projected future household need, both within each site and across Oxford as a whole.”

Policy HOS2 – Key worker and affordable housing – accords with Core Strategy Policy *CS24 Affordable housing* which states that “Planning permission will only be granted for residential developments that provide generally a minimum of 50% of the proposed dwellings as affordable housing on all qualifying sites.” In relation to Key Worker Housing, SSTMNf is aware that Oxford

City Council continues to develop options for Key Worker Housing, as set out in the Oxford Local Plan 2036 Preferred Options document. Policy HOS2 has therefore set out an approach which enables the Plan to be in accordance with the emerging Oxford Local Plan 2036.

Policy HOS3 – Specialist Housing – accords with Core Strategy Policy *CS23 Mix of housing* which states that “Planning permission will only be granted for residential development that delivers a balanced mix of housing to meet the projected future household need, both within each site and across Oxford as a whole. Mix of housing relates to the size, type and tenure of dwellings to provide for a range of households, such aspeople with specialist housing needs.”

Policy HOS4 – Protecting family dwellings – accords with Core Strategy Policy *CS25 Student Accommodation* which states that “All future increases in student numbers at the two universities as a result of increases in academic/administrative floor-space must be matched by a corresponding increase in purpose built student accommodation.” Furthermore, the Oxford Local Plan 2036 Preferred Options document states that “Student housing that is either on an existing institution's site or tied to a higher or further education institution will help support the universities, while also balancing needs.”

Policy HOS5 – Character Assessments – accords with Core Strategy Policy *CS18 Urban design, townscape character and the historic environment* which states that “Planning permission will only be granted for development that demonstrates high-quality urban design through:

- responding appropriately to the site and its surroundings;
- creating a strong sense of place;
- being easy to understand and to move through;
- being adaptable, in terms of providing buildings and spaces that could have alternative uses in future;
- contributing to an attractive public realm; and
- high quality architecture.”

CS18 also states that “Development proposals should respect and draw inspiration from Oxford’s unique historic environment (above and below ground), responding positively to the character and distinctiveness of the locality.”

Policy HOS6 – Density, building design standards and energy efficiency – accords with Core Strategy Policy *CS9 Energy and natural resources* which states that “All developments should seek to minimise their carbon emissions. Proposals for development are expected to demonstrate how sustainable design and construction methods will be incorporated. All development must optimise energy efficiency by minimising the use of energy through design, layout, orientation, landscaping and materials, and by utilising technologies that help achieve Zero Carbon Developments.” Policy HOS6 also accords with Core Strategy Policy *CS10 Waste and recycling* which states that “All new developments will be expected to have regard to the waste management hierarchy during design, construction and final occupation.” Policy HOS6 also accords with accords with Core Strategy Policy

CS18 *Urban design, townscape character and the historic environment* which states that “Planning permission will only be granted for development that demonstrates high-quality urban design through:

- responding appropriately to the site and its surroundings;
- creating a strong sense of place;
- being easy to understand and to move through;
- being adaptable, in terms of providing buildings and spaces that could have alternative uses in future;
- contributing to an attractive public realm; and
- high quality architecture.”

Policy HOS7 – Back-land development – accords with Core Strategy Policy CS18 *Urban design, townscape character and the historic environment* which states that “Planning permission will only be granted for development that demonstrates high-quality urban design through:

- responding appropriately to the site and its surroundings;
- creating a strong sense of place;
- being easy to understand and to move through;
- being adaptable, in terms of providing buildings and spaces that could have alternative uses in future;
- contributing to an attractive public realm; and
- high quality architecture.”

CS18 also states that “Development proposals should respect and draw inspiration from Oxford’s unique historic environment (above and below ground), responding positively to the character and distinctiveness of the locality.”

Policy ENS1 – Green spaces - accords with Core Strategy Policy CS21 *Green spaces, leisure and sport* which seeks to maintain the existing level of green space provision within any area of Oxford City. CS21 states that “Improvements to, or the provision of, public green space.....will be sought in accordance with Policy CS17 *Infrastructure and Developer Contributions*. Opportunities will be sought for opening up access to new public spaces, for providing suitable new green spaces on or near to development sites, and for providing public access to private facilities.”

Policy ENS2 – Biodiversity – accords with Core Strategy Policy CS12 *Biodiversity* which states that “Development will not be permitted that results in a net loss of sites and species of ecological value. Where there is opportunity, development will be expected to enhance Oxford's biodiversity.”

Policy ENS3 – Renewable Energy – accords with Core Strategy Policy CS9 *Energy and natural resources* which states that “planning permission will only be granted for developments on

qualifying sites that demonstratehow they will deliver a proportion of renewable or low-carbon energy on site. Proposals for renewable energy developments will be permitted in appropriate locations.”

Policy ENS4 – Rain water infiltration – accords with Core Strategy Policy *CS11 Flooding* which states that “Unless it is shown not to be feasible, all developments will be expected to incorporate sustainable drainage systems or techniques to limit run-off from new development, and preferably reduce the existing rate of run-off. Development will not be permitted that will lead to increased flood risk elsewhere, or where the occupants will not be safe from flooding.”

Policy ENS5 – Pollution – the Oxford Core Strategy 2011 provides no guidance on dealing with the adverse impacts of pollution from development. However, the policy accords with the *NPPF – preventing unacceptable risks from pollution* document which sets out the key messages on preventing and managing environmental risks and provides an overview of the pollution control framework in England, including the links between the planning and permitting regimes and sets out the roles and responsibilities of local authorities, developers/operators and the Environment Agency.

Policy ENS5 does however accord strongly with Oxford City Council's proposed options on dealing with pollution from development, as set out in the Oxford Local Plan 2036 Preferred Options document.

Policy ENS6 – Sustainable Construction – accords with Core Strategy Policy *CS9 Energy and natural resources* which states that “Proposals for development are expected to demonstrate how sustainable design and construction methods will be incorporated. All development must optimise energy efficiency by minimising the use of energy...and by utilising technologies that help achieve Zero Carbon Developments.”

5.4 Section 5.3 demonstrates that the SSTMNP is in general conformity with the strategic policies of Oxford City Council's Core Strategy.

6. EU OBLIGATIONS

6.1 A screening opinion was provided by Oxford City Council that the SSTMNP did not require a Strategic Environmental Assessment (SEA).

6.2 The Oxford City Council Core Strategy has undertaken a Habitats Regulations Assessment (HRA). The screening exercise for the SSTMNP concluded that there are no European sites that would be affected by the proposals within the SSTMNP, and it was agreed that an HRA was not necessary.

6.3 The SSTMNP is considered to be compatible with EU obligations.

7. CONCLUSION

7.1 The Basic Conditions as set out in Schedule 4B to the TCPA 1990 are considered to be met by the SSTMNP and all the policies therein. It is therefore respectfully suggested to the Examiner that the SSTMNP complies with Paragraph 8(1)(a) of Schedule 4B of the Act.

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Appendix 4

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
Examination	Timetable assumes that the Examination is undertaken by written representations and takes 6 weeks or less	Threat	External: The Independent Examiner could request that the Examination takes place in the form of hearing sessions,	Delay to project timetable	February 2018	P,SD & R (TM)	2	4	2	4	2	4	Reputational Risk	n/a	June 2018	n/a	n/a	P,SD & R (TM)
Legal Challenge	A legal challenge is submitted following one of the statutory stages.	Threat	External: As with any planning document, there is a risk that a legal challenge could be submitted by a 3rd party.	Delay to project timetable while the legal challenge is processed. Depending on the outcome of the legal challenge, it could result in the plan being quashed.	February 2018	P,SD & R (TM)	2	4	2	4	2	4	Reputational Risk Financial Risk	n/a	November 2018 and Jan / Feb 2018	n/a	n/a	P,SD & R (TM)
Agree Modifications with Neighbourhood Forum	Timetable assumes that any modifications are agreed with the Neighbourhood Forum promptly.	Threat	External: Modifications take longer to agree than anticipated with the Neighbourhood Forum	Delay to project timetable	February 2018	P,SD & R (TM)	2	4	2	4	2	4	Reputational Risk	n/a	Sept / Oct 2018	n/a	n/a	P,SD & R (TM)
Plan found unsound	The Independent examiner could find the Neighbourhood Plan 'unsound'	Threat	External: Independent Examiner	Process of production must begin again. Plan must be revised and resubmitted to the LPA	February 2018	P,SD & R (TM)	2	4	2	4	2	4	Reputational Risk Financial Risk	n/a	August 2018	n/a	n/a	P,SD & R (TM)

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To: City Executive Board

Date: Date of the meeting: 20th March 2018

Report of: Electoral Registration Officer

Title of Report: City Ward Boundary Review 2018

Summary and recommendations	
Purpose of report:	To brief the City Executive Board on the ward boundary review and ask it to recommend a ward scheme to the Local Government Boundary Commission for England
Key decision:	Yes
Executive Board Member:	Councillor Susan Brown, Leader
Corporate Priority:	None
Policy Framework:	None
Recommendation: That the City Executive Board resolves to:	
Propose a new scheme of wards based on a council size of 48 councillors to the Local Government Boundary Commission for England.	

Appendices	
Appendix 1	City Boundary Working Group Submission on a ward scheme
Appendix 2	Indicative A4 map
Appendix 3	Risk Register

Introduction

1. At its meeting on 27th November 2017 the City Executive Board agreed to recommend a council-size of 48 to the Local Government Boundary Commission. The Commission accepted the Council's recommendation and now invites any interested parties to submit ward schemes based on that total number.

Stages of the review

2. The review is carried out under the Local Democracy, Economic Development and Construction Act 2009 and is split into six stages.
3. After Stage One had started it was discovered that the electorate statistics published on the Commission's website were not accurate. They had included overseas electors which are not part of this review as they cannot vote in local elections. These have now been corrected and the Commission has decided to extend the timetable by a short period. Below is the revised timetable.

Stage	Timing	Function
Preliminary	June–December 2017	Now complete.
Stage One	9 th Jan-2 nd April 2018	The Commission will publish a council size it is minded to recommend and invite ward proposals based on that council size.
Stage Two	5 th June-13 th August 2018	The Commission will publish a draft ward scheme for consultation.
Stage Three	2 nd October 2018	The Commission will publish its final recommendations.
Stage Four	October-December 2018	The Commission's draft order giving effect to its recommendations is laid in both houses of parliament. Parliament can either accept or reject the recommendations. It cannot modify them.
Stage Five	May 2020	The new electoral arrangements will come in to force.

4. We are now in Stage One.

Cross-party working group

5. As the Board knows a cross-party member working group has been set up in order to make recommendations. The Working Group has met several times and has agreed a recommended ward scheme. The Working Group was not unanimous but the scheme as proposed is supported by the Labour and Liberal Democrat groups.

Below are the new wards electorate figures and suggested names:

Area/Ward	Sum of July 17 Electors	Target Electors	Variation (must be +/-10%)	Variation (number)
North-Eastern				
Barton	5018	4834	103.81%	184
Churchill	4990	4834	103.23%	156
Headington	5230	4834	108.19%	396
Marston	4728	4834	97.81%	-106
Quarry and Risinghurst	5255	4834	108.71%	421
Headington Hill and Northway	4646	4834	96.11%	-188
Area/Ward	Sum of July 17 Electors	Target Electors	Variation (must be +/-10%)	Variation (number)
South-Eastern				
St Clement's	4638	4834	95.95%	-196
Bartlemas	5100	4834	105.50%	266
Donnington	4538	4834	93.88%	-296
Rose Hill	4879	4834	100.93%	45
Cowley	5074	4834	104.96%	240
Littlemore	4967	4834	102.75%	133
Northfield Brook	4729	4834	97.83%	-105
Blackbird Leys	4552	4834	94.17%	-282
Temple Cowley	4579	4834	94.72%	-255
Lye Valley	4718	4834	97.60%	-116
Western				
Wolvercote	4762	4834	98.51%	-72
Cuttleslowe	4947	4834	102.34%	113
Summertown	4925	4834	101.88%	91
Walton Manor	4621	4834	95.59%	-213
Jericho	5062	4834	104.72%	228
Osney and St Thomas	5078	4834	105.05%	244
Holywell	4546	4834	94.04%	-288
Hinksey Park	4441	4834	91.87%	-393
Grand Total	116023	116016		

6. A textual description of the scheme is described in Appendix 1. An A0 map will be displayed at the Board meeting. An A4 indicative version is attached at Appendix 2.

Financial implications

7. There are no financial implications.

Legal issues

8. There are no legal implications.

Level of risk

A completed Risk Register is attached at Appendix 3.

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Background Papers: None

Report of the Ward Boundary Review Working Group to CEB – 20th March 2018

Criteria Used

This submission uses the following principles as criteria for the proposed scheme, in addition to the legally required criteria for equality of electorates:

- the river Cherwell and the river Thames south of the confluence with the Cherwell should be used as boundaries between wards
- that wards should be based on clearly identifiable communities or collections of communities
- as far as possible to use arterial roads as the centre of wards rather than boundaries between them
- where possible – in several parts of the city it is not - current wards should be the starting point for the new scheme

Number of Councillors

In line with the submission from the Council that has been accepted by the Commission, the scheme is for 48 councillors.

Number of Wards

Oxford currently has a scheme of 24 two member wards, which has been in place since 2002. This approach replaced the previous system of 17 larger wards, and was supported by the Council and the Commission because a larger number of smaller wards had the following advantages:

- smaller wards offer better community identity with the political boundaries
- in multi-member wards all electors rightly expect that each councillor is equally representative of them, and a two-member ward scheme means that each councillor represents 33% fewer electors than a three-member ward scheme, enabling them to be more responsive to the needs of their electors
- wards make it easier for electors to identify with their councillors
- the communities that make up Oxford better suit 24 two-member wards than they do any other scheme

The experience of the current two member ward system has amply demonstrated these advantages; therefore a 24 ward scheme should be retained.

Electoral Equality

The proposed scheme achieves variations of less than 10% from the mean for the electorate of each ward (4,834), in line with guidance from the Commission.

Community Identity

Oxford is made up of many communities of different sizes. These range from the villages and hamlets that have been absorbed into Oxford over the years, such as Iffley, Headington and Littlemore, to the communities that have built up within the city, like Jericho, St Clement's and Rose Hill. These communities form the core of a ward in the proposed scheme.

A community is an area that can be defined by social, historical, architectural and geographical separateness to the areas around it. The scheme has taken into account areas defined by community and residents associations, areas that are centred round shops or other facilities as well as areas that are identified by name.

In one case, the Blackbird Leys/Greater Leys estate, a community is larger than a single ward, but is exactly equal to two wards. This instance, and others such as Barton and Rose Hill which are contained within a single ward, illustrate the advantages of the 24 ward approach. Each ward in the scheme is therefore made up of two or more of the smaller communities. No community that is clearly identifiable is split between two wards.

