

# Agenda

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## City Executive Board

Date: **Wednesday 13 March 2019**

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Time: **6.00 pm**

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Place: **The Old Library - Oxford Town Hall**

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For any further information please contact:

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# City Executive Board

## Membership

<b>Chair/ Leader</b>	Councillor Susan Brown	Leader of the Council, Board Member for Economic Development and Partnership
<b>Vice Chair</b>	Councillor Linda Smith	Deputy Leader (Statutory), Board Member for Leisure and Housing
	Councillor Ed Turner	Deputy Leader, Board Member for Finance and Asset Management
	Councillor Nigel Chapman	Board Member for Customer Focused Services
	Councillor Mary Clarkson	Board Member for Culture and City Centre
	Councillor Tom Hayes	Board Member for Safer, Greener, Environment
	Councillor Alex Hollingsworth	Board Member for Planning and Transport
	Councillor Mike Rowley	Board Member for Housing
	Councillor Louise Upton	Board Member for Healthy Oxford
	Councillor Marie Tidball	Board Member for Supporting Local Communities

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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**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 - 16

On 6 December 2018, the Scrutiny Committee's Finance Panel considered a report concerning securing social value within contracts. The Committee's consequent recommendations to the Board and the draft Board response are attached.

The Scrutiny Committee will meet on 05 March and consider the following reports on this agenda: Corporate Plan Update; Approach to City Centre Public Space Protection Orders; and Performance Report - Quarter 3. Any consequent recommendations to the Board will be published as a supplement to this agenda.

The Committee's recommendations to the Board following its previous discussion of Street Art and Graffiti will also be published as a supplement.

8      **CORPORATE ENFORCEMENT POLICY**

17 - 28

**Lead Member:** Planning and Transport (Councillor Alex Hollingsworth)

The Head of Regulatory Services and Community Safety has submitted a report to review the current Corporate Enforcement Policy and recommend the renewal of the Policy.

**Recommendation:** That the City Executive Board resolves to:  
**Approve** the existing Corporate Enforcement Policy for a further three years.

## 9 EXTENSION TO CENTRAL CONSERVATION AREA

29 - 88

**Lead Member:** Planning and Transport (Councillor Alex Hollingsworth)

The Acting Head of Planning Services has submitted a report to inform the City Executive Board of the results of the consultation period and authorise officers to consider these results further.

**Recommendations:** The City Executive Board is recommended to:

1. **Authorise** the Head of Planning to consider further points raised during public consultation and return a report with recommendations on areas for inclusion within the Central Conservation Area to the City Executive Board for decision; and
2. **Approve** the removal of the area entitled 'southern boundary around Folly Bridge' in the January 2019 consultation document from further consideration for Central Conservation Area boundary alteration in line with officer recommendations.

## 10 PROJECT APPROVAL FOR THE ACQUISITION OF PROPERTIES INTO THE HOUSING REVENUE ACCOUNT

89 - 96

**Lead Member:** Housing (Councillor Mike Rowley)

The Head of Housing has submitted a report to seek Project Approval for the acquisition of properties by the Housing Revenue Account (HRA), specifically new units that may be purchased 'off-plan' from a developer. The purpose is to deliver more affordable housing, and to manage these properties within the Council's HRA let at Social Rent levels.

**Recommendation:** That the City Executive Board resolves to:

1. **Give Project Approval** to the proposal to purchase accommodation, as set out in this report, and within the allocated capital budget for this purpose;
2. **Note** that the expected budget requirement for this project was set out in the 2019/20 Council budget report, albeit at the time of drafting the budget report, the expectation was these acquisitions would receive grant as part of the Oxfordshire Growth Deal (OGD) activity, whereas use of Retained Right to Buy receipt funding is now proposed to part fund this project instead;
3. **Delegate** authority to the Regeneration and Major Projects Service Manager, in consultation with the Head of Finance, to approve any property purchases for this project and to enter into agreement on the basis that in the opinion of the Head of Finance this continues to represent best value; and
4. **Note** that any properties purchased are to be used as social rented housing and let to housing applicants in housing need and on the Housing Register in Oxford, as secure tenancies.



11	<b>PERFORMANCE MONITORING - QUARTER 3</b>	97 - 114
	<p><b>Lead Member:</b> Finance &amp; Asset Management (Councillor Ed Turner)</p> <p>The Head of Financial Services and Head of Business Improvement have submitted a report to note the projected financial outturn and the current position on risk and performance as at the 31st December 2018.</p> <p><b>Recommendation:</b> That the City Executive Board resolves to:  <b>Note</b> the projected financial outturn and the current position on risk and performance as at the 31st December 2018.</p>	
12	<b>RE-DESIGNATION OF NEIGHBOURHOOD FORUMS AND THEIR NEIGHBOURHOOD AREAS</b>	115 - 134
	<p><b>Lead Member:</b> Planning and Transport (Councillor Alex Hollingsworth)</p> <p>The Acting Head of Planning Services has submitted a report to redesignate the Forums and Neighbourhood Areas for Summertown and St. Margaret's and Wolvercote.</p> <p><b>Recommendation:</b> That the City Executive Board resolves to:</p> <ol style="list-style-type: none"> <li>1. <b>Approve</b> the redesignation of Summertown and St. Margaret's Forum in respect of the original designated neighbourhood area to which it related; and</li> <li>2. <b>Approve</b> the redesignation of Wolvercote Neighbourhood Forum in respect of the original designated neighbourhood area to which it related.</li> </ol>	
13	<b>CORPORATE DEBT POLICY</b>	135 - 156
	<p><b>Lead Member:</b> Customer Focused Services (Councillor Nigel Chapman)</p> <p>The Head of Financial Services has submitted a report to approve the proposed Corporate Debt Management Policy as set out in Appendix 1 of the report.</p> <p><b>Recommendation:</b> That the City Executive Board resolves to:  <b>Approve</b> the proposed Corporate Debt Management Policy as set out in Appendix 1.</p>	

**Lead Member:** Deputy Leader (Statutory) - Leisure and Housing  
(Councillor Linda Smith)

The Head of Housing Services has submitted a report to seek approval of the allocation of homelessness prevention funds with the purpose of helping to meet the objectives of the Housing and Homelessness Strategy 2018/21.