Boundaries

Where practical the scheme tries to use geographical features as boundaries. Where there is a boundary through a residential area the preference is to use property boundaries rather than the middle of roads, except where the need for electoral equality requires it.

Electoral Frequency

The scheme proposes no change to the current biennial election cycle.

Ward Names

The scheme makes tentative suggestions for ward names which reflect the community or communities to be represented.

Summary

The scheme proposes 24 wards, each with two councillors, making a total Council membership of 48. Each ward is within the target for electoral equality set by the Commission.

As well as achieving the required standard for electoral equality, the scheme equally complies with the requirements for community identity. Each ward is made up of one or more clearly identifiable communities. Moreover on the only occasion when a community is split over two wards the community is divided to form the whole of two wards.

Ward 1

Area: Upper and Lower Wolvercote, streets west of Banbury Road between the Banbury Road and the Oxford to Bicester railway line.

Boundaries: City boundary to the north and west, Oxford-Bicester railway line between the city boundary and the Wolvercote Roundabout, Sunderland Avenue, Banbury Road, South Parade, geographic features to Hooper's Meadow.

Electors: 4762 (1.50% variation from mean)

Proposed name: Wolvercote

This proposed ward keeps together the two parts of Wolvercote village, and links them with the new proposed residential developments at Northern Gateway. It is particularly important that these new developments are integrated into existing communities, and the hard boundary of the railway line means that the obvious link is to Wolvercote to the south.

The three different roadways along Sunderland Avenue are a clear boundary between different communities to the north and south of the road. Banbury Road at this point in its length is a dividing line rather than a centre of a community, while South Parade marks the division between the retail area of Summertown to the south and the residential area to the north. The boundary on Port Meadow reflects a traditional boundary between the city and Wolvercote village.

Each community in this ward is relatively self-contained, although clearly there are links between Upper and Lower Wolvercote and as noted above links between the Northern Gateway development and Wolvercote village are essential. The area between Woodstock and Banbury Roads has little community identity as a whole, but rather within roads. This is why the boundary tries to avoid dividing roads between two wards.

Ward 2

Area: Sunnymead, Cutteslowe, Templars Road, Five Mile Drive/Lakeside

Boundaries: City boundary from Oxford-Bicester railway line to River Cherwell, River Cherwell to southern edge of Lonsdale Road, southern edge of Lonsdale Road gardens to Banbury Road, Banbury Road to Cutteslowe Roundabout, Sunderland Avenue.

Electors: 4947 (2.33%)

Proposed name: Cutteslowe

This ward brings together a series of connected communities - Sunnymead, Cutteslowe, Templars Road, Five Mile Drive – into a single ward. Each of these communities is distinct, but has links with its neighbours. Both Cutteslowe Park and Cutteslowe Primary School act as shared facilities for communities across this proposed ward, linked by the well-used and popular foot and cycle bridge across Elsfield Way that sits at the heart of the area.

The southern boundary of the ward reflects the shift from residential areas to the north and the retail and employment area of Summertown to the south. The remaining boundaries are either clear geographic features such as the river or railway, or are roads that divide rather unite communities.

Ward 3

Area: Summertown and the historic North Oxford suburb, including Norham Manor

Boundaries: South Parade and the southern edge of Lonsdale Road to the north, River Cherwell to the east, University Parks, Banbury Road between Norham Gardens and the southern edge of St Margaret's Road, Kingston Road to Aristotle Lane, Port Meadow to the west,

Electors: 4925 (1.88%)

Proposed name: Summertown

The clearly identifiable district centre at Summertown forms the northern part of this ward, then the historic North Oxford suburb and the associated community of Norham Manor. These areas are recognised by the City Council and by national conservation bodies because of their historic architectural significance, and combining them into a single ward makes for a coherent approach.

The boundaries of the ward are clear and legible, and separate Norham Manor from the neighbouring but very different community of Walton Manor to the west.

Ward 4

Area: Walton Manor, Waterside

Boundaries: Railway line to the west from the southern end of William Lucy Way to Aristotle Lane, Kingston Road to St Margaret's Road, Banbury Road then Parks Road to Keble Road, Little Clarendon Street, Walton Street to Walton Well Road to the Canal towpath to the southern end of William Lucy Way.

Electors: 4621 (4.41%)

Proposed name: Walton Manor

This ward brings together the two distinct but increasingly linked communities of Walton Manor and Waterside.

Walton Manor, centred around the two main north-south axes of Kingston Road and Southmoor Road is a long-established Victorian suburb clearly different to the communities of Jericho to the south and Norham Manor to the east. Waterside is a relatively new development between Walton Well Road and Aristotle Lane on the west side of the canal, but increasingly integrated with Walton Manor.

Walton Manor and Waterside clearly have more in common with one another than either of them has with Jericho to the south. Jericho is physically separated from both by the former Lucy's factory and St Sepulchre's cemetery, and has a distinctly different historical and social background.

The inclusion of all of William Lucy Way in this ward corrects an anomaly in the current boundaries which split the road along a no-longer extant ditch.

Ward 5

Area: Jericho, St John Street, St Giles, Broad Street colleges.

Boundaries: Parks Road, High Street, Queen Street, New Road, Oxford Canal to southern end of William Lucy Way, northern edge of Juxon Street, Walton Street to Little Clarendon Street, Keble Road

Electors: 5062 (4.71%)

Proposed name: Jericho

This ward links the historic communities of Jericho with the neighbouring St John Street area, St Giles' and the University of Oxford Colleges on Broad Street, and the small but growing number of residential areas in the city centre.

Jericho is the oldest surviving of Oxford's suburbs, and is the closest to the city centre. Residents regard the city centre shops and markets as local, and while the Jericho community is clearly separate, it is the Oxford community with the best links to the historic core of the city. St John's Street and Gloucester Green, with their active residents association, help to reinforce the link from Jericho to the City Centre.

It is not possible to keep all the city centre colleges in one ward and this proposal aims to divide the city centre student population between three different wards, with some permanent residents in each to give continuity.

The boundary between this ward and Holywell to the east is clear and easy to define. It also successfully recognises some of the distinctions between different areas of colleges, for instance by keeping the Turl Street colleges together in this ward and the Merton Street colleges together in Holywell ward. While these distinctions are as much ones of architecture and tradition as they are of any differences in the communities of people, it is important for the boundaries to reflect them where possible.

Ward 6

Area: St Thomas's, St Ebbe's, Osney Island, Botley Road, Rewley Road

Boundaries: City boundary to the west and south, Port Meadow to the north, Oxford Canal, New Road, Queen Street, St Aldate's to Thames Street, Castle Mill Stream to River Thames, Oxford to London railway line.

Electors: 5078 (5.04%)

Proposed name: Osney and St Thomas

St Ebbe's and St Thomas's are two of the oldest suburbs of Oxford, but were severely damaged by redevelopment schemes in the late 1960s, leaving only remnants of once thriving communities. In recent years however these two areas have begun to re-establish communities, and the proposed major development of the Oxpens site that sits between the two areas will further enhance the links between them.

With a major expansion of population will come new community facilities, both on the Oxpens site and on the Osney Mead development area (soon to be linked to Oxpens by a new bridge for cyclists and pedestrians) where a new school for the area is being considered. This emerging link from Osney Mead to Oxpens, plus the existing links from Osney Mead to Osney and the Botley Road, make it very important for these communities to be covered by a single electoral ward. The ability to express shared preferences through their elected councillors is vital at this critical stage of the development process.

The boundaries of Oxford make it inevitable that Botley Road and Osney, though somewhat different communities, will be in the same ward, along with the hamlet of Binsey which is only accessible from the Botley Road. The Rewley Road area is a small and distinct community, but which has clear geographic and social links to both St Thomas's and the Botley Road/Osney area.

Ward 7

Area: City centre colleges

Boundaries: Rivers Thames and Cherwell, University Parks, Parks Road, Broad Street, High Street, St Ebbe's

Electors: 4546 (5.96%)

Proposed name: Holywell

Holywell ward is unchanged from the current boundaries. It is a predominantly student ward, which is unavoidable in central Oxford. However it does still adhere to the principles of clearly identifiable communities.

The different groups of colleges do have some separate identity, although it is as much historical and architectural as social. This ward keeps those groups together. For instance Parks Road is good boundary between the St Giles'/Broad Street colleges and those clustered round Parks Road, Holywell Street and Mansfield Road. Similarly using the High Street as a boundary helps to keep the colleges in Merton Street and Oriel Square as a group.

There are a small number of permanent residents concentrated in the Manor Road area. As they are well away from any other residential area, any proposals that linked them artificially with other residential areas would fail to reflect communities on the ground and fail to comply with the requirement for boundaries that given good government.

Ward 8

Area: Grandpont and New Hinksey, St Ebbe's south of Thames Street

Boundaries: City boundary and River Thames, Thames Street

Electors: 4441 (8.14%)

Proposed name: Hinksey Park

This ward is unchanged from the current boundaries. Given the geography of the area and the use of the natural boundary of the river Thames this ward largely draws itself. It is not possible to link it with other areas and continue to comply with the requirements of equality of size.

That being said the ward clearly complies with the requirements of marking community boundaries, bringing together as it does the two communities of Grandpont and New Hinksey (often referred to collectively as the Abingdon Road).

At the northern end of the proposed ward Thames Street forms a clear boundary between the residential area around Trinity Street and the offices and shops of the more commercial area immediately to the north.

Ward 9

Area: Old Marston, New Marston, Edgeway Road,

Boundaries: River Cherwell, Northern Bypass, boundary between Northway Estate and Court Place Farm sports ground, Marsh Lane, Marston Road, William Street.

Electors: 4728 (2.2%)

Proposed name: Marston

This ward is unchanged from the current boundaries. It contains the whole of the Old Marston Parish, New Marston and the area to the south around Edgeway Road. While these areas are somewhat distinct the boundaries between them are blurred, while the boundaries to the separate communities of Northway and Headington Hill to the east are much clearer.

Ward 10

Area: Northway, Headington Hill, John Radcliffe Hospital site.

Boundaries: City boundary to the north, edge of Northway estate to Marsh Lane, Marston Road, Headington Hill to the rear of Headley Way, Franklin Road, rear of Sandfield Road, the grounds of the John Radcliffe Hospital, Dunstan Park, Northern Bypass

Electors: 4646 (3.89%)

Proposed name: Headington Hill and Northway

This ward is almost identical to the current boundaries, adding the grounds – and thus the staff accommodation – of the John Radcliffe hospital.

The ward combines one distinct community, the Northway Estate, with the geographically distinct area of Headington Hill. This latter is a mixture of student accommodation and small and somewhat scattered areas of private housing, and the small community around Crotch Crescent off the Marston Road. While there is no overriding community reason to keep Headington Hill in one ward, its importance as a conservation area makes retaining it as a single entity important.

The addition of the hospital to this ward is the change with the least impact required to ensure that the proposed Headington ward remains with the boundaries for electoral equality. As the staff accommodation at the hospital has not particular community links with any surrounding area, this proposed change does not have any negative consequences for community identity in this or the neighbouring ward.

Ward 11

Area: Old Headington, New Headington, Headley Way area, Bury Knowle.

Boundaries: Northern bypass, middle of Barton Road, London Road to rear of Windmill Road, rear of St Leonard's Road, rear of Wharton Road, York Road, Old Road, rear of Bickerton Road, Brookside, Franklin Road, rear of Sandfield Road, grounds of John Radcliffe Hospital, Dunstan Park.

Electors: 5230 (8.19%)

Proposed name: Headington

This ward retains the bulk of the existing Headington ward, with one small additional and one small subtraction in order to remain within the required quota for electoral equality.

This proposed ward retains a single ward that brings together the communities of Old and New Headington, and adds to them the area of Headington between Barton Road and Bury Knowle Park which is currently in the Barton and Sandhills ward. This area, whose polling station for elections is actually in the current Headington ward, is much more clearly part of Headington than it is part of Barton or Quarry.

In order to ensure that the number of electors stayed within the quota the residential flats on the John Radcliffe Hospital site have been removed from this ward. These flats tend to be occupied on short lets by hospital staff, and there is no loss of community identity as a result of this move, whereas the addition of the Bury Knowle area is a net benefit for community integration and identity.

Ward 12

Area: Barton, Sandhills

Boundaries: City boundary to the north, A40 to the south.

Electors: 5018 (3.80%)

Proposed name: Barton

This ward is identical to the current ward, other than the removal of the VA polling district around Bury Knowle Park and Barton Road to the south of the A40. This change is the result of the building of the new Barton Park estate, a substantial urban extension to Oxford that will increase the population of the ward significantly.

Barton has a very strong community identity, and the new Barton Park development is being designed to integrate wholly with the existing estate. It is therefore essential that these two areas which are planned to form a single community sit within the same electoral ward.

The smaller community of Sandhills to the east could either be linked with Barton to the west or with Risinghurst to the south when forming wards, but only continuing the current link with Barton ensures that other communities elsewhere are not split. The physical division between Risinghurst and Sandhills is also emphasised by the A40 dual carriageway, whereas new development in recent years at Green Ridges bridged what used to be the gap between Sandhills and Barton.

The increased electorate in Barton as a result of the new development results in the removal of the Barton Road area from this ward, which increases the community identification of this ward, with no negative consequences elsewhere.

Ward 13

Area: Risinghurst, Headington Quarry village, Quarry Road area

Boundaries: City boundary to the east, Old Road, eastern edge of properties on York Road, western boundary of Wharton Road to St Leonard's Road, western boundary of Holyoake Road, London Road to Barton Road, Northern Bypass, A40.

Electors: 5255 (8.70%)

Proposed name: Quarry and Risinghurst

The ward brings together two clearly defined communities in Risinghurst and Headington Quarry, along with residential areas to the west which are part of the expansion of New Headington from its original area around New High Street.

This ward is largely unchanged from the current boundaries, other than the addition of streets to the north of London Road between Barton Road and the bypass. These streets form a small community around the playing field, local shops, bus stops and crossing of the London Road, and link to Toot Hill Butts and Coleman's Hill on the southern side of London Road. While their inclusion in this ward is to ensure electoral balance, the clear community links between the two sides of London Road at this point means that there is no loss of community integrity.

While the boundaries around Risinghurst and Headington Quarry are very clear, and Old Road makes a clear division between the communities to the north and to the south, the boundary to the west is less clear. These proposals make a small adjustment to move all of the currently divided York Road into a single ward, improving community identity.

The alternative to linking the communities of Risinghurst and Quarry in one ward would be to put Risinghurst together with Sandhills. This however makes achieving equality of size impossible without splitting the much larger community of Barton over two wards, which would be severely damaging in terms of community integrity. The links between Risinghurst and Quarry are at least as strong if not stronger than those between Risinghurst and Sandhills, and this proposal reflects that.

Ward 14

Area: Oxford Brookes University at Gypsy Lane, Gipsy Lane estate, Little Oxford, Town Furze estate, Wood Farm estate

Boundaries: Headington Hill to Brookside, west of Brookside to Old Road, Old Road, City Boundary, south of Mascall Avenue, the Slade, Lye Valley nature reserve, Boundary Brook stream, Warneford hospital grounds, South Park southern edge

Electors: 4990 (3.22%)

Proposed name: Churchill

This ward, which contains a number of smaller but separate communities in the Headington area, is unchanged from the current boundaries other than some minor adjustments on the Old Road between Windwill Road and the city boundary. Each area has its own identity, and they are linked together geographically by Old Road.

At the western end of the proposed ward the Brookes University residential blocks at Cheney Lane are linked to the residential areas of Little Oxford and the Gypsy Lane estate. Both these areas have significant student populations either in purpose-built blocks or in rented accommodation in ordinary houses.

The other half of the ward is made up of the linked areas of the Wood Farm and Town Furze estates. The two areas of a similar age and have a similar social mix. The alternative of including the Bulan Road/Dene Road area in this ward instead of Wood Farm would not be satisfactory in terms of similarity of communities or of sensible boundaries as it would not be possible to achieve equality of numbers without creating an artificial split in the Wood Farm estate.

Ward 15

Area: Bulan Road and Dene Road area (Lye Valley estate), new developments at Cowley Barracks, Horspath Road area

Boundaries: City boundary to the east, Horspath Road, Eastern Bypass to rear of Oliver Road, rear of White Road to Hollow Way, Barracks Lane, Boundary Brook, Lye Valley nature reserve, The Slade, Mascall Avenue

Electors: 4718 (2.41%)

Proposed name: Lye Valley

This ward is largely identical to the current ward, but with some areas subtracted on the southern edge in order to achieve electoral equality after the approval of a substantial new development on a former industrial site on Hollow Way.

The proposed ward retains the distinct communities of Lye Valley and Horspath Road, and the new community that is emerging on sites that used to be the Cowley Barracks.

The Lye Valley estate is a clear and distinct community, with easily identifiable boundaries that separate it from the Wood Farm and Town Furze areas to the east and north. Similarly the area around Horspath Road and Normandy Crescent is a separate and distinct community, which is kept together by this proposal.

Recent developments between Lye Valley and Cowley have created a more or less continuous residential development along The Slade and Hollow Way. This new development has had little time to develop its own community, but as it is predominantly owner-occupied and privately rented it has more in common with the two areas in this proposed ward than, for instance, with the Wood Farm estate to the north.

Ward 16

Area: St Clement's, northern end of Cowley Road

Boundaries: River Cherwell, Marston Road, Headington Hill, edges of South Park, western edge of Divinity Road, Cowley Road, Magdalen Road, both sides of Hurst Street, both sides of Bullingdon Road, Jackdaw Lane to Thames/Cherwell confluence

Electors: 4638 (4.06%)

Proposed name: St Clement's

This new ward covers the heart of the St Clements area, and the streets on the northern end of the Cowley Road area. The shortfall in electors in the current St Mary's ward, and the impacts of changes in the current Lye Valley and Littlemore wards, mean that new wards need to be drawn up to cover this part of East Oxford.

Cowley Road, with its shops, cafes and restaurants, forms the centre of this community along with buildings like the East Oxford Community Centre, East Oxford health centre and the Oxford Central mosque. At the northern end of the ward St Hilda's College and the University Sports Ground emphasise the link between this part of Oxford and Oxford University immediately to the north-west over Magdalen Bridge.

Ward 17

Area: Donnington, Boundary Brook estate, Iffley Fields

Boundaries: River Thames to confluence with the Cherwell, Jackdaw Lane, rear of Bullingdon Road, rear of Hurst Street, both sides of Catherine Street, footpath to Iffley Road, northern boundary of Cavell Road to river

Electors: 4538 (6.13%)

Proposed name: Donnington

This new ward includes the distinct communities of Donnington and Iffley Fields, and the areas to the east of the Iffley Road including the Boundary Brook estate. As noted above, the shortfall in electors in the current St Mary's ward, and the impacts of changes in the current Lye Valley and Littlemore wards, mean that new wards need to be drawn up to cover this part of East Oxford.

Donnington, and the associated estate at Boundary Brook, are very clearly identifiable communities, separate from Iffley and Florence Park to the south by geographic as well as community identity boundaries.

To the east the area between this ward and the proposed Bartlemas ward is a zone of gradual transition rather than a clear-cut division, but using Catherine Street and Hurst Street means that this ward is centred around the shops and facilities on the Iffley Road, while Bartlemas is centred around the Cowley Road.

To the north Jackdaw Lane and Bullingdon Road make a convenient and legible boundary with the proposed new St Clements ward, again within an area of transition rather than a hard and fast community division.

Ward 18

Area: White City, Cricket Road/Ridgefield Road area, streets between Cowley Road and Barracks Lane, Divinity Road and Southfield Park, Bartlemas

Boundaries: Rear of Catherine Street, Magdalen Road to Cowley Road, northern edge of Divinity Road, Hill Top Road, edge of golf course, Boundary Brook, Barracks Lane, southern edge of Glanville Road, Cowley Road to Marsh Road footpath, cycle track to Catherine Street

Electors: 5100 (5.50%)

Proposed name: Bartlemas

This new ward, whose proposed name comes from one of Oxford's oldest and smallest communities, is based around the core East Oxford and Divinity Road communities.

This part of Oxford is densely developed, with different small areas centred around shops and facilities such as places of worship and community centres which blur and overlap. As such drawing boundaries that delineate clearly separate communities is very difficult. However these proposals put the core of communities at the centre of wards, creating rational and legible boundaries.

The use of Catherine Street, roughly equidistant between the Cowley and Iffley Roads, as a boundary separates this ward centred on the Cowley Road from the proposed Donnington ward centred on the Iffley Road. Similarly the use of Magdalen Road divides this mid-section of the Cowley Road area, the heart of East Oxford, from the St Clements area to the north.

Ward 19

Area: Rose Hill and Iffley Village

Boundaries: River Thames to city boundary at southern bypass, bypass to Littlemore roundabout, Oxford Road to southern boundary of Westbury Crescent, Beauchamp Lane, southern boundary of Church Cowley Road, Henley Avenue, northern boundary of Cavell Road to river

Electors: 4879 (0.92%)

Proposed name: Rose Hill

This ward is unchanged from the current boundaries. It contains the two distinct communities of Iffley Village and the much larger Rose Hill.

The remaining part of the ward on the eastern side of Rose Hill Road is included in part to ensure equality of electorates. It is however the part of the Cowley area that is most closely linked with Rose Hill, as Westbury Crescent is the only entrance to Rose Hill Road opposite the Rose Hill estate.

To achieve equality of electorates by adding any other area, such as part of Littlemore, part of Florence Park or part of Donnington would create a split in each of those communities, thus making achieving the aim of community identity impossible; where these two principles come into conflict community identity should take priority.

Ward 20

Area: Florence Park, Cowley

Boundaries: Eastern bypass, Garsington Road/Oxford Road, Between Towns Road, western edge of Maidcroft Road, Marsh Road footpath to Iffley Road, rear of Rose Hill Road, Church Cowley Road, southern edge of Westbury Crescent, east of Cowley Road (Littlemore), northern edge of Long Lane.

Electors: 5074 (4.96%)

Proposed name: Cowley

This ward is broadly the same as the current Cowley ward, with an addition at Bodley Road/Herschel Crescent and a subtraction at Maidcroft Road for reasons of electoral equality.

The core of the ward is made up of two communities: Florence Park to the north is a clear community of its own, as is the Cowley area to the south. At the heart of the ward, linking the two areas together, is the Cowley Centre.

The Florence Park area is separated from neighbouring areas by clearly identifiable geographic features in all directions except the east, where the transition to the Oxford Road and Temple Cowley beyond is gradual rather than clear-cut.

South of Between Towns Road lies the old village of Cowley, now almost totally superseded by subsequent development such as the Cowley Centre. However the Cowley Centre now acts both as a focal point for the whole of the south-east of Oxford and as a dividing point between communities.

The boundary between communities to the south is a gradual transition rather than a firm line, meaning that the adjustments required for electoral equality for the Littlemore ward do not divide communities unnecessarily.

Ward 21

Area: Old Temple Cowley, Fern Hill Road

Boundaries: Barracks Lane, southern edge of Glanville Road, Cowley Road/Oxford Road, Marsh Road footpath, western edge of Maidcroft Road, Between Towns Road, Oxford Road/Garsington Road, Eastern Bypass, northern edge of Oliver Road/Marshall Road, Hollow Way.

Electors: 4105 (-5.387%)

Proposed name: Temple Cowley

This is in effect a new ward, required because of significant increases in population in the neighbouring Lye Valley ward and the knock on impacts of increases in the population of Littlemore ward.

The heart of the ward is the old village of Temple Cowley, a clearly identifiable community formed around Temple Road and Crescent Road. The boundary to the west, with Cowley ward, is not distinct, and the boundary line is drawn for the best fit of electoral equality with no detriment to community identity.

To the north Barracks lane and the golf course form a clear boundary to the west of Hollow Way, and to the east the proposed boundary forms the best fit for electorally equality with the least division of communities.

Ward 22

Area: Littlemore

Boundaries: City boundary to the south and west, bypass, Oxford Road, northern boundary of Kelburne Road, rear of Cowley Road, rear of Long Lane, bypass to Littlemore village, track to Minchery Farm

Electors: 4967 (2.75%)

This ward is very largely identical to the current boundaries, with a small subtraction in the north-east to take account of an increased electorate stemming from development within the ward.

The Van Dieman's Lane/Herschel Crescent area of the current ward closely adjoins Cowley, and has better community links to that area than it does to the village centre of Littlemore to the south of the bypass. While it is regrettable that a small area of the Littlemore Parish has to be separated in this way, moving these roads seem to have the least net negative impact in terms of community identity.

Ward 23

Area: Blackbird Leys west including Kestrel Road and Knights Road, Greater Leys/Fry's Hill

Boundaries: City boundary, path to Minchery Farm from bypass, Eastern bypass, rear of Blackbird Leys Road, Windale Avenue, Northfield Brook

Electors: 4729 (2.17%)

Proposed name: Northfield Brook

This ward, and the neighbouring Blackbird Leys ward, are almost unchanged from the current boundaries.

The only small change, to ensure electoral equality, is to move the district centre shops and the associated homes on Blackbird Leys Road from this ward to the Blackbird Leys ward.

While there are three communities within the overall Blackbird Leys area – old Blackbird Leys, Greater Leys and Green Hill – the links between them are more significant than any divisions between them. Taken together they make up two wards, and any other scheme than the current one would create artificial divisions in the middle of these communities.

Ward 24

Area: Blackbird Leys eastern part, Green Hill

Boundaries: Horspath Road, Eastern Bypass, rear of Blackbird Leys Road/Windale Avenue, Northfield Brook, City boundary

Electors: 4552 (5.83%)

Proposed name: Blackbird Leys

This ward, and the neighbouring Northfield Brook ward, are almost unchanged from the current boundaries.

The only small change to ensure electoral equality is to move the district centre shops and the associated homes on Blackbird Leys Road from Northfield Brook to the Blackbird Leys ward.

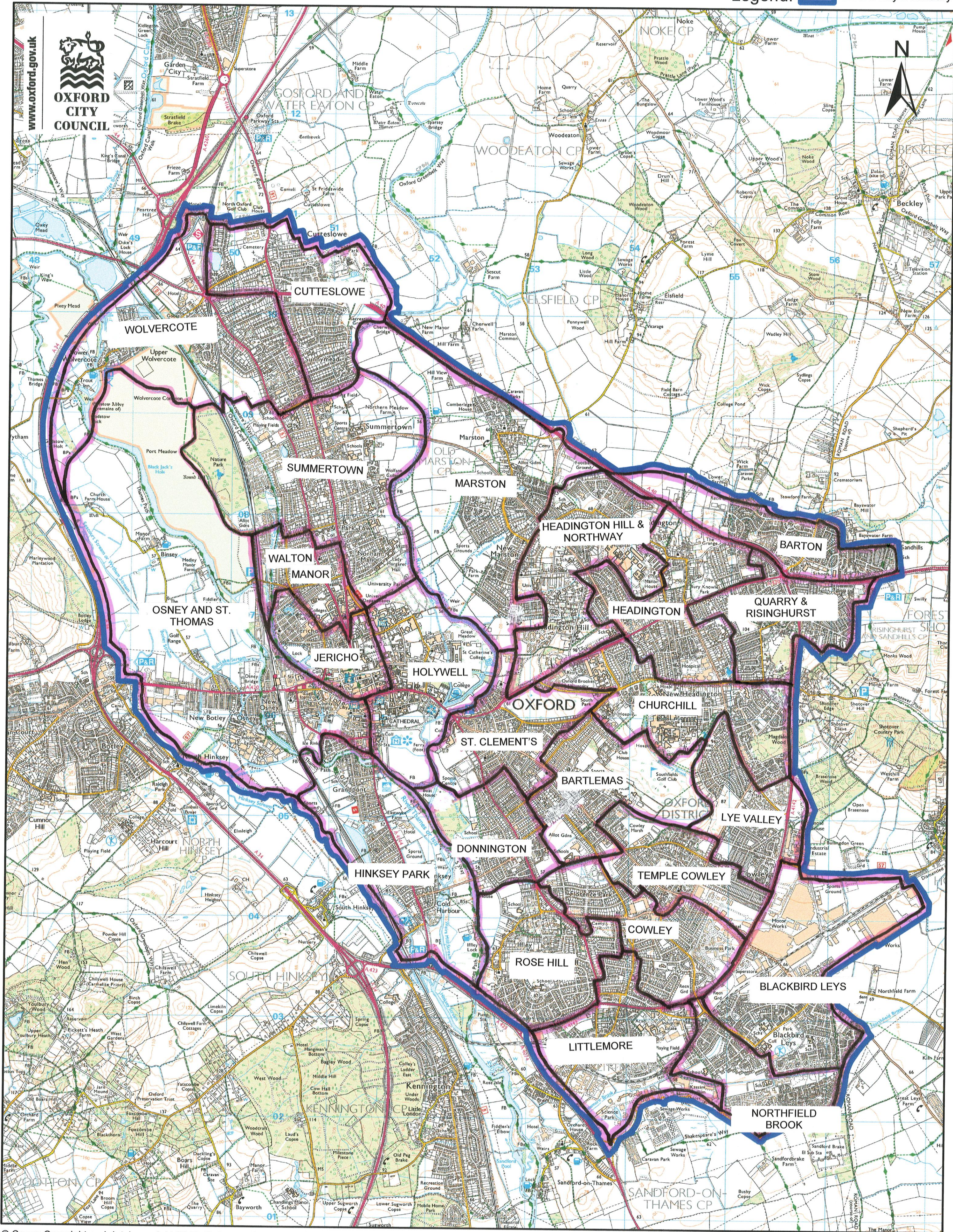
While there are three communities within the overall Blackbird Leys area – old Blackbird Leys, Greater Leys and Green Hill – the links between them are more significant than any divisions between them. Taken together they make up two wards, and any other scheme than the current one would create artificial divisions in the middle of these communities.