**Recommendation:** That the City Executive Board resolves to:

1. **Approve** the allocation of Homelessness Prevention funds to commission homelessness services in 2019/20 as outlined in paragraph 56 to 58 below and in Appendix D, including the following changes to allocations
  - Big Issue Service Broker – that this Payment by Results contract is ended and a contingency of £3,125 is made available to facilitate this
  - OxTHINK – allocation increased from £4,396 in 2018/19 to £5,272 to cover costs relating to the continuation of licence agreements for service providers' staff and further system development. This allocation to be reviewed in year to take account of alternative ICT solutions, including the new housing database.
  - Emmaus – that funding is reduced from £10,000 in 2018/19 to £5,000 and will taper to zero in 2020/21 in recognition of the fact that Emmaus' second-hand furniture superstore is expected to be financially self-sustaining in 2020/21 and will continue to provide work opportunities
  - Network development - £5,000 towards the development and delivery of a programme of networking, learning and development for commissioned service providers' staff and others as appropriate
  - Access to leisure services - £5,000 to support former rough sleepers to access the Council's leisure facilities free of charge.
  - Contingency for Rough Sleeping and Single Homelessness - £1,587 allocated for in-year changes to committed allocations.
2. **Approve** that the Council enter into 24 month [1st April 2019 to 31st March 2021] grant agreements with the Response Organisation and Homeless Oxfordshire to deliver a combined Acacia / Housing First Service, with increased capacity to meet the needs of chronic and entrenched rough sleepers; and
3. **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.

15	<p><b>REVIEW OF CIVIC FLAG FLYING ARRANGEMENTS</b></p> <p><b>Lead Member:</b> Leader, Economic Development and Partnership (Councillor Susan Brown)</p> <p>The Head of Law and Governance has submitted a report for the City Executive Board to consider the outcomes of a review of the Council's arrangements for flag flying and to agree a new protocol for flag flying and bell ringing together with lists of annual flag flying and bell ringing commitments.</p> <p><b>Recommendations:</b> That the City Executive Board resolves to:</p> <ol style="list-style-type: none"> <li>1. <b>Adopt</b> the Oxford City Council Protocol for Flag Flying and Bell Ringing attached as Appendix 1;</li> <li>2. <b>Agree</b> the List of Annual Flag Flying Commitments attached as Appendix 2;</li> <li>3. <b>Agree</b> the List of Annual Bell Ringing Commitments attached as Appendix 3; and</li> <li>4. <b>Delegate</b> responsibility to the Head of Law and Governance for the operation of the protocol, including the arrangements for considering one off requests, and for holding and maintaining the List of Annual Flag Flying Commitments and the List of Annual Bell Ringing Commitments.</li> </ol>	189 - 208
16	<p><b>CORPORATE PLAN UPDATE 16-20</b></p> <p><b>Lead Member:</b> Leader, Economic Development and Partnership (Councillor Susan Brown)</p> <p>The Assistant Chief Executive has submitted a report to seek approval for the 2018-19 Annual Update on the Corporate Plan 2016-20.</p> <p><b>Recommendation:</b> That the City Executive Board resolves to:</p> <p><b>Approve</b> the Annual Update on the Corporate Plan 2016-20, as set out in Annex 1; and</p> <p><b>Delegate</b> authority to the Assistant Chief Executive to make minor textual/formatting changes to the Annual Update Report in advance of formal publication.</p>	209 - 224
17	<p><b>APPROACH TO THE CITY CENTRE PUBLIC SPACES PROTECTION ORDER (PSPO)</b></p> <p><b>Lead Member:</b> Safer, Greener, Environment (Councillor Tom Hayes)</p> <p>The Head of Regulatory Services and Community Safety has submitted a report to approve the approach to setting standards of behaviour in the City Centre.</p> <p><b>Recommendation:</b> That the City Executive Board resolves to:</p> <ol style="list-style-type: none"> <li>1. <b>Approve</b> a city centre consultation process to determine the standards of acceptable behaviour in the city centre and the acceptability and appropriateness of a City Centre Public Spaces</li> </ol>	225 - 242

- Protection Order for tackling particular behaviours; and
2. **Endorse** the use of the Anti-social Behaviour Enforcement Policy to address behaviours in the city centre addressed by the 2016-19 City Centre Public Space Protection Order.

## 18 MINUTES

**Recommendation:** The City Executive Board resolves to APPROVE the minutes of the meeting held on 07 March 2019 as a true and accurate record. These minutes will be published as a supplement.

## 19 DATES OF FUTURE MEETINGS

Meetings are scheduled for the following dates:

- 10 April
- 22 May
- 12 June
- 10 July
- 07 August

All meetings start at 6pm.