An additional change, which has no impact on the electorate of the ward, is to include the BMW factory in the Blackbird Leys ward. This reflects the estate's historic association with the factory, for which it was largely built.

Oxford City OS 25K Boundary Map

Appendix 2

Legend:  Oxford City Boundary



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Map Created on 05/03/2018

www.oxford.gov.uk

0 500 1,000 2,000 3,000 4,000 Meters

Scale: 1:24,000

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Appendix 3: Risk Register

					Date Raised	Owner	Gross		Current		Residual		Comments	Controls				
Title	Risk description	Opp/ threat	Cause	Consequence			I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner
City Ward Boundary Review 2018	If the agreed scheme is inaccurately implemented by the Council	Threat	Implementation of the agreed scheme	Reputational damage, possible court action	27/10/17	Martin John	3	1	0	0	3	1		Ensure, when the changes are made in the elections management system, that they are checked by at least two different people	Jan 2020	Ongoing	20%	Anita Bradley

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To: City Executive Board
Date: 20th March 2018
Report of: Head of Financial Services
 Head of Business Improvement
Title of Report: Integrated Performance Report for Quarter 3 2017/18

Summary and recommendations	
Purpose of report:	To update Members on Finance, Risk and Performance as at 31 st December 2017.
Key decision:	No
Executive Board Member:	Councillor Ed Turner
Corporate Priority:	Efficient and Effective Council.
Policy Framework:	Corporate Plan
Recommendation: That the City Executive Board resolves to:	
Note the projected financial outturn and current position on risk and performance as at the 31 st December 2017.	

Appendices	
Appendix A	Corporate Integrated Dials
Appendix B	General Fund - Dec 2017 Forecast Outturn
Appendix C	Capital Programme - Dec 2017 Forecast Outturn
Appendix D	HRA - Dec 2017 Forecast Outturn

Introduction and background

1. This report updates the Board on the financial, corporate performance and corporate risk positions of the Council as at 31st December 2017. A brief summary is as follows:
2. **Financial Position**
 - a. **General Fund** – the outturn forecast is projected to be a favourable variance of (£0.516) million against the net budget requirement of £21.056 million;
 - b. **Housing Revenue Account** – the outturn forecast is projected to be in line with the Budgeted Surplus of (£5.619) million;
 - c. **Capital Programme** – the outturn position is forecast to be a favourable variance of (£8.692) million against the latest budget of £61.039 million due to slippage into future financial years;
3. **Performance** – 75% (12) of the Council's corporate performance targets are being delivered as planned, 13% (2) are below target but within acceptable tolerance limits and 13% (2) are currently at risk, as described in paragraphs 16 - 18 below.

Corporate Risk Management – There are no red corporate risks at the end of quarter two.

Financial Position

General Fund Revenue

4. The overall Net Budget Requirement agreed at Council in February 2017 was £21.056 million. Since setting the budget there have been transfers from reserves into the budget, these transfers represent unspent budgets from 2016/17 agreed to be carried forward into 2017/18 and have the effect of increasing the Net Budget Requirement. Conversely during the year grant income has been transferred into Earmarked Reserves as the expenditure relating to this funding will not take place until future years. As a result General Fund net budget has increased to £21.784 million.
5. During December there were a number of virements, authorised under delegated powers by the Council's Head of Financial Services the most notable were the movement of the flexible homelessness grant into earmarked reserves, and the allocated funding for the Local Authority Trading Company (LATCo) setup being released from earmarked reserves.
6. The General Fund is forecasting a favourable variance of (£0.516), this is a net position and reflect the following key variances:

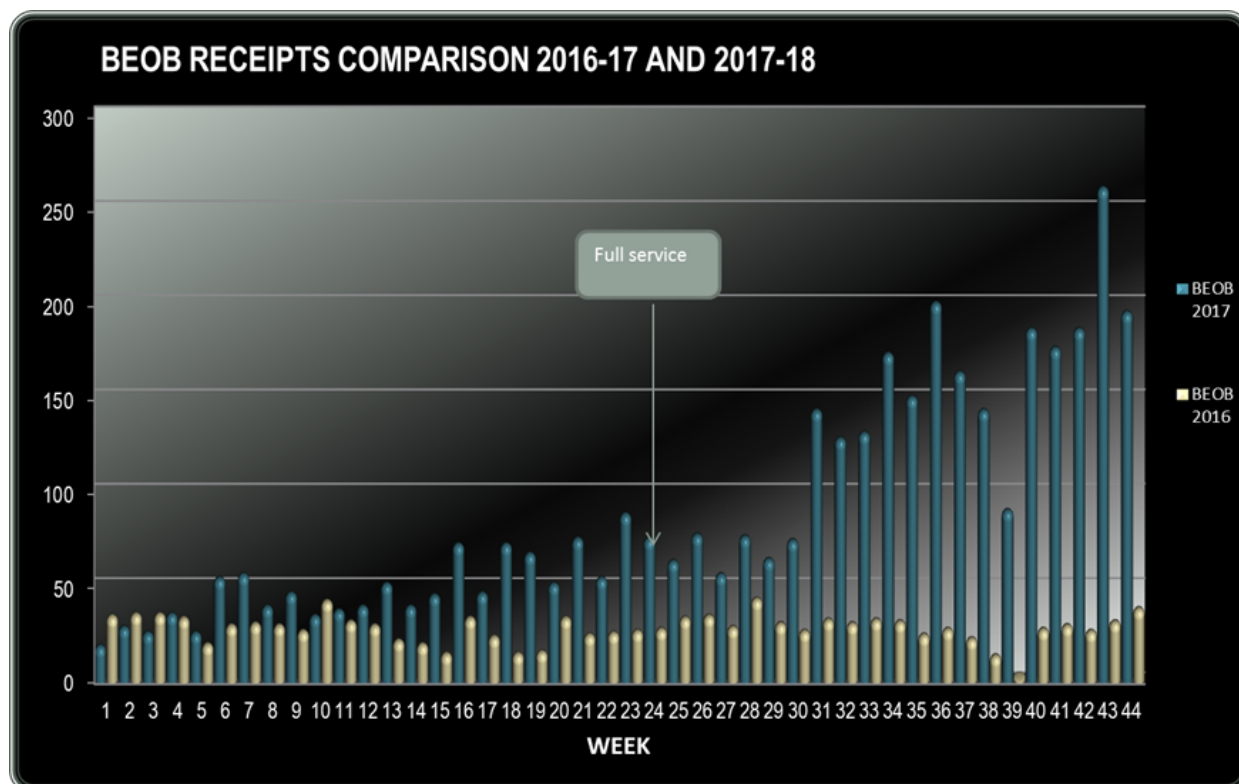
Direct Services - forecasting a favourable variance of (£0.600) million at year end. This reflects an overachievement of income in the following areas: Car Parks (£0.130) million; Motor Transport (£0.100) million; Engineering (£0.220) million and Commercial Waste (£0.150)

At the end of December the level of debt over 90 days stood at £0.342 million, a small reduction on the previous month. Positive work is being carried out by Direct Services and Finance to reduce this level of debt. Although the provision is adjusted at year end some of the overachieved income may subsequently need to be utilised to increase the bad debt provision.

Community Services are forecasting an adverse variance of £0.048 million at year end due to Rosehill Community Centre Health Hub income which will not be received as the lease will not come into effect until after 2018/19 due to delays in specification and agreement with the Hospitals trust on lease terms. This pressure has been included in the 2018/19 MTFP budget process.

Planning, Sustainable Development and Regulatory are forecasting an adverse variance of £0.036 million at year end due to the regrading of a post in Environmental Sustainability and reduced income on search fees.

7. Housing Benefit expenditure in relation to local authority error is forecast to be £156k above the upper threshold at which subsidy is lost. Whilst undesirable; it should be noted that the service has implemented a significant improvement programme including providing targeted training for staff and system improvements which are ongoing. This has resulted in improvements in accuracy rates in the processing of Housing Benefit claims (70% to 85% pre and post training) and a reduction in the forecast loss from such errors (£150k compared to £253K in 2016/17). The percentage of incorrectly paid benefit compared to total Housing Benefit expenditure is 0.27%.
8. Administrative delay arising from late processing of changes to claims has improved due from the 12 week backlog of correspondence at the start of the year reducing to 7 weeks currently. The backlog includes all year end processing work affecting next years' entitlement and an additional 2,500 more changes than received last year.
9. The largest increase in demand compared to last year has been due to Universal Credit (UC). Each UC data share record is captured and indexed as a BEOB (evidence of Benefits). This year so far we have indexed 3,668 BEOBs compared to 1,123 at the same time last year. These changes inform entitlement to other benefits such as Housing Benefit, Council Tax Reduction and Discretionary Housing Payments. Quite often these are required, and at other times the information provided is unnecessary or even blank. As an example, since December an account has received 13 different notifications linked to the circumstances of the household, and it may now be that more changes are being notified by claimants as part of the requirement to maintain their journal.



Whilst the correspondence does not directly affect the Councils benefit subsidy, the processing of such information is a significant drain on the Council limited resource, diverting them from dealing with Council benefit claim and inevitably leading to admin delay and loss of subsidy. The Government do not seem to recognise the impact of these unintended consequences on the authority and representations are being made via the Leader of the Council and the local MP. Administrative delay for last year was £235k and so far the level is £226k for this year. Year-end forecast is £255k at the end of March.

10. Losses of subsidy are offset against income received from overpaid Housing Benefit. In addition the Council has an earmarked reserve of around £500k which it will use to cushion the impact on the Revenue account of Housing Subsidy losses at year end.

Housing Revenue Account

11. The budgeted surplus agreed at Council in February 2017 was £5.619 million. Since setting the budget, the net budget has increased by £0.670 million which represents budgets being carried forward from 2016/17 into 2017/18. This has been funded by a corresponding release from Earmarked Reserves to ensure that the budgeted surplus remains unchanged.
12. The £0.670 million relates to regeneration schemes at Blackbird Leys and Barton (£0.234 million); staffing cost in the incomes team (£0.050 million); procurement of furniture for sheltered accommodation (£0.086 million); additional funding for the new housing and management system (£0.200 million) and legal fees associated with the Tower Block Refurbishment (£0.100 million).

13. A total of £1.0 million has been transferred from the Major repairs Reserve into capital to fund the recladding of Windrush and Evenlode Towers following approval of this expenditure by CEB and Council in August 2017.
14. The Housing Revenue Account is currently forecast to be in line with the approved budgeted surplus of £5.619 million. The £0.292 pressure which was highlighted in Quarter 2 budget monitoring has now been mitigated with additional income primarily arising from Housing rents; details of which are given below:
 - Dwelling Rent – favourable variance of (£0.080) million due to slow down in RTB disposals, temporary accommodation income higher than expected and a move of 142 properties to formulae rent.
 - Service Charges – favourable variance of (£0.160) million due to additional service charge income being received following an increase in number of leaseholders; inflationary increases and removal of the service charge discount.
 - Miscellaneous Income – favourable variance of (£0.115) million due to a review of the budgets relating to wayleaves; ad-hoc pieces of land and court costs has resulted in increased income. There has also been a favourable review of the telecommunications licences budget for the Tower Block leading to a further saving.
 - Management and Services (Stock Related) – adverse variance of £0.128 million due to additional legal costs associated with the Leaseholders Tribunal case on the Tower Block refurbishment programme
 - Miscellaneous Expenditure (Non-stock related) – favourable variance of (£0.100) million due to the budget for the demolition of a sheltered schemes which was originally planned to be carried out in 2017/18 being deferred until 2018/19 and originally funded from 'Other reserves' which have now been put back. There is nil effect on the revenue account

Responsive & Cyclical Repairs – favourable variance of (£0.065) million due to underspends on night-time call outs and gas responsive repairs and the activity associated with voids is less than expected.

Capital

15. A robust review of the Capital Programme has been carried out as at the end of Quarter 3, which has resulted in some considerable slippage. The projected outturn on the Capital Programme is currently a total of £52.348 million, a variance of (£8.692) million against the latest budget. The main variances are:

General Fund

- Slippage of (£0.255) million on the Housing System Replacement into 2018/19. The successful bidder has been identified, and the slippage is due to the initial payment to the supplier not being required until May 2018. Slippage of (£0.150) million on the End-point devices project, the procurement process is underway and roll out of the new devices is due to start in early summer 2018.
- Slippage of (£0.025) million on the East Oxford Community Centre project whilst the project is re-evaluated and a further report submitted to CEB;

- Re-profiling (£3.886) million on the Purchase of Homeless Properties scheme. The original £10m programme was to fund acquisitions over an 18 month period, not 12. So an expectation that some of this spend would occur in 2018/19 was anticipated and this is now reflected in the revised profile for December. £10m will eventually be spent on properties for the homeless
 - Slippage of (£0.060) million on the Marsh Road Recreation Ground Car Park extension . Planning was approved on 02.08.17 with conditions. Information has been submitted to discharge these conditions, subject to approval by the Chair of the Planning Committee. The project is likely to start shortly with one planning condition yet to be discharged.
 - Slippage of (£0.300) million on the Feasibility Fund due to no new schemes being identified that will require feasibility funding;
 - Slippage of (£0.150) million on the Cave Street project due to delays in working up of the project,
 - Slippage of (£0.225) million on the Ship Street and New Road project, New Road redevelopment is on site but Ship Street is continuing to cause challenges in the redevelopment.;
 - Slippage of (£1.134) million on the Westgate area public realm improvements into 2018/19 awaiting the legal documentation to be signed to allow the payment to be made;
 - Slippage of (£0.750) million on the Barton Community Centre project. The order is due to be placed imminently, but the majority of spend will be in 2018/19 ;
- Slippage of (£0.150) million on the Marsh Road Depot Extension - Planning approved on 02.08.17 with conditions. Site preparation has recently commenced.

HRA

- Slippage of (£0.828) million on Tower Blocks refurbishment programme in 2018/19, this is due to the agreement of the replacement cladding and that this will mean the project will run through into July 2018;
- Slippage of (£0.100) million on Great Estates Programme into 2018/19 due to a the project running behind schedule
- Slippage of (£0.350) million on the Barton Regeneration Scheme into 2018/19, due to the project not expecting to start until February 2018;
- Slippage of (£0.150) million on the Lift Replacement Programme into 2018/19, the consultants have been appointed and are currently working on the specifications with a view to tender in November 2018.