## 20 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**

## 21 PROJECT APPROVAL FOR THE ACQUISITION OF PROPERTIES INTO THE HOUSING REVENUE ACCOUNT - APPENDIX 3

243 - 244

## **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](mailto: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:** 12 February 2019  
**Report of:** Scrutiny Committee  
**Title of Report:** Securing Social Value Through Procurement

Summary and recommendations	
<b>Purpose of report:</b>	To present Finance Panel recommendations concerning Social Value.
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Councillor James Fry, Chair of the Finance Scrutiny Panel
<b>Executive Board Member:</b>	Councillor Ed Turner. Board Member for Finance and Asset Management
<b>Corporate Priority:</b>	Vibrant and Sustainable Economy
<b>Policy Framework:</b>	None
<b>Recommendation: That the City Executive Board states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

## Introduction and overview

1. At its meeting on 6 December 2018, the Scrutiny Committee's Finance Panel considered a report it requested earlier in the year concerning securing social value within contracts. The Public Services (Social Value) Act 2012 requires all public services to factor in economic, social and environmental well-being in connection with their contracts. Broadly speaking, social value is considered as the wider benefit gained by the local community, businesses and the environment through the better spending of public money. For example, some contractors can demonstrate social value through hosting community events, work placements, and reducing their energy and carbon emissions.
2. The Panel would like to thank Amanda Durnan, Strategic Procurement and Payments Manager, and Nigel Kennedy, Head of Financial Services, for producing the report and attending the meeting to answer questions.

## Summary and recommendations

3. The Panel supported the principle of providing a weighting to tender bids which could demonstrate social value. It was noted that Oxford City Council has one of the highest rates of spend with local suppliers in comparison to other local authorities, having achieved a record spend with local suppliers in July 2018 of 75%. This in itself generates social value through supporting local businesses and residents. The Panel was also pleased to note a steady increase in recent years in the proportion of spend with small and medium size enterprises.
4. One of the challenges highlighted by the Panel was the difficulty in verifying or monitoring a contractor's progress in delivering social value; measures which are often qualitative and subjective. One example of social value that the Panel wished to see in the awarding of contracts related to whether contractors paid their employees the Oxford Living Wage. However, it was recognised that as private companies, the Council had no role or right in knowing the salaries paid by an external contractor, beyond assurances that they are legally compliant.
5. Whilst there are specific European Union Contract Regulations (OJEU) which set out how social value must be taken into account for contracts of more than £181,000, there is more autonomy for local authorities to give a greater social value weighting to contracts below this level of spend. Manchester City Council for example had a target of 10% of the quality scoring in awarding contracts (as opposed to the cost / value score) being based on social value when evaluating non OJEU tenders, and this was increased in November 2018 to 15% of the overall weighting. Bristol City Councils similarly retains a target at 10%.
6. The Panel were of the view that where contractors can reliably demonstrate that they can meet the tender specification, account should also be taken of what role the contract can have in delivering the Council's wider objectives. For example, where it is demonstrated that one contractor can reduce its impact on the environment over the life of the contract, this should be given reasonable weighting in the decision to award a contract. Based on examples at other Councils, and officer advice, the Panel wishes to recommend that a reasonable social value weighting be given in all non OJEU contracts. This should start at a 5% weighting, and once it has been established as a useful mechanism for scoring tenders, it should be reviewed and increased annually.

**Recommendation 1: That CEB considers introducing a 5% social values weighting for all non OJEU procurement requirements within the Council, which should be reviewed annually (and reported to Finance Panel) to consider whether subsequent increases are appropriate. This change should be subsequently recommended to Council for incorporation in the next Constitution review.**

7. The Panel noted that the Council currently has a standard of paying local companies within 14 days upon request. The Panel agreed that this standard should also be extended to payments for small and medium size enterprises and voluntary community sector organisations within 14 days. It is widely recognised that employing local contractors is a means of generating social value in terms of



local employment, and quick payments by the Council would no doubt be a welcome benefit for local contractors.

**Recommendation 2: That the Council sets a target of paying contracted small and medium size enterprises and voluntary community sector organisations within 14 days of the contract being agreed, where it is requested.**

8. The Panel noted that Green Public Procurement (GPP), which is championed by the European Commission, is a means of delivering social and environmental value through the awarding of public contracts. Compliance with the GPP, which is voluntary, requires the inclusion of clear and verifiable environmental criteria for products and services in the procurement process.
9. The Panel recognised value in the procurement of goods, services and works with a reduced environmental impact throughout their life-cycle, compared to contracts of equal quality, which did not offer the same social value. Examples of where these standards may be applied include the use of indoor cleaning services, and refurbishment contracts. It was noted that many of the Council's contractors and services already have regard to these standards, but they were not applied universally throughout the organisation.

**Recommendation 3: That the Council should seek to apply the Green Public Procurement Policy on all of its future contracts, and that these requirements are highlighted to all prospective tenders seeking to bid for a Council contract.**

### Further Consideration

10. The Panel noted that the Council's Environmental, Sustainability and Ethical Policies do not contain details about the Council's duties under the Social Value Act 2012. It was suggested that the Council may wish to update these policies to reflect this. However, the Panel first wanted to understand more detail about how these policies would be updated, before such a change could be recommended. In relation to the other recommendations made within the body of this report, it is likely the Panel will want to review their implementation at annual intervals, if they are to be taken forward.
11. The recommendations set out in this report were endorsed by the Scrutiny Committee on 21 January 2019.