Performance Management

16. There are sixteen corporate performance measures that are monitored during the year. Twelve (75%) are being delivered as planned, two (13%) are below target but

within acceptable tolerance limits, and two (13%) are at risk of not meeting their target.

17. Of the ten that are being delivered as planned, two relate to Vibrant and Sustainable Economy, three relate to Meeting Housing Need, three to Cleaner Greener Oxford, two to Strong and Active Communities and two to An Efficient and Effective Council.
18. The two measures that are not meeting their targets are as follows:
 - **Number of people using leisure centres** – the target is 1,000,000 and an actual of 867,021 at the end of the third quarter has been achieved. Whilst still under target at YTD the wider activity offer and number of affordable and accessible leisure facilities in the city has increased. Officers are working with Fusion to better promote their services and to continue to focus on attracting more participation from target groups.
 - **Amount of employment floor space for development (m2)** – Target of 11,250 m2 and an actual of 173 m2. There has been an increase of 1921 m2 and a loss of 2012 m2 this month. We continue to work with the developers operating in the local market to bring forward the key sites to meet this target. Employment space has is being eroded due to permitted development rights being realised; also we have new support to enable the realisation of Osney Mead and Northern Gateway.

Corporate Risk

19. There are no Red risks being reported in the third quarter of 2017/18 and there are nine amber and one green risk.

Financial implications

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

Legal issues

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

Level of risk

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

Equalities impact

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

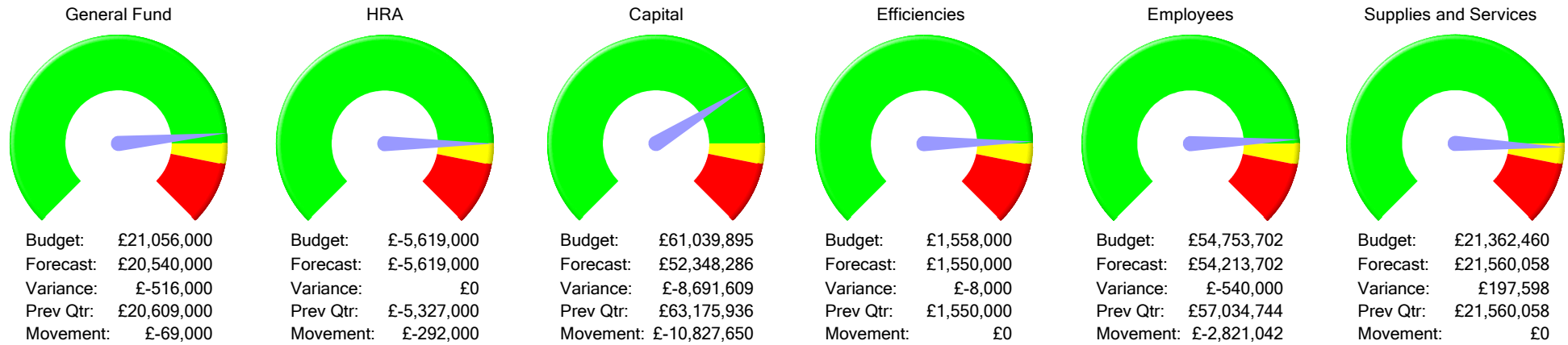
Report author	Nigel Kennedy Helen Bishop
Job title	Head of Financial Services Head of Business Improvement
Service area or department	Financial Services/Business Improvement
Telephone	01865 252708
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Background Papers: None

Appendix A

Corporate Integrated Report Q3 2017/18

Financial Performance



Performance Summary

Priority	No Data	Red	Amber	Green
Vibrant and Sustainable Economy	0 (0%)	1 (33%)	0 (0%)	2 (67%)
Meeting Housing Need	0 (0%)	0 (0%)	0 (0%)	3 (100%)
Strong and Active Communities	0 (0%)	1 (33%)	0 (0%)	2 (67%)
Cleaner Greener Oxford	0 (0%)	0 (0%)	0 (0%)	3 (100%)
An Efficient and Effective Council	0 (0%)	0 (0%)	2 (50%)	2 (50%)
Total	0 (0%)	2 (13%)	2 (13%)	12 (75%)

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	3 (20%)	1 (7%)	11 (73%)

Direction of Travel

Priority	No Data	Declining	No Change	Improving
Vibrant and Sustainable Economy	0 (0%)	1 (33%)	0 (0%)	2 (67%)
Meeting Housing Need	0 (0%)	0 (0%)	1 (33%)	2 (67%)
Strong and Active Communities	0 (0%)	0 (0%)	1 (33%)	2 (67%)
Cleaner Greener Oxford	0 (0%)	1 (33%)	1 (33%)	1 (33%)
An Efficient and Effective Council	0 (0%)	1 (33%)	0 (0%)	2 (67%)
Total	0 (0%)	3 (20%)	3 (20%)	9 (60%)

Risk Management

Service	No Data	Red	Amber	Green
Meeting Housing Need	0 (0%)	0 (0%)	1 (100%)	0 (0%)
Strong and Active Communities	0 (0%)	0 (0%)	1 (100%)	0 (0%)
Cleaner Greener Oxford	0 (0%)	0 (0%)	1 (100%)	0 (0%)
An Efficient and Effective Council	0 (0%)	0 (0%)	6 (86%)	1 (14%)
Total	0 (0%)	0 (0%)	9 (90%)	1 (10%)

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	0 (0%)	8 (80%)	2 (20%)

Direction of Travel

Service	No Data	Declining	No change	Improving
Total				

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327

GF Outturn Report 17/18 @ 31st December, 2017	Approved Budget (per Budget book)	Previous Months Budget	Virements & Ear Marked Reserve Transfers	Latest Budget	Projected Outturn against Latest Budget @ 31st December, 2017	PO Variance
	£000's	£000's	£000's	£000's	£000's	£000's
Directorates						
Assistant Chief Executive	614	386		386	386	
Housing Services	5,429	5209	(13)	5196	5,196	
Assistant Chief Executive	6,043	5,595	(13)	5,582	5,582	
Regeneration & Economy	(9,562)	(9,418)		(9,418)	(9,418)	
Regeneration & Economy	(9,562)	(9,418)		(9,418)	(9,418)	
Planning, Sustainable Dev & Regulatory	1,856	2,172	(2)	2,169	2,205	36
Community Services	5,091	5,688	18	5,707	5,755	48
Direct Services	3,384	4,755	140	4,895	4,295	(600)
Sustainable City	10,332	12,615	156	12,771	12,255	(516)
Transformation	227	615		615	615	
Business Improvement	8,885	8,875		8,875	8,875	
Welfare Reform Team	158	378		378	378	
Financial Services	2,888	3,084		3,084	3,084	
Law & Governance	2,675	2,708	(57)	2,652	2,652	
Organisational Development & Corporate Services	14,833	15,661	(57)	15,604	15,604	
Directorate Total Excl SLA's & Capital Charges	21,646	24,453	86	24,539	24,023	(516)
SLA's & Capital Charges	(337)	(237)		(237)	(237)	
Corporate Accounts	(1,973)	(2,566)		(2,566)	(2,566)	
Contingencies	1,334	605	(42)	564	564	
Total Corporate Accounts & Contingencies	(639)	(1,960)	(42)	(2,002)	(2,002)	
Net Expenditure Budget	20,670	22,255	44	22,300	21,784	(516)
Transfer to / (from) Ear Marked Reserves	386	(1,200)	(44)	(1,244)	(1,244)	
Net Budget Requirement	21,056	21,056		21,056	20,540	(516)
Funding						
External Funding (RSG)	1,460	1,460		1,460	1,460	
External Funding (NNDR Retention)	6,647	6,647		6,647	6,647	
Council tax	13,121	13,121		13,121	13,121	
Less Parish Precepts	(172)	(172)		(172)	(172)	
Collection Fund Surplus						
Section 31 Grants						
Total Funding Available	21,056	21,056		21,056	21,056	
(Surplus) / Deficit for year					(516)	(516)

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Capital Budget and Spend as at 31st December 2017										
Cost Centre	Capital Scheme	2017/18 Budget Book	Latest Budget	Profiled Budget	Spend to 31st December 2017	Variance to Profile Budget	Forecast Outturn	Forecast Variance	Variance due to Slippage	Variance due to Over/ Under spend
		£	£	£	£			£	£	£
C3039	ICT Infrastructure	400,000	400,000	-	25,096	25,096	400,000	-	-	-
C3044	ICT Software and Licences	150,000	150,000	150,000	151,783	1,783	151,783	1,783		1,783
C3055	Waste Management Project	-	164,000	109,322	62,550	(46,772)	164,000	-	-	-
C3056	Agresso Upgrade	50,000	100,430	75,000	115,803	40,803	130,000	29,570	-	29,570
C3057	Housing System Replacement	250,000	693,290	379,775	235,775	(144,000)	428,290	(265,000)	(265,000)	-
C3058	CRM Application	100,000	-	-	-	-	0	-	-	-
C3060	End-Point Devices	150,000	150,000	-	-	-	0	(150,000)	(150,000)	-
G6013	Superconnected Cities	-	8,853	5,902	9,890	3,988	8,853	-	-	-
S03 Business Improvement		1,100,000	1,666,573	719,999	600,896	(119,103)	1,282,926	(383,647)	(415,000)	31,353
M5023	Oxpens Regeneration	4,160,000	4,160,000	2,773,056	-	(2,773,056)	4,160,000	-	-	-
S10 Regeneration and Economy		4,160,000	4,160,000	2,773,056	-	(2,773,056)	4,160,000	-	-	-
CIL and S106 Funded Schemes										
F7005	Oxford Road Park, Littlemore - Improvements	7,973	7,973	7,973	7,973	0	7,973	0	0	
F7006	Work of Art - Littlemore	7,892	7,892	7,892	7,892	-	7,892	-	-	
F7007	Woodfarm / Headington Community Centre	-	20,000	-	-	-	20,000	-	-	
F7011	Headington Environmental Improvements	(59,004)	-	-	-	-	0	-	-	
F7020	Work of Art Shotover View	-	14,635	-	-	-	0	(14,635)	(14,635)	
F7024	St Clements Environmental Improvements	-	50,000	-	-	-	10,000	(40,000)	(40,000)	
F0025	Westgate area public realm improvements	567,000	1,134,000	-	-	-	0	(1,134,000)	(1,134,000)	
Grants										
E3511	Renovation Grants	(773)	25,000	10,000	10,401	401	50,000	25,000	25,000	
E3521	Disabled Facilities Grants	189,041	700,000	75,616	427,999	352,383	700,000	-	-	
Environmental Sustainability										
E3554	Additional SALIX Plus funding	-	112,585	24,000	18,163	(5,837)	112,585	-	-	
E3555	Flood Alleviation at Northway & Marston	1,381,000	1,824,335	-	1,408,657	1,408,657	1,824,335	-	-	
E3557	Oxford and Abingdon Flood Alleviation Scheme	380,000	380,000	-	380,000	380,000	380,000	-	-	
E3558	Go Ultra Low	35,000	276,695	-	86,075	86,075	276,695	(0)	(0)	
E3559	Earl Street Pumping Station	-	26,050	26,050	23,566	(2,483)	26,050	-	-	
S11 Planning, Sustainable Development & Regulatory		2,508,129	4,579,164	151,531	2,370,726	2,219,195	3,415,529	(1,163,635)	(1,163,635)	-
Covered Market										
B0027	Covered Market - Improvements & Upgrade to Roof	-	4,214	43,000	125,469	82,469	4,214	-	-	-
B0028	Covered Market - New Roof Structures to High St	-	72,570	-	5,960	5,960	72,570	-	-	-
B0036	Investment ~ Covered Market	-	75,662	26,000	960	(25,040)	75,662	-	-	-

Cost Centre	Capital Scheme	2017/18 Budget Book	Latest Budget	Profiled Budget	Spend to 31st December 2017	Variance to Profile Budget	Forecast Outturn	Forecast Variance	Variance due to Slippage	Variance due to Over/ Under spend
		£	£	£	£			£	£	£
	<u>Investment Properties</u>									
B0040	Investment ~ Broad Street	-	4,326	4,683	16,542	11,859	4,326	-	-	-
B0041	Investment - Misc. City Centre Properties	-	30,000	19,998	8,857	(11,141)	30,000	-	-	-
B0043	Investment George Street	-	94,415	62,937	75,100	12,163	94,415	-	-	-
B0046	Investment - Ship Street	-	42,171	-	11,664	11,664	42,171	-	-	-
B0098	Investment - 1-5 George Street	-	300,000	-	-	-	300,000	-	-	-
B0099	Investment - Ship Street & New Road	-	300,000	-	3,420	3,420	75,000	(225,000)	(225,000)	-
B0092	Acquisition of Investment Properties	505,642	440,000	481,330	275,871	(205,459)	290,000	(150,000)	(150,000)	
	<u>Miscellaneous Council Properties</u>									
B0078	Allotments	-	-	-	-	-			-	-
B0082	Garages	-	40,386	26,921	86,770	59,849	40,386	-	-	-
	<u>Parks & Cemeteries</u>									
B0048	Leisure - Cemeteries	-	-	-	(150)	(150)	0	-	-	-
B0065	Cemeteries Infrastructure	-	123,704	82,461	96,524	14,063	123,704	-	-	
	<u>Town Hall & St Aldates Chambers</u>									
B0054	Town Hall	-	-	-	-	-	0	-		-
B0093	Health & Safety Works to SAC	-	-	-	(244)	(244)	0	-	-	-
								-		
	<u>General Fund Housing Projects</u>							-		
M5019	Purchase of Homeless Properties	10,000,000	9,757,720	6,504,496	5,370,235	(1,134,261)	5,871,720	(3,886,000)	(3,886,000)	
M5020	Empty Homes CPO Revolving Fund	-	750,000	-	-	-	750,000	-	-	
M5021	Equity Loan Scheme for Teachers	100,000	170,600	113,722	-	(113,722)	170,600	-	-	
M5026	Housing Company Loans	3,000,000	3,000,000	-	-	-	3,000,000	-	-	
M5027	Purchase of Leasehold Lucy Faithful House	1,000,000	1,000,000	-	499,415	499,415	1,000,000	-	-	
	S13 Housing Services	14,605,642	16,205,767	7,365,548	6,576,394	(789,154)	11,944,767	(4,261,000)	(4,261,000)	-
B0075	Stage 2 Museum of Oxford Development	-	70,599	79,492	79,327	(165)	80,000	9,401	9,401	
G3017	South Oxford Community Centre Cafe	-	100,000	50,000	168,616	118,616	170,000	70,000	70,000	
B0034	Rose Hill Community Centre	-	87,128	87,128	94,512	7,384	87,128	-	-	
B0083	East Oxford Community Centre	27,059	25,000	-	(2,059)	(2,059)	0	(25,000)	(25,000)	
B0095	Barton Community Centre	950,000	950,000	-	51,184	51,184	200,000	(750,000)	(750,000)	
B0096	Bullingdon Community Centre	500,000	50,000	40,000	16,555	(23,445)	50,000	-	-	
A3129	Donnington Recreation Ground Improvements	44,375	44,375	10,000	6,525	(3,475)	44,375	-	-	
A4808	Blackbird Leys Leisure Centre Improvements	-	10,388	-	6,461	6,461	10,388	-	-	
A4837	Quarry Pavillion	-	775,061	775,061	513,855	(261,206)	775,061	-	-	
A4820	Upgrade Existing Tennis Courts	-	70,000	40,000	34,448	(5,552)	70,000	-	-	-
A4833	Horspath Sports Park	5,000,000	4,200,000	2,161,567	2,110,536	(51,031)	4,200,000	-	-	
A4838	Invest to Save in Leisure Service	-	180,000	-	-	-	180,000	-	-	-
A4842	Florence Park Tennis Courts	-	266,000	266,000	188,247	(77,753)	266,000	-		-
	S22 Community Services Total	6,521,434	6,828,552	3,509,248	3,268,208	(241,040)	6,132,953	(695,599)	(695,599)	-