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## Appendix 1 – Draft City Executive Board response to recommendations of the Finance Panel made on 6 December 2018 concerning Social Value

### Draft response provided by the Board Member for Finance and Asset Management

<b>Recommendation</b>	<b>Agree?</b>	<b>Comment</b>
Recommendation 1: That CEB considers introducing a 5% social values weighting for all non OJEU procurement requirements within the Council, which should be reviewed annually (and reported to Finance Panel) to consider whether subsequent increases are appropriate. This change should be subsequently recommended to Council for incorporation in the next Constitution review.	Yes	This will require a change in the Contract Rules within the Councils Constitution but once this is done then appropriate awareness and training can be undertaken with Managers to implement this recommendation.
Recommendation 2: That the Council sets a target of paying contracted small and medium size enterprises and voluntary community sector organisations within 14 days of the contract being agreed, where it is requested.	Yes	This policy can be implemented relatively quickly
Recommendation 3: That the Council should seek to apply the Green Public Procurement Policy on all of its future contracts, and that these requirements are highlighted to all prospective tenders seeking to bid for a Council contract.	Yes	A number of our contracts already incorporate elements of the Green Public Procurement Policy in relation to some specific items e.g paint. The Procurement Team can introduce this requirement into all tenders that the council is seeking bids for.

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**To:** City Executive Board  
**Date:** 13 March 2019  
**Report of:** Head of Regulatory Services and Community Safety  
**Title of Report:** Corporate Enforcement Policy 2019

Summary and recommendations	
<b>Purpose of report:</b>	To review the current Corporate Enforcement Policy and recommend the renewal of the Policy.
<b>Key decision:</b>	Yes
<b>Executive Board Member:</b>	Councillor Alex Hollingsworth
<b>Corporate Priority:</b>	Vibrant and Sustainable Economy, Meeting Housing Needs, Strong and Active Communities, Clean and Green Oxford, Efficient and Effective Council
<b>Policy Framework:</b>	Corporate Enforcement Policy
<b>Recommendation:</b> That the City Executive Board resolves to:	
<b>Approve</b> the existing Corporate Enforcement Policy for a further three years.	

Appendices	
Appendix 1	Current Corporate Enforcement Policy
Appendix 2	Risk Register
Appendix 3	Equalities Impact Assessment

## Introduction and background

1. The current Corporate Enforcement Policy (Appendix 1) was approved in 2015 and is now due for review. The Policy covers the enforcement activities carried out across the Council by a number of service areas.

## Review of current Policy

2. The current policy sets out the broad principles and aims behind the Council's strategic approach to enforcement to ensure a level playing field for business, fairness for all and in particular, protection of the vulnerable. There is explicit reference in the policy that the Council's enforcement approach will take corporate and local priorities into account.

3. The policy states that the Council will take a graduated approach to enforcement, i.e. education and promotion to change behaviour or set standards followed by enforcement where non-compliance occurs. The policy also recognises that there will be circumstances where it may be necessary to take more immediate enforcement action. This approach remains valid today and does not require amending.
4. The policy makes it clear that the Council will have regard to the Government's Regulators Code, which remains in force and unchanged since it was introduced in 2014. The Code requires enforcement to be proportionate, accountable consistent, transparent and targeted and these requirements are all included in the policy. No other over-arching statutory guidance has been introduced that requires referencing in the Policy.
5. There have been no complaints or challenges to the Council's approach of adopting a Corporate Enforcement Policy that contains broad principles rather than detailing how specific legislation will be applied. The policy states that service areas will develop their own procedures based on statutory guidance where necessary and this is how enforcement practices have developed. This approach provides flexibility for services to implement, amend and improve processes that specifically address legislative requirements, whilst enabling duty holders to engage with and challenge enforcement procedures and decisions at a service level.
6. An Enforcement Group has been developed at the Council which meets quarterly and is attended by officers from all the services engaged in enforcement activities. The purpose of the group is to improve consistency across the Council, spread good practice and identify training opportunities for staff. The view of the Enforcement Group is that the current policy remains fit for purpose and does not require amending.
7. The level of enforcement activity undertaken by the Council is high compared to many other local authorities and this has been recognised at a national level with the Fraud Investigation Team regularly winning awards and Regulatory Services frequently being consulted by the Ministry of Housing, Communities and Local Government regarding best practice in dealing with rogue landlords. Whilst this is due to a number of factors, such as responding to priorities set by members, it is also indicative of effective processes, which includes a corporate policy that sets the direction for services.
8. Given the absence of external factors requiring change, the proven track record and continuing relevance of the policy there is no current requirement or advantage to be gained from amending the current policy, which can be renewed, unchanged, for a further three years.

### **Other implications**

9. Where legislation requires a specific enforcement policy to be adopted by the Council, for example, civil penalties issued under the Housing and Planning Act 2016, then a separate policy will be developed in line with the principles of the Council's Corporate Enforcement Policy.

### **Financial implications**

10. There are no financial implications. Renewing the Policy will not result in any change in income or expenditure.

## Legal issues

11. Officers should have regard to the policy before commencing an enforcement investigation. In any subsequent proceedings a Defendant would be entitled to cite the policy in his/her defence and to challenge the Council if it cannot demonstrate its adherence to its own policy.

## Level of risk

12. The Risk Register is attached as appendix 2.

## Equalities impact

13. The Equalities Impact Assessment is attached as appendix 3. The Council's enforcement activity is largely focussed on protecting vulnerable people so it has a positive impact. There is regular monitoring of enforcement by services where possible to identify any race disparity issues and ensure the Council's approach does not have disproportionate adverse impacts on any community. The Council's Enforcement Group will use this methodology further in 2019/20 and use national best practice with the aim of developing a reporting mechanism. In addition the ability of an individual to pay fines and costs is taken into account in enforcement processes and covered by the Council's Corporate Debt Policy.

## Conclusion

14. The current Corporate Enforcement Policy has been a success and facilitated the robust approach to enforcement taken by the Council. The reference to corporate and local priorities has provided flexibility and allowed regulators to focus enforcement action to deal effectively with local issues. The approach of using broad principles to underpin the policy and developing service based procedures has resulted in efficient enforcement activity that remains open to challenge and scrutiny by dutyholders.

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**Background Papers:** None

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## Corporate Enforcement Policy

### 1 Introduction

- 1.1 The Council is committed to Building a World Class City for Everyone and recognises that its regulatory services play an important role in ensuring a level playing field for business, fairness for all and in particular, protection of the vulnerable.
- 1.2 The Council's enforcement approach will take corporate and local priorities into account.

### 2 Principles of enforcement

- 2.1 The Council will have regard to the [Regulators Code](#) and statutory principles of good regulation. The Council's position is that the responsibility for compliance with the law clearly rests with duty holders, i.e. individuals and businesses.
- 2.2 Subject to any other legal requirements, we will ensure that we exercise our regulatory activities in a way which is:
  - i. **Proportionate** – our core duty is to protect the public and safeguard children and vulnerable adults from harm. Our enforcement activities will reflect the level of risk to the public and enforcement action taken will correspond to the seriousness of the offence. We will seek to resolve cases at the lowest level of intervention appropriate to the case.
  - ii. **Accountable** – the way we carry out enforcement activities will be open to public scrutiny, with clear and accessible policies, and fair and efficient complaints procedures. We will use enforcement activity to assist businesses and others in meeting their legal obligations without unnecessary expense and to support economic growth.
  - iii. **Consistent** – we will enforce the law in a fair, equitable and consistent manner with a view to maintaining public support for the Council's regulatory role. We will have regard to any action being taken by other bodies.
  - iv. **Transparent** – we will ensure that our advice to those we regulate is clear and reliable to help them understand their legal obligations and we will seek to raise awareness about what is expected of them and the need to comply. We will consider what action is appropriate for each regulatory matter and offender.
  - v. **Targeted** – We will seek to change the behaviour of the offender and eliminate any financial gain or benefit from non-compliance where practicable. Our resources will be focussed on higher risk enterprises and activities, reflecting local need and national and corporate priorities. We will seek to restore the harm caused by regulatory non-compliance where appropriate and expedient, and deter future non-compliance.

### **3 Decisions on enforcement action**

- 3.1 We will take a graduated approach to enforcement, unless there are circumstances where more formal enforcement action is necessary.
- 3.2 We will have regard to statutory guidance and national codes of practice when considering enforcement action.
- 3.3 When deciding whether to prosecute The Council will have regard to the provisions of The Code for Crown Prosecutors, in particular the need for a realistic prospect of conviction and whether prosecution is in the public interest.
- 3.4 Individual regulatory services may supplement this policy by developing more specific and detailed service procedures based on statutory provisions.

### **4 Victims and witnesses**

- 4.1 We will consider the needs of victims and witnesses and comply with relevant codes of practice for the treatment, support and communication with both victims and witnesses.

### **5 Delegation of authority**

- 5.1 The Council's Constitution and Scheme of Delegations specifies the extent to which enforcement powers are delegated to officers.

### **6 Training and appointment of officers**

- 6.1 All officers undertaking enforcement duties will be suitably trained and qualified to ensure officers are fully competent to undertake their enforcement activities.

### **7 Shared regulatory roles**

- 7.1 Officers will attempt to co-ordinate visits and actions with other agencies to achieve the most efficient and effective outcomes and to minimise inconvenience for those who are being visited, inspected, or subject to other enforcement action.

### **8 Review of Enforcement Policy**

- 8.1 This document was published in December 2015. This policy document will be reviewed every 3 years or sooner should legislation change.

## Appendix 2: 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
Legal challenge	Policy is not renewed	Threat	Dutyholders challenge enforcement decisions and cite an out of date policy	Enforcement actions are prolonged, unsuccessful or ineffective. Cost to the Council.	22/1/19	Ian Wright	2	2	2	2	2	2	The risk is currently low but would increase over time.	Renew policy	13/3/19			Ian Wright
23 Inconsistency	Policy is applied inconsistently across the Council	Threat	Services not acting in accordance with the policy	Enforcement brought into disrepute, challenges to enforcement action.	22/1/19	Ian Wright	3	4	2	3	2	3	All services need to be aware of the policy	The Enforcement Group will assist in promoting consistency	13/3/19			Ian Wright
Equalities	Enforcement impacts unfairly on a group with protected characteristics	Threat	Services not acting in accordance with the policy	Enforcement brought into disrepute, challenges to enforcement action.	22/01/19	Ian Wright	3	4	2	3	2	3	All services need to be aware of the policy	Monitoring of enforcement action to identify impacts e.g. racial disparity	13/03/19			Ian Wright

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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.***

## Appendix 3

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?

Compliance with national legislation applies equally to everyone and national legislation has been subjected to parliamentary scrutiny and an Equality Impact Assessment by the Government before it is implemented.