Cost Centre	Capital Scheme	2017/18 Budget Book	Latest Budget	Profiled Budget	Spend to 31st December 2017	Variance to Profile Budget	Forecast Outturn	Forecast Variance	Variance due to Slippage	Variance due to Over/ Under spend
		£	£	£	£			£	£	£
R0005	MT Vehicles/Plant Replacement Programme.	1,429,750	1,692,880	1,128,474	923,675	(204,799)	1,692,880	-	-	-
T2289	Vehicle Brush Wash	-	6,494	4,329	6,567	2,238	6,494	-	-	
T2277	Food waste collection from flats	-	50,154	32,911	16,584	(16,327)	50,154	-	-	-
T2288	Cowley Marsh Electrical Works	-	54,444	36,292	55,068	18,775	54,444	-	-	
B0081	Car Parking Oxpens	-	-	-	(9,889)	(9,889)	0	-	-	
T2292	Cuttesslow Car Park Extension	-	70,000	-	70,242	70,242	70,242	242	242	
T2293	Marsh Road Depot Extension	-	300,000	-	-	-	150,000	(150,000)	(150,000)	
B0086	Extension to Seacourt Park & Ride	1,620,194	399,010	141,510	121,998	(19,512)	399,010	-	-	
T2273	Car Parks Resurfacing	300,000	297,154	-	174,739	174,739	297,154	-	-	
T2274	Gloucester Green Car Park Waterproofing	-	38,000	19,000	-	(19,000)	38,000	-	-	
T2283	Sandy Lane Resurfacing	-	-	-	-	-	0	-	-	
A4836	Court Place Farm Car Park	-	189,050	126,021	190,405	64,384	189,050	-	-	-
T2290	Marsh Road Recreation Ground Car Park Extension	-	124,980	-	5,000	5,000	64,980	(60,000)	(60,000)	
T2291	Oatlands Recreation Ground Car Park	75,000	75,000	120,000	47,977	(72,023)	75,000	-	-	
T2286	Cycling	-	24,246	16,162	14,622	(1,541)	24,246	-	-	-
T2287	Recycling Transfer Station	2,293,000	175,000	123,500	108,865	(14,635)	175,000	-	-	-
M5028	Property Rationalisation (Depot Project)	250,000	250,000	166,650	-	(166,650)	0	(250,000)	(250,000)	-
A4830	Develop new burial space	-	-	-	-	-	0	-	-	
	S23 Direct Services Total	5,967,944	3,746,414	1,914,850	1,725,854	(188,997)	3,286,656	(459,758)	(459,758)	-
B0074	B0074 R & D Feasibility Fund	100,000	446,870	145,570	57,849	(87,721)	146,870	(300,000)	(300,000)	
	S32 Finance Total	100,000	446,870	145,570	57,849	(87,721)	146,870	(300,000)	(300,000)	-
	General Fund Total	34,963,149	37,633,340	16,579,803	14,599,927	(1,979,876)	30,369,701	(7,263,639)	(7,294,991)	31,353
	<u>Housing Revenue Account Capital Programme</u>									
	<u>External Contracts</u>									
N6384	Tower Blocks	6,959,000	9,592,910	8,470,286	6,923,108	(1,547,178)	8,764,940	(827,970)	(827,970)	
N6386	Structural	61,000	161,000	69,310	73,953	4,643	161,000	-	-	
N6389	Damp-proof works (K&B)	99,000	99,000	65,993	88,778	22,785	99,000	-	-	
N6392	Roofing	166,000	166,000	63,080	122,536	59,456	166,000	-	-	
N6434	Doors and Windows	-	280,000	252,000	261,932	9,932	280,000	-		-
N7020	Extensions & Major Adaptions	150,000	520,000	228,800	201,146	(27,654)	520,000	-	-	-
N7026	Communal Areas	166,000	166,000	114,540	122,261	7,721	166,000	-	-	-
N7033	Energy Effiency Initiatives	300,000	-	-	-	-	0	-	-	
N7038	Insulation Works	-	300,000	171,000	188,728	17,728	300,000	-	-	
N7041	Electric Heating Conversion to Gas	400,000	500,000	210,700	203,568	(7,132)	500,000	-	-	-
N7044	Lift Replacement Programme	150,000	150,000	10,000	-	(10,000)	0	(150,000)	(150,000)	-
N7047	Social Rented Housing Acquisitions	-	2,362,000	2,362,000	2,369,487	7,487	2,362,000	-	-	-
								-		

Cost Centre	Capital Scheme	2017/18 Budget Book	Latest Budget	Profiled Budget	Spend to 31st December 2017	Variance to Profile Budget	Forecast Outturn	Forecast Variance	Variance due to Slippage	Variance due to Over/ Under spend
		£	£	£	£			£	£	£
	<u>New Build</u>							-		
N7029	HCA New Build	-	-	-	(203)	(203)		-		-
N7032	Great Estates: Estate Enhancements and Regeneration	1,200,000	1,790,000	242,056	735,161	493,105	1,690,000	(100,000)	(100,000)	
N7040	Blackbird Leys Regeneration	3,050,000	-	-	-	-	0	-	-	
N7042	Barton Regeneration	900,000	1,358,145	0	247,508	247,508	1,008,145	(350,000)	(350,000)	
N7045	Development at Bracegirdle	278,250	278,250	16,695	-	(16,695)	278,250	-	-	
N7046	Development at Mortimer Drive	311,250	311,250	18,675	21,626	2,951	311,250	-	-	
	<u>Internal Contracts</u>									
N6385	Adaptations for disabled	602,000	595,800	479,023	527,287	48,264	595,800	-	-	
N6390	Kitchens & Bathrooms	2,255,000	2,573,876	1,471,228	1,621,654	150,427	2,573,876	-	-	-
N6391	Heating	1,816,000	1,524,335	1,174,805	1,293,520	118,715	1,524,335	-	-	-
N6388	Major Voids	375,000	271,250	137,509	87,342	(50,167)	271,250	-	-	-
N6395	Electrics	424,000	406,739	271,132	288,743	17,611	406,739	-	-	-
	Housing Revenue Account	19,662,500	23,406,555	15,828,832	15,378,136	(450,696)	21,978,585	(1,427,970)	(1,427,970)	-
	Grand Total	54,625,649	61,039,895	32,408,635	29,978,063	(2,430,573)	52,348,286	(8,691,609)	(8,722,961)	31,353

HRA Outturn Report 17/18 @ 31st December 2017	Approved Budget (per Budget book)	Latest Budget @ 31st Dec, 2017	Projected Outturn against Latest Budget @ 31st Dec, 2017	Projected Outturn Variance	Projected Outturn Variance Mvt from Previous Month
	£000's	£'000's	£000's	£000's	£000's
Dwelling Rent	(42,051)	(42,131)	(42,131)	(80)	(80)
Service Charges	(1,567)	(1,727)	(1,727)	(160)	(160)
Garage Income	(216)	(216)	(216)		
Miscellaneous Income	(783)	(1,015)	(1,015)	(232)	(115)
Right to Buy (RAF)	(52)	(52)	(52)		
Net Income	(44,669)	(45,141)	(45,141)	(472)	(355)
Management & Services (Stock Related)	9,643	10,284	10,284	641	128
Misc Expenditure (Not Stock Related)	579	814	814	234	(100)
Other Revenue Spend (Stock Related)	211	71	71	(140)	
Bad Debt Provision	384	464	464	80	
Responsive & Cyclical Repairs	11,327	11,262	11,262	(65)	(65)
Interest Paid	7,920	7,920	7,920		
Depreciation	6,287	6,287	6,287		
Total Expenditure	36,351	37,101	37,101	750	(37)
Net Operating Expenditure/(Income)	(8,318)	(8,040)	(8,040)	278	(392)
Investment Income	(76)	(76)	(76)		
Other HRA Reserve Adjustment	2,775	1,205	1,205	(1,570)	100
Transfer (to)/from MR/OR		1,292	1,292	1,292	
Total Appropriations	2,699	2,421	2,421	(278)	100
Total HRA (Surplus)/Deficit	(5,619)	(5,619)	(5,619)		(292)

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To: City Executive Board
Date: 20 March
Report of: Executive Director Sustainable City
Title of Report: Highways Maintenance Agreement

Summary and recommendations	
Purpose of report:	To seek authority to enter into an Agency Agreement with Oxfordshire County Council to provide highway maintenance services on the classified road network in the City, in addition to the works already undertaken on minor roads under section 42 of The Highways Act 1980
Key decision:	Yes
Executive Board Member:	Councillor Alex Hollingsworth, Board Member for Planning & Regulatory Services
Corporate Priority:	Corporate Plan priorities
Policy Framework:	Relevant policy in Policy Framework or state none.
Recommendations: That the City Executive Board resolves to: <ol style="list-style-type: none"> 1) Authorise the Executive Director Sustainable City, in consultation with the Portfolio Holder, Monitoring Officer and Section 151 officer, to negotiate and enter into an agency agreement with Oxfordshire County Council under which Oxford City Council would be appointed to carry out certain highway maintenance on the classified road network in the City as the agent of Oxfordshire County Council, in accordance with the provisions of s101 Local Government Act 1972 and other enabling legislation; 2) Authorise the proposed Service Contract with Oxford Direct Services Ltd be extended to cover the provision of these works as the sub-contractor of Oxford City Council; 3) Note that in entering into the proposed contract with Oxfordshire County Council, up to three members of Oxfordshire County Council staff may be subject to the TUPE regulations, and thus would transfer their employment to Oxford Direct Services Ltd; and 4) Recommend to Council the inclusion of a gross expenditure and gross income budget of £1.56 million for the year 2018-19 i.e. nil cost to the Council 	

Appendices	
Appendix 1	Delegated functions
Appendix 2	Highways Agency Proposal CONFIDENTIAL
Appendix 3	Risk Register
Appendix 4	Current Condition Survey CONFIDENTIAL
Appendix 5	Financial summary of condition survey CONFIDENTIAL

1. Introduction

1.1 The maintenance of the road network in Oxford is the responsibility of the Oxfordshire County Council as the Highways Authority. For over 20 years, Oxford City Council has invoked Section 42 of the Highways Act 1980 which gives it the right to maintain the minor roads with funding passported from Oxfordshire County Council. All other roads are currently maintained by Oxfordshire County Council, primarily through their contract with Skanska.

1.2 The Section 42 arrangements have demonstrable benefits in that:-

- Oxford City Council, subject to the budget provided and the rules which govern its allocation, has discretion over the prioritisation of works to better reflect local needs.
- The arrangements provide economies of scale by sharing the costs of overheads with Oxford City Council's responsibilities in respect of non-adopted roads, car parks and hard landscaping on Oxford City Council land, meaning that more is achieved with the money available than would otherwise be possible.
- The service is focused on the city's needs meaning that it can flex and respond quickly.
- A highways and engineering capacity and competence can be maintained in the city which provides the ability to respond and resource Oxford City Council's obligations under the Oxford City Flood Management Plan and other emergencies.

1.3 In recent years the two systems of maintenance have worked more closely together with the advent of the jointly employed City Steward for highways matters, Oxford Direct Services working both as sub contractor for Skanska and directly for Oxfordshire County Council. In addition in recent years the winter maintenance of all roads in the city has been carried out by Oxford City Council.

1.4 This has proved a positive experience for all parties which has led to discussions about how arrangements could be developed to improve the service to residents and at the same time achieving greater efficiencies to allow more of the limited budget for road repairs to be used for delivering that service.

1.5 It is proposed that Oxfordshire County Council would appoint Oxford City Council to carry out certain highway maintenance obligations (as set out in Schedule 1) as its Agent. This limits Oxford City Council's responsibilities.

- 1.6 The objectives of this proposal are to make the provision of highway related services simpler, provide better value and more responsive service delivery for the public, to reduce duplication and to improve customer experience.

2.0 Proposal

- 2.1 Oxford City Council would enter into an Agency agreement with Oxfordshire County Council to provide the services outlined above and that works would then be sub-contracted by Oxford City Council to Oxford Direct Services Limited (ODSL), which being a wholly owned and controlled company of Oxford City Council can carry out the work without the necessity for a formal procurement process.
- 2.2 ODSL would establish a team of operatives along with the necessary equipment from within existing resources and support from the supply chain to deliver the additional requirements. It is anticipated that 3 staff would transfer from Oxfordshire County Council direct to ODSL. It is not anticipated that there would be any increase in management costs or direct overheads.
- 2.3 The financial arrangements would be similar to those tried and tested for the existing Section 42 works; Oxfordshire County Council will allocate revenue and capital monies for maintenance based on the length of carriageway or footpath in the city as a percentage of the county as a whole.
- 2.4 For planned works Oxford City Council would put forward a programme for approval by Oxfordshire County Council. The obligation on Oxford City Council is to implement that programme and a standard maintenance programme, in accordance with Oxfordshire County Council's specification and requirements within the budget allocation. The financial risk to Oxford City Council is limited in the same way it is for the current contractor Skanska - there is an agreed schedule of works which is deliverable within the cost envelope. In the event of significant unforeseen works arising (such as road failures, sink holes, extreme adverse weather causing excessive damage) there is a bidding process under which Oxfordshire County Council would be responsible for funding (subject to their agreement). Therefore Oxfordshire County Council retains responsibility in these instances.
- 2.5 The total value of additional works under this new arrangement is approximately £1.56m per annum.
- 2.6 The agreement will exclude Network Management functions such as co-ordination and approval of works on the highway and granting of licences for skips and scaffolds; this function will be retained by Oxfordshire County Council.
- 2.7 In addition to the funding allocated through this arrangement, Oxford City Council may receive additional funds passported by Oxfordshire County Council from any future ad-hoc funding allocations such as the DfT pothole fund.
- 2.8 The effect of the agreement is that Oxford City Council would become Oxfordshire County Council's agent for the works. This carries with it a risk regarding the state of maintenance of roads and pavements in the city, limited to surface and 150mm of immediate depth. These risks would be mitigated by undertaking an assessment

of the current condition of the relevant network at the point of transfer, which will be quantified in terms of cost and placed on the exclusions list (i.e. which Oxfordshire County Council would remain responsible for). Oxfordshire County Council would retain responsibility for major repairs and / or road failures. There remains a reputational risk which we currently manage in respect of the minor roads, but as previously stated the benefits are a simpler, better value and more responsive highways service and improved customer experience. Good communication with the public about the new service and our responsibilities and limitations within it will be key.