The initial Equalities Impact Assessment has highlighted that there are eight groups with protected characteristics that have been identified as having the potential to be impacted by this Enforcement Policy:

- All persons aged above 10 years old – the age of criminal responsibility in the UK
- People whose first language is not English– those with limited or no ability to understand how the policy/law affects them day to day
- People who do not speak English as a first language (or at all) – those with limited or no ability to understand how the policy/law affects them day to day
- People with mental health issues – those who lack capacity to understand the way this policy may affect them day to day
- Households with a low income – those households who may lack the financial income to pay fixed penalty notices or fines
- Unemployed people – those individuals who may lack the financial income to pay fixed penalty notices or fines
- Young people not in employment education or training – those who may lack financial income to pay fixed penalty notices or fines and be financially dependent upon their parent(s)/carer(s).
- Rough Sleepers/homeless – those who may lack the financial income to pay fixed penalty notices or fines

In order to mitigate the potential impact upon the groups identified by the initial Equalities Impact Assessment the balance of proceeding with an enforcement action will need to be on a case by case basis.

Dutyholders also have a right to legal redress should they feel that an enforcement decision was unfairly/unlawfully taken; this can be via the Council's Complaints system, an appeal process, or at a court hearing. Service users can use the Council's Complaints system if they believe we have failed to adequately enforce the law.

## Appendix 3

The Council's policy is based on templates provided by the Government's Better Regulation Delivery Office and has therefore been developed using nationally approved best practice.

By maintaining the number of services covered by an enforcement policy the potential for actions causing inequality will be reduced.

Enforcement activity is monitored whenever practicable to assess its impact on protected characteristics.

Many of the enforcement activities undertaken by the council are initiated to protect vulnerable individuals with protected characteristics and the policy has a positive effect on equalities.

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

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

In order to mitigate the potential impact upon the groups identified by the initial Equalities Impact Assessment the balance of proceeding with an enforcement action will need to be on a case by case basis.

The issues that relate to an ability to pay are also covered by the Council's Corporate Debt Policy.

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

No consultation is required. The policy is a renewal of an existing policy with no changes proposed.

There will be no direct or indirect adverse impacts on disabled people. As many of the enforcement activities undertaken by the council are initiated to protect vulnerable individuals with protected characteristics, the policy will

## Appendix 3

have a positive effect on equalities.

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

In order to mitigate the potential impact upon the groups identified by the initial Equalities Impact Assessment the balance of proceeding with an enforcement action will need to be on a case by case basis.

The policy has been in place for 3 years with no identifiable adverse impacts on people or groups with protected characteristics.

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

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

The Enforcement Group consisting of services who carry out enforcement work at the council will undertake reviews and consistency checks across enforcement activity and assess equality impacts. Develop approach using national best practice to consider impacts.

Enforcement activity is reviewed annually by each regulatory service as part of developing the following years' Service Plan.

Enforcement Activity is monitored on a case by case basis to ensure unexpected equality impacts do not occur. For example statutory notices have to be countersigned by senior officers, prosecutions and civil penalties have to be approved by Service Managers/Heads of Service and then passed to Law and Governance for further scrutiny.

Lead officer responsible for signing off the EqIA: Ian Wright

Role: Head of Service for Regulatory Services and Community Safety

Date: 22/1/2019



**To:** City Executive Board  
**Date:** 13 March 2019  
**Report of:** Acting Head of Planning Services  
**Title of Report:** Extension to Central (City & University) Conservation Area

Summary and recommendations	
<b>Purpose of report:</b>	To inform the City Executive Board of the results of the consultation period and authorise officers to consider these results further.
<b>Key decision:</b>	Yes
<b>Executive Board Member:</b>	Councillor Alex Hollingsworth, Board Member for Planning and Transport
<b>Corporate Priority:</b>	A Vibrant and Sustainable Economy; An Efficient and Effective Council
<b>Policy Framework:</b>	Local Plan 2036
<b>Recommendations:</b> To inform the City Executive Board of the results of the consultation period and authorise officers to consider these results further and approve removal of the area entitled 'southern boundary around Folly Bridge' from further consideration and to: <ol style="list-style-type: none"> <li><b>Authorise</b> the Head of Planning to consider further points raised during public consultation and return a report with recommendations on areas for inclusion within the Central Conservation Area to the City Executive Board for decision; and</li> <li><b>Approve</b> the removal of the area entitled 'southern boundary around Folly Bridge' in the January 2019 consultation document from further consideration for Central Conservation Area boundary alteration in line with officer recommendations.</li> </ol>	

Appendices	
Appendix 1	Consultation Report
Appendix 2	Maps of proposed inclusion areas
Appendix 3	Table of consultation responses

## Introduction and background

1. The conservation area was designated in April 1971 and has been amended on four subsequent occasions, the last being in 1998. The Council has a statutory duty to *‘(a) from time to time determine which parts of their area are of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and (b) shall designate those areas as conservation areas. It shall be the duty of [the Council] from time to time to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as conservation areas; and, if they so determine, they shall designate those parts accordingly (s.69).* Although there is a short overview document, an appraisal has never been carried out. During Spring/Summer 2018, the area was appraised and a draft document prepared outlining the special interest of the area. This document went to public consultation from 3 September – 26 October 2018. Comments received indicated that there were other areas which would be considered worthy of designation if they were appraised as well.
2. Conservation Areas must comply with the definition given in s.69 of the Planning (Listed Buildings and Conservation Areas) Act 1990: *‘an area of architectural or historic interest, the character and appearance of which is it desirable to preserve or enhance’*. Each suggested area was considered by the consultants against that requirement. The designation is not a means of preventing development, but as a means of identifying areas where change should be managed to prevent harm to the existing character. Not every building or structure within a conservation area can be considered to contribute positively to the character, but the inter-relationships between the buildings and their spaces often provide a template for the process of managed change.
3. The Local Plan draft will be submitted on 22<sup>nd</sup> March 2019, and it was the aim of the department that the adopted boundary of the Central Conservation Area be part of that submission. The areas identified by the public consultation were appraised by the Council’s appointed consultants during December and January, and a recommendation made by the consultants, Alan Baxter, for the areas which most closely aligned with the designation criteria to be consulted upon for possible inclusion within the conservation area. These recommendations formed the basis of the recent public consultation, which ran for four weeks from 4<sup>th</sup> February to 4<sup>th</sup> March 2019. A summary of the consultation report recommendations for each area is set out below.

### **Summary of areas consulted upon for inclusion and recommendations from the Alan Baxter Consultation report**

4. The southern boundary around Folly Bridge: The existing boundary takes in some building on the south bank of the Isis, which front directly onto the river and relate primarily to the setting of the north bank of the Isis and Central Conservation Area. The area includes a fairly well-preserved district of late-Victorian terraced housing which is comparable with other such buildings nearby which have been included in the conservation area. The river crossing to the south of Oxford is an ancient route dating back to at least the twelfth century, and there were several industrial buildings in the area associated with the boat building company and mineral water works. The recommendation of the consultants was to make no changes to the boundary south of the River Thames

at this time but that in the future consideration is given to a new conservation area rather than an extension of the Central Conservation Area.

5. Keble Road triangle: Originally the site of several 19<sup>th</sup> century dwellings with open countryside to the north, the site gained its first university building in the early 20<sup>th</sup> century. The most striking buildings now on the site were constructed in the 1960s, and are notable in policy terms for being the catalyst for creating height guidelines for future development within the city. Later buildings have continued in university engineering use, and have been designed to be 'of their time' in the same manner as the earlier Jenkin and Denys Wilkinson Buildings.
6. The structures here have some architectural merit and historical interest to both the North Oxford Conservation Area to the north, and the Central Conservation Area to the south. It is a transitional area, containing both town and gown functions and appearances.
7. Radcliffe Infirmary buildings: Constructed in 1759-67, the handsome Palladian infirmary buildings and associated Chapel of St Luke are listed at Grade II\* and Grade II, together with the central courtyard fountain. The buildings are of high historic and architectural interest, which is reflected by their listed status, and they are of comparable quality of appearance as the majority of the existing Central Conservation Area. The remainder of the site is either already protected by being within the North Oxford Conservation Area, or not of comparable worthiness for inclusion.
8. St Thomas': one of the earliest suburbs outside the city walls (extramural), this area developed along a direct route between Osney Abbey and Oxford Castle. The road was moved in 1769, and St Thomas' Street became a quieter, more residential area with Victorian tenements and terraces. To the north, Park End Street and Hythe Bridge Road attracted light industrial and commercial businesses, including interwar show rooms for the motor industry. The late-Victorian terrace fronting Frideswide Square is well-preserved, and complements the 1902 Cooper's Marmalade Factory to the east.
9. The distinct 'town' character of the area, together with its medieval route and surviving buildings of architectural quality, makes it comparable with the already-included extramural suburb of Holywell. The light industrial and commercial elements of the area make it comparable with the areas identified as the Western Fringe along the Castle Mill Stream, river, and canal. The ambience within the area is that of a distinct and separate place away from the city centre, but incorporating elements of it which connect it back to the buildings on the other side of the river.
10. University Science Quarter: buildings connected to the furthering of scientific research were erected around and to the east of the University Museum after its construction in 1860. Formalisation of the study of science at the university was established in the early 20<sup>th</sup> century, during which time there was greater growth in the construction of purpose-built science buildings. Development has continued with large buildings such as Physical Chemistry (1939-40) and Inorganic Chemistry (1954-60) buildings, the Zoology and Psychology building (1970), and into the present day with Biochemistry (2009) and Physics (2018). The greater majority of Victorian structures in the area were removed to facilitate this.

11. Continuous development and reinvention is a key part of the character of the area, with all the buildings being 'of their time' and relevant to their specific science use. This has created an area which is somewhat eclectic in architectural style, but with a homogenous purpose. It reflects the development of the city as a site for world-renowned scientific research, and contains buildings of good architectural quality. Management of this area would seek to sustain and reinforce its education and research character by promoting the established high standards of architecture that the university is known for.

### **Consultation Outcome and recommendations**

12. Ten key stakeholders were invited to a workshop on 14 February 2019 where a presentation was made by the Council's consultants, Alan Baxter. These included the main landowners of the identified sites, and those who had attended stakeholder discussions for the 2018 public consultation. Discussions were had and initial feedback received from four attending groups. These were:

- Nuffield College
- Oxford Architectural and Historical Society
- Oxford Preservation Trust
- University of Oxford Estates Services

Initial concerns were raised over the potential complexity of responses and the time required in order to address the points which may arise from them.

13. Fifteen responses were received via email and the Council's consultation portal, and these can be found in greater detail at appendix 3. This section provides a precis of their contents with regard to each area. The respondents were:

- Christ Church College
- Liberal Democrat City Councillors
- Oxford Architectural and Historical Society
- Oxford Civic Society
- Oxford Sciences Innovation
- St Johns Street Area Residents' Association
- University of Oxford Estates Services
- Eight individuals including Oxford residents

14. Southern boundary around Folly Bridge: two respondents were concerned with this area. While the bridge itself was worthy of preservation, the appearance of the remainder of the area north of Thames Street is not comparable with other parts of the conservation area. The bridge is protected by its national designation as a Grade II Listed Building, and the surrounding area is considered to have historic importance as part of the ancient causeway connection. It is arguable that the area on the south riverbank has a greater relationship to the houses further south, but at present, they have architectural merit and a relationship to the crossing area. Should it be that the Council considers this area of late Victorian and Edwardian suburban expansion to be

worthy of designation in the future, it is likely that the boundary would be redrawn to reflect those relationships. Consideration for a future possible Grandpont Conservation Area was given support.