- 2.9 The current condition of the existing network has been assessed and a required level of capital investment of at least £2.9million has been identified (Appendices 3 & 4). This sum includes £265k for committed works for resurfacing in Hollybush Row and Marston Road scheduled for March / April 2018.
- 2.10 The allowance within the financial agreement for larger capital repairs and resurfacing is currently circa £700k per annum.
- 2.11 The list of locations identified in the summary requiring more extensive repairs will be prioritised on a two year rolling programme. It is therefore anticipated that it will take at least 4 years to bring the network up to the required standard based on its current condition and assuming that funding levels are maintained and that further works don't arise. The anticipated timescale is likely to be extended to reflect the likely deterioration of the network during the intervening period.
- 2.12 If a specific location is identified for capital funding Oxford City Council will continue to ensure that the location remains safe for public use; therefore Oxford City Council will be responsible to make safe and Oxfordshire County Council will be responsible to make good.
- 2.13 The Ring Road would be excluded from the Agency agreement, as would be high cost maintenance areas such as Frideswide Square and other parts of the highway network with latent or patent defects. A list is being prepared as is a detailed plan to confirm/highlight the extent of our responsibility and implementation of the Agency Agreement will be subject to this.

3.0 Legal Implications

- 3.1 Under the proposed agreement, Oxford City Council would be appointed as agent of Oxfordshire County Council under s101 of the Local Government Act 1972 to carry out the specified work. A back-to-back contract would then be made between Oxford City Council and Oxford Direct Services Ltd for delivery of the services. In practice this would form part of the wider services contract that the council will have with ODSL. Three existing Oxfordshire County Council staff would transfer under TUPE to ODSL as the entity carrying out the activities.
- 3.2 Both Oxford City Council and Oxfordshire County Council would have the right to terminate the agreement providing sufficient notice is given. Subject to agreeing the initial fixed period, likely to be 12 months, a minimum period of six months notice is to be given.

4.0 Financial Implications

- 4.1 Oxford City Council through its wholly owned Local Authority Trading Company, Oxford Direct Services would carry out additional work to the value of approximately £1.56m per annum (as set out in confidential appendix 1).
- 4.2 Oxford City Council has the advantage of having operated the section 42 arrangements successfully for more than 20 years, and having been a sub contractor to Skanska. Therefore the costs and risks associated with this work are well understood and control mechanisms are mature. The costings allow for an element of risk management and overall a return to Oxford City Council as a contribution to shared overheads or rebate on the cost of services. This would be managed through the services contract and shareholder agreement between Oxford City Council and ODSL.
- 4.3 Oxford City Council currently carries the insurance risk for the minor roads in the city. With this arrangement that cover would have to be extended to cover the work carried out on the principal roads as Oxfordshire County Council's agent. The additional insurance cost associated with this has been included in the budget.

5.0 Risk

- 5.1 A risk assessment is attached at appendix 2. While both parties are entering into the agreement in good faith, financial resources for local authorities remain uncertain, and dependent on decisions at national and local level which would be outside the control of Oxford City Council. While the intention of both parties is that the initial funding level outlined above is maintained in future years, it is important to note that the setting of the overall budget is entirely at the discretion of Oxfordshire County Council. If the overall funding for this activity was reduced, there could be a reputation and financial risk to Oxford City Council from being the public face for a service that was not adequately funded. In these circumstances Oxford City Council could mitigate this risk by giving notice, as outlined in paragraph 3.2 above.

6.0 Review and Monitoring

- 6.1 The two year rolling programme will be reviewed annually in conjunction with an assessment of the backlog of need. The review will target a reduction of the anticipated timescales from 4-5 years. If the outcome of the review identifies that the arrangement is unsustainable, Oxford City Council would give notice as outlined in paragraph 3.2.

7.0 Equal Opportunities Policies

- 7.1 All relevant Council policies such as the Oxford Living Wage and Apprenticeships will be applied to the delivery of these services and will be costed into the proposal.
- 7.2 There are staffing implications for both authorities and include the TUPE transfer of three members of Oxfordshire County Council staff to Oxford Direct Services Limited.

8.0 Conclusion

8.1 The proposed Agency Agreement extends our tried and tested management of some parts of the highways network in the city. A more seamless delivery of highways services in the city will bring economies of scale delivering better outcomes in proportion to the available budget. The public will benefit from this and the simplification of who is responsible for the roads in the city. We have a clear picture of the risks involved and have mitigated these through agreeing exclusions with Oxfordshire County Council, limiting our responsibilities appropriately, undertaking an assessment of the network to determine the investment requirement and ensuring that in the unlikely event we wish to withdraw from the arrangement we can do so with notice. Taking all things into consideration, the Council could enhance its reputation through better service provision and better outcomes for the people of Oxford.

Report author	Shaun Hatton
Job title	Head of Operations
Service area or department	Direct Services
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SCHEDULE 1**SPECIFIED TASKS**

1.

Specified Tasks	Conditions and other requirements
<p>Maintenance of all Roads to a minimum standard to ensure compliance with the statutory duty to maintain highway maintainable at the public expense under Section 41 of the Highways Act.</p> <p>This shall include:</p> <ul style="list-style-type: none"> • Clearance, jetting and emptying of gulleys • Repairs of potholes (safety defects) • Maintenance and replacements of street signs and lines <small>Note this shall be undertaken notwithstanding that it may not be required for the purposes of Section 41 Highways Act</small> • Surveying and maintenance of highway trees • Cutting of grass verges • Minor highway modifications that provide improvements to safety access or maintenance but do not add life to the asset modified (such as dropped kerbs or extra gulleys) • Winter maintenance being treatment and clearance to ensure so far as is 	<p>The identification of works, determining treatments and associated testing shall be undertaken in accordance with national best practice and follow the principles of the UK Roads Liaison Group (UKRLG) code of practice "Well Managed Highway Infrastructure" as amended from time to time.</p> <p>All maintenance including inspections for the purpose of complying with the Delegated Functions shall be undertaken in accordance with the County Council's Asset Management Plan, Tree Management Policy, and corresponding policies -</p> <p>The Delegated Function shall include the collection of highway asset inventory and condition data in a format approved by the County Council compatible with the asset management systems operated by</p>

<p>reasonably practicable that safe passage along the highway is not endangered by snow or ice.</p> <ul style="list-style-type: none"> Highway surface treatment work being shallow highway surface treatments for the improvement of the running course. Works typically comprise surface dressing, micro asphalt and shallow inlays up to 100mm but typically 50mm or less. Highway reconstruction schemes over 150mm deep may be undertaken but only by prior written agreement of the County Council 	<p>the County Council –</p> <p>Specific high maintenance or legacy issues e.g. rutted bus stops will by agreement be excluded see Schedule 2</p> <p>For the avoidance of doubt maintenance of the highway excludes improvement works save as expressly identified.</p>
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2.

Specified Tasks	Conditions and other requirements
Placing of Traffic Signs further to powers comprised in Section 69 (2) Road Traffic Regulation Act 1984 ("the 1984 Act")	<p>This power is exercisable only where the County Council has issued a notice further to Section 14 of the 1984 Act that because of likelihood of danger to the public or of serious damage to the Road (which is not attributable to works) road closure or all other traffic management measures are required urgently.</p> <p>Placing of signage shall be subject to</p>

	<p>and in conformity with any general directions given under Section 65 (1) of the Act currently the Traffic Signs Regulations and General Directions 2016.</p> <p>The City Council will also put up notices where it considers appropriate for the purposes of Regulation 10 (4) of the Road Traffic (Temporary Restrictions) Procedure Regulations 1992 and as required pursuant to Regulation 11.</p>
--	--

3.

Specified Tasks	Conditions and other requirements
<p>Clearance of all debris arising from accidents, adverse weather conditions otherwise from all Roads in a timely manner in the exercise of functions under Section 41 Highways Act and as applicable Section 130 Highways Act.</p>	<p>Delegation to City Council includes powers to impose and collect charges in this regard further to the Local Authorities (Transport Charges) Regulations 1998</p>

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Appendix 3: Risk Register			Highway Agency Agreement																				
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					
Highway Agency Agreement	The start date in the agreement has a relatively short lead time.	T	The start date in the agreement has a relatively short lead time.	Delayed start to agreement.	Feb 18	S Howick	3	3	3	3	2	2	We have excellent relationships with our supply chain that can deliver the necessary resources.	01/04/2018				S Hatton					
	Insurance liability.	T	Potential increased liability due to extending the extent of network.	Increased number and value of claims.	Feb 18	S Howick	3	4	3	4	2	3	Ensure necessary cover is in place with insurance provider and robustly defend claims.	01/04/2018				A Nash					
	Incident response out of hours.	T	Increased liability associated with increased road network.	Potentially increase out of hours resource.	Feb 18	S Howick	4	3	4	3	2	2	Integrate and extend responsibilities with existing out of hours arrangements. Review incident numbers and requests.	Ongoing				S Hatton					
	Transfer of County staff via TUPE arrangements.	T	County staff don't transfer.	Recruit additional staff externally.	Feb 18	S Howick	3	2	3	2	2	1	Review capacity within exiting resource, ensure key tasks are delivered in short term with supply chain.	01/04/2018				S Hatton					
	Health and Safety.	T	Working on unfamiliar areas of the road network.	Potential increased risk due to traffic flows.	Feb 18	S Howick	4	3	4	3	4	2	Risk Assessments in place. Use of competent staff. Effective training and supervision. Compliant with traffic management requirements.	Ongoing				S Hatton					
	Performance.	T	Unable to achieve service standards within specified timescales.	Unable to achieve KPIs.	Feb 18	S Howick	3	4	3	4	2	2	Ensuring performance metrics are achieved. Results overseen by the County Councils Performance Scrutiny Committee.	Ongoing				S Hatton					
	Scope of work.	T	Extent of work exceeding budget availability.	Unable to deliver extent of work requirements.	Feb 18	S Howick	3	4	3	4	2	2	Robust monitoring of budget and output requirements. Seek additional funding from County Council in extenuating circumstances.	Ongoing				S Hatton					
	Reputation.	T	Public unhappy with service.	Council reputation suffers.	Feb 18	S Howick	3	3	2	2	2	2	Ensure good communication with public so that they understand the scope and limitations of new arrangements. Maintaining good records, submitting robust bids for additional funding.	Ongoing				S Hatton					

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Minutes of a meeting of the CITY EXECUTIVE BOARD on Tuesday 13 February 2018

www.oxford.gov.uk



Committee members:

Councillor Brown (Chair)

Councillor Price

Councillor Hollingsworth

Councillor Sinclair

Councillor Tanner

Councillor Turner (Deputy Leader)

Councillor Smith (Deputy Leader)

Councillor Rowley

Councillor Hayes

Councillor Tidball

Officers:

Gordon Mitchell, Chief Executive

Tim Sadler, Executive Director Sustainable City

Jackie Yates, Executive Director Organisational Development and Corporate Services

Anita Bradley, Monitoring Officer

Nigel Kennedy, Head of Financial Services

Andrew Brown, Committee and Member Services Manager

Richard Adams, Community Safety Service Manager

Tanya Bandekar, Service Manager Revenue & Benefits

Ian Brooke, Head of Community Services

Julia Tomkins, Grants & External Funding Officer

John Mitchell, Committee and Member Services Officer

Also present:

Cllr Altaf-Khan

Cllr Fry

Apologies:

Councillor Gant sent apologies in respect of item 7 on the agenda.

145. Declarations of Interest

None.

146. Addresses and Questions by Members of the Public

Two questions had been asked in advance by members of the public, responses to which are given as an attachment to these minutes.

147. Councillor Addresses on any item for decision on the Board's agenda

Cllr Altaf-Khan addressed the Board in relation to the matter of proposed changes to the Headington car park charges (reference Item 8 on the Agenda: Budget 2018/19). He was concerned at the scale of the proposed increases. He said this concern was widely shared by members of the community and some Members. He understood that the decision about the charges had been informed, principally, by data derived from the City's car park in Summertown. He said that the proposals should be reconsidered, based on data from Headington car park and that there should be a further period of public consultation.

Cllr Hollingsworth, Board Member for Planning and Regulatory Services, explained that the proposals in relation to Headington were based, also, on physical observations of parking practice there which revealed sufficiently close parallels with the practice at Summertown to justify the proposed charges.

148. Councillor Addresses on Neighbourhood Issues

None.

149. Items raised by Board Members

None

150. Scrutiny Committee Reports

The Committee and Member Services Manager spoke briefly to the following reports before the Board:

Air Quality Annual Report

He said the Scrutiny Committee was grateful to the Board Member and officers for their contribution to the report and for the CEB response, via the Board Member, to its recommendations. He noted that this would, in future, be an annual report.

Update of the Corporate Plan (item 13 of the agenda)

There was nothing to add to the report and the CEB's response before the Board

Review of Community Protection Notices (item 16 of the agenda)

There was nothing to add to the report and the CEB's response before the Board

Cllr Fry, as Chair of the Scrutiny Finance Panel, spoke to the report before the Board. He was grateful to Board Members for having agreed to most of the Panel's recommendations. He was however disappointed that the Board Member had not felt able to agree that the allocation of additional resource for City Centre management was a priority. He was also disappointed that the opportunity would not be taken to move the price of garden waste collection immediately to its target price of £52 for 2018/19.

Cllr Turner, Board Member for Finance and Asset Management, said he was grateful to the Panel for its contribution to the budget process and for being able to submit its recommendations in time to be taken into account against a very tight timescale. In relation to City Centre management, there were other challenges that vied for attention but he recognised that it was a matter that might need to be returned to.

151. Budget 2018/2019

The Head of Financial Services had submitted a report which presented the outcome of the budget consultation and seeks agreement of the Council's Medium Term Financial Strategy for 2019-20 to 2021-22 and 2018-19 Budget for recommendation to Council.

Cllr Turner, Board Member for Finance and Asset Management, recorded his thanks to the Head of Financial Services and colleagues for their work in preparing this report. While there were, evidently, still some financial challenges, the City's overall financial position was enviable compared with many other authorities. There were many judgements and competing priorities to be balanced in coming to a view about where fees and charges should be increased and such decisions were never taken lightly. He went on to note some of the key features of the financial proposals. He drew particular attention to the Council's work in addressing the needs of those who are homeless or rough sleepers. Progress in relation to this was not just a function of the significant financial resource directed towards it but also of the Council having acted as a lead agency, pulling together other partners and providers to address the issue.

The Head of Financial Services reaffirmed the Board Member's positive reflection of the overall financial position but noted that a careful eye was being kept on potential future risks and challenges such as anticipated changes to the Business Rate Retention arrangements (100 – 75%) and the much delayed Fair Funding Review.

Cllr Turner noted that since the report had been written it had become apparent that the amount of Housing Benefit Administration Grant for 2018/19 was greater than anticipated to the tune of £193k. He therefore proposed an additional recommendation to the Board, that it should recommend to Council that the additional award of Housing Benefit and Council Tax Reduction Scheme Administration Grant of £193k for 2018/19 is allocated as follows :

- i. Additional one off resources on the Housing Benefit Service - £100k
- ii. Homelessness reserve - £93 k

The City Executive Board resolved to:

- 1) **Approve** the 2018-19 General Fund and Housing Revenue Account budgets and the General Fund and Housing Revenue Account Medium Term Financial Plan as set out in Appendices 1-10, noting:

- a) the Council's General Fund Budget Requirement of £23.369 million for 2018/19 and an increase in the Band D Council Tax of 2.99% or £8.67 per annum representing a Band D Council Tax of £298.86 per annum
 - b) the Housing Revenue Account budget for 2018/19 of £43.241 million and a reduction of 1% (£0.85/wk) in social dwelling rents from April 2018 giving a revised weekly average social rent of £104.58 as set out in Appendix 4
 - c) the General Fund and Housing Revenue Account Capital Programme as shown in Appendix 6
- 2) **Agree** the fees and charges shown in Appendix 7
- 3) **Delegate authority to** the Section 151 Officer in consultation with the Board Member for Finance and Assets the decision to determine whether it is financially advantageous for the Council to enter into a Business Rates Distribution Agreement as referred to in paragraphs 12-14 below.
- 4) **Agree** to increase the long term empty property premium from 50% to 100% at the earliest opportunity so as to encourage long term empty properties back into use.
- 5) **Recommend** to Council that the additional award of Housing Benefit and Council Tax Reduction Scheme Administration Grant of £193k for 2018/19 is allocated as follows :
- i. Additional one off resources on the Housing Benefit Service - £100k
 - ii. Homelessness reserve - £93 k
- 6) **Recommend** Council to accept the budget for 2018-19

152. Capital Strategy 2018/19

The Head of Financial Services had submitted a report which presented the Capital Strategy 2018/19 – 2021/22 for approval.

Cllr Turner, Board Member for Finance and Asset Management, spoke briefly to the report. The updated Strategy included a small number of changes as referred to in the covering report.

The Chair was pleased to note the reference to major capital work investment in the Covered Market.

The City Executive Board resolved to:

1. **Approve** the Capital Strategy attached at Appendix A to the report.

153. Treasury Management Strategy 2018/19

The Head of Financial Services had submitted a report which presented the Treasury Management Strategy 2018/19 together with the Prudential Indicators for 2018/19 to 2021/22 for referral to Council.

Cllr Turner, Board Member for Finance and Asset Management, spoke briefly to the annual report noting that its contents and format were to a large extent driven by CIPFA requirements which did not always result in an elegant read. He drew attention to the few proposed changes, some of which were due to changes in CIPFA's Treasury Management Code of Practice. He noted that, where possible, investments were sought which would be beneficial to the City in their own right and not just financially.

The City Executive Board resolved to recommend that Council approves:

1. The Treasury Management Strategy 2018/19 as set out in paragraphs 7 to 43 and the Prudential Indicators for 2018/19 – 2021/22 as set out in Appendix 2;
2. The Borrowing Strategy at paragraphs 12 to 22;
3. The Minimum Revenue Provision (MRP) Statement at paragraphs 23 to 24 which sets out the Council's policy on charging borrowing to the revenue account; and
4. The Investment Strategy for 2018/19 and investment criteria as set out in paragraphs 25 to 39 and Appendix 1.

154. National Non-Domestic Rates Discretionary Relief Policy 2018-2022

The Head of Financial Services had submitted a report seeking agreement to an updated National Non-Domestic Rates Discretionary Relief Policy for 2018-2022.

The Service Manager for Revenue & Benefits, introduced the report which reflected a number of changes to the rate reliefs which the Council had implemented since 2015. These changes included removing Retail Relief, Long Term Empty Property Relief, New Build Empty Properties and Flooding Relief (all of which had been time limited). It was anticipated that 100% relief for public toilets will be able to be granted in the near future this is dependent on change to primary legislation. (It was confirmed after the meeting that the total rates payable in 2017/18 for the City's 12 public toilets, of which 9 are owned by the Council, is a little under £14k).

The City Executive Board resolved to:

1. **Approve** the updated National Non-Domestic Rates (NNDR) Discretionary Rate Relief policy as attached at Appendix 1 and;
2. **Agree** to grant 100% discretionary relief for Public toilets from 1/4/18 if the bar is lifted on giving rate relief to local authorities by then.

155. Grant Allocations to Community and Voluntary Organisations 2018/19

The Head of Community Services had submitted a report proposing the allocation of grants to community and voluntary organisations through the Community Grants Programme.

Cllr Sinclair, Board Member for Culture and Communities, introduced the report which sought, among other things, to provide consistency and stability to the beneficiaries of grants through the move to three rather than annual allocations.

The Grant and External Funding Officer said that the annual open bidding process was in its final phase. The deadline for submission of bids had passed and those submitted would be reviewed the following week.

The Chair noted that Scrutiny Committee had welcomed the response to its recommendations about grant allocations.

Cllr Smith, Board Member for Leisure, Parks and Sport, noted the importance of robust monitoring given the move to three year allocations. The Grant and External Funding Officer confirmed that such monitoring would be in place.

The City Executive Board resolved to:

1. **Approve** the recommendations for the commissioning programme as set out in Appendices 1 and 2;
2. **Delegate authority to** the Head of Community Services, in consultation with the Executive Members for Customer and Corporate Services and Culture and Communities, to approve the recommendations for applications received to the grants open bidding programme for the period of 2018-21 and allocate funding to art and culture organisations that apply for funding through this theme from April 2019; and
3. **Delegate authority to** the Executive Director for Organisational Development and Corporate Services in consultation with the Executive Members for Customer and Corporate Services and Culture and Communities to allocate the development fund in the Advice and Money Management commissioning theme for the period of 2018-21.

156. Update of the Corporate Plan 2018

The Assistant Chief Executive had submitted a report seeking approval of the annual update of the Corporate Plan 2016-20.

Cllr Price Board Member for Corporate Strategy and Economic Development, introduced the report which provided a broad framework for the Council's activities and had provided an opportunity to 'tidy up' the Council's priorities.

The City Executive Board resolved to:

1. **Approve** the Annual Update report on the Corporate Plan 2016-20, as set out in Annex 1;
2. **Delegate authority to** the Assistant Chief Executive to make minor textual/formatting changes to the Annual Update Report in advance of formal publication; and
3. **Delegate authority for** the Assistant Chief Executive to add new success measures to the Annual Update Report (point 13) once agreed with Service Heads and the Chief Executive.

157.Children & Young People's Strategy 2018-2023

The Head of Community Services had submitted a report seeking agreement to the commencement of the consultation process for the draft Children & Young People's Strategy 2018-2023.

Cllr Tidball, Board Member for Young People, Schools and Public Health, introduced the report. The Strategy would be underpinned by three principles:

1. Preventative led provision;
2. Equality, inclusion and engagement of young people; and
3. Facilitating effective partnership working

The Strategy sought to focus on three key outcomes for Children and Young People (CYP), that they should be healthy and safe; connected; and productive.

She noted that whereas the County Council's role in relation to CYP was now effectively limited to its statutory obligations, the City provided open access opportunities.

Central to the Strategy was the introduction of a 'zoning' methodology which focuses on partners working together on shared outcomes across a locality area. This aspect of the Strategy offered some opportunities for co-operation with the County Council and it was proposed to work with the County to set up a pilot impact zone in the City to focus on improving the outcomes for CYP in that locality.

In discussion there was acknowledgement of the need to take account of those CYP who may cross the City boundary for one reason or another. In relation to this point, Cllr Sinclair, Board Member for Culture and Communities, noted that many CYP and volunteers who engage with City activities come from outside the City. The critical importance to the Strategy of partnership with others was noted as was the regret at the County's significant diminution of non-statutory support for CYP in the City such as the loss of Children's Centres and Youth Clubs.

There was widespread acknowledgment of the importance of the health element of the partnership and the particularly acute pressures faced by the CAMHS service. This

concern was raised by Cllr Tidball at every opportunity at both the Children's Trust and Health & Wellbeing Board.

Members commended the Strategy as an excellent piece of work.

The City Executive Board resolved to:

1. **Agree** the pre consultation version of the Children & Young People's Strategy; and
2. **Agree** to commence the consultation process on the draft Children & Young People's Strategy.

158. Use of Receipts from the Sale of 156 Walton Street (HRA assets)

The Head of Housing Services had submitted a report seeking approval for the receipt from the disposal of a HRA property to be used for the purpose of purchasing larger properties to address overcrowding issues.

Cllr Rowley, Board Member for Housing, introduced the report. He was pleased to report that a bid of over £1m had been accepted for the property. This receipt could now be reinvested, via the HRA, to purchase one or two properties for larger households for which there was a great need.

The City Executive Board resolved to:

1. **Recommend** that full Council include an additional budget in the HRA capital programme of £1,035,000 for the acquisition of social housing properties from the open market, funded by the receipt from the sale of 156 Walton Street; and
2. **Grant delegated authority** to the Head of Housing Services to negotiate and agree such transactions, including any works required to any acquisitions, to maximise the benefit of the receipt.

159. Review of use of Community Protection Notices

The Executive Director Sustainable City had submitted a report which detailed the findings of the review into the application of antisocial behaviour enforcement, with particular reference to people thought to be rough sleeping, and to review the Council's underpinning enforcement policies.

Cllr Hayes, Board Member for Community Safety reminded the Board that the report resulted from a Council motion in October 2017 requesting the CEB to review the process of issuing Community Protection Notices. A senior officer review of the 5 cases in 2016 and 2017 against rough sleepers found that in all cases the Council's policies in respect of these matters had been followed appropriately. The report before the Board had been preceded by cross-party talks. He was pleased that Scrutiny Committee had accepted the report and had been pleased to respond positively to its two recommendations. He went on to reaffirm the Council's absolute commitment, as a caring and compassionate authority, never to act in a punitive way against people by simple virtue of the fact of their being either homeless or rough sleepers.

Cllr Rowley, Board Member for Housing, echoed the comments of Cllr Hayes and drew attention to the fact that the Council's approach required officers to take the lowest form of intervention possible when dealing with such cases.

Cllr Price, Board Member for Corporate Strategy and Economic Development, thought this was a good and thorough report but it would be helpful to see greater clarity about when the recommendations would be taken forward and completed and that Members should have the opportunity to engage with the subsequent proposals. Cllr Hayes confirmed that there would be such opportunities and the Executive Director for the Sustainable City confirmed that the necessary work was already well underway.

The City Executive Board resolved to:

1. **Endorse** the report, including the findings of the Community Protection Notice Review and Cross-Party Panel; and
2. **Authorise** the Head of Community Services, in consultation with the Board Member for Community Safety, to update the Antisocial Behaviour Policy and Antisocial Behaviour Procedures in line with the recommendations made.

160. Oxford Flood Alleviation Scheme

The Executive Director, Sustainable City had submitted a report which presented for approval the proposed land disposals and discounts in relation to the Council's commitment of up to £1,000,000 in-kind contributions from land disposal and compensation foregone to facilitate the Oxford Flood Alleviation Scheme.

Cllr Price, Cllr Price, Board Member for Corporate Strategy and Economic Development, introduced the report noting that it was the 'last bit of the jigsaw' to facilitate the Oxford Flood Alleviation Scheme.

It was noted that the funding gap recorded in the report had now been met.

Cllr Hollingsworth noted the desirability of ensuring that when land was disposed of for the scheme, every effort should be made to secure access for cyclists. It was recognised that while this could be easily achieved in relation to land owned by the Council it could not necessarily be achieved in relation to land in private ownership. It was agreed that this aspiration should be embedded in the scheme as it proceeds.

Cllr Tanner asked for thanks to be recorded for the work of Cllr Price and officers in bringing the project to this important stage.

The City Executive Board resolved to:

1. **Approve** the disposal of land (as identified in Appendix 1) to the Environment Agency for the purposes of the Oxford Flood Alleviation Scheme. Such disposal to be below market value but subject to receipt of appropriate consents and the inclusion of appropriate restrictive covenants; with the Council also foregoing any land

compensation in relation to the severance to the retained land. The values of the land identified in Appendix 1 being set out in Appendix 2;

2. **Approve** the total net in-kind contribution to be made by the Council to the Environment Agency of £450,500;
3. **Approve** the use of the Council's powers under the Local Government Act 1972 and General Disposal Consent 2003 to dispose of the land identified in Appendix 1 below market value; and
4. **Grant delegated authority** to the Executive Director - Sustainable City, in consultation with the Heads of Finance and Law and Governance, to enter into appropriate legal agreements with Environment Agency to give effect to the above matters.

161.Minutes

The Board resolved to APPROVE the minutes of the meeting held on 23 January as a true and accurate record subject to the correction of a typographical error.

162.Dates of Future Meetings

The next meetings are scheduled for :

- 20 March
- 17 April

All meetings start at 5pm

163.Matters Exempt from Publication

If the Board wishes to exclude the press and the public from the meeting during consideration of any of the items on the exempt from publication part of the agenda, it will be necessary for the Board to pass a resolution in accordance with the provisions of Paragraph 21(1)(b) of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2000 on the grounds that their presence could involve the likely disclosure of exempt information as described in specific paragraphs of Schedule I2A of the Local Government Act 1972.

The Board may maintain the exemption if and so long as, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

164.Oxford Flood Alleviation Scheme - confidential appendices

These papers were not discussed at the meeting.

The meeting started at 5.00 pm and ended at 6.40 pm

Chair

Date: Tuesday 20 March 2018

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