15. It is recommended that the southern boundary around Folly Bridge remain as existing and no further consultation or alteration be considered for it at this time.
16. Keble Road triangle: seven respondents supported this inclusion due to the area's historic and architectural interest, relationship to the existing Central Conservation Area, and lack of inclusion leading to an anomalous 'hole' in the area. The last reason is not justification for inclusion and has therefore been discounted, as it was during the first public consultation in 2018. However, this reason has also come with the argument that some of the existing buildings provide the 'backdrop' for other science buildings within the conservation area, and this does have greater weight. At present there is a lack of cohesion within the area due to the wide variety of buildings within a relatively small area of land. This needs additional research and consideration in light of the comments received, elevating the importance of 20<sup>th</sup> and 21<sup>st</sup> century buildings within historic settings.
17. It is recommended that further consideration be given to the consultation responses and the information therein regarding the architectural relationships of the existing buildings.
18. Radcliffe: six respondents supported this inclusion due to its architectural and historic interest, as well as its high standard of appearance and strong cohesion. However, there were questions raised over the remainder of the land to the west which was formerly part of the infirmary. While there has been modern development on the site, there is an argument that the historic character of the site and its relationship to the Observatory requires further consideration and research.
19. It is recommended that further consideration be given to the consultation responses and the information therein regarding the architectural and historical relationship of the existing buildings including the 2015 Blavatnik building, and the wider Central conservation area.
20. St Thomas': eight respondents supported this inclusion due its historic association with the 'town' element of the city, the architectural importance of the 'workingman's' housing, its 'village-like' atmosphere, and to ensure new development was of a high standard. One respondent was against the inclusion of the 'Island Site' (the buildings between Park End Street and Hythe Bridge Street) citing the anticipated complexities of retaining and refurbishing the existing buildings. The final two reasons are not considered to be adequate reasons to designate or not designate, but do raise questions about the future redevelopment of the area, as supported by the former West End Area Action Plan and the emerging Local Plan.
21. It appears from the responses that the currently identified St Thomas' area could be split into three, each distinctly different: the area around the Church of St Thomas and the residential housing on St Thomas' Street, the 'Island Site', and the properties on Hythe Bridge Street. The Council had previously considered the area as a whole, and this suggested approach requires further investigation, as it appears to be better way to consider the buildings in conjunction with their relationship to the existing conservation area.

22. It is recommended that further consideration of the St Thomas' area is undertaken to consider whether the area can be assessed as three distinct characters which may require different approaches with regard to designation.
23. University Science Quarter: eight respondents supported this inclusion due to its cohesive character, architectural important buildings, distinguished history as the embodiment of the development of science teaching in Oxford, and due to the anomalous gap that its lack of designation causes. As has been seen in the comments on Keble Road triangle, this last reason is not justification for inclusion. Comments made regarding the backland at the Science Quarter, which has arguably less character than the townscape along South Parks Road, for example, have raised the issue of whether the proposed boundary has been drawn tightly enough. Both Historic England Advice Note 1 and the National Planning Policy Framework acknowledge that not every part of a conservation area will be a positive contributor, and these backland areas would fall into this category. The University states in their consultation response that their emerging masterplan for the science area promotes the use of high quality design for buildings which require replacement, and this would also be the requirement of conservation area designation. However, buildings and areas have been identified by respondents that require further examination to justify their inclusion.
24. It is recommended that further consideration of the Science Quarter is undertaken to re-assess the buildings and areas of lesser cohesion for their designation value.

### **Recommendations**

25. Authorise officers to further consider the points raised during public consultation and return a report to the City Executive Board for decision. This would fulfil the Council's statutory duty not only to review the designation, but to give due consideration and regard into the content of the consultation responses prior to finalising any statutory proposals. This is a requirement of a fair consultation.
26. Approve the removal of the area entitled 'southern boundary around Folly Bridge' in the January 2019 consultation document from further consideration for boundary alteration in line with officer recommendations. The area lies within the Central Conservation Area; while it may also have a relationship with the residential development to the south of the river, there has been no contradiction to the consultant's report received. The area was recommended for a boundary alteration by the Council's consultants; however, the Council is not in the position to be able to explore the special value of that southern area at present, but full consideration would be given to the appropriate area designation for the southern boundary around Folly Bridge if that worthiness was further explored at a later date.

### **Other implications**

27. It was considered that it would be clearer to designate a new boundary where appropriate and submit this as part of the Local Plan Submission Draft. This was so that references in the plan to the Central Conservation Area can be updated along with the policies map ahead of submission. Officers consider that this risk can be managed providing any new boundary is designated in advance of the

Inspector's Matters and Questions on the Plan being received so that if the Inspector has queries about implications for policies these can be asked and comments made by representors. The final report to the City Executive Board would fully identify any modifications or implications to the Local Plan as part of its recommendations.

### **Financial implications**

28. There are no direct financial implications other than the costs associated with the statutorily required advertising of the designation in the London Gazette and local newspapers, and the wider publicising of the designation in the locality.

### **Legal issues**

29. Under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 a local planning authority must designate those areas it believes to have special architectural or historic interest as conservation areas, and thereafter must keep such designations under review to determine whether any additional areas should also be so designated as conservation areas.
30. The Council should give due consideration to the public consultation responses received when considering any new or revised conservation area boundary.

### **Level of risk**

31. The Central Conservation Area has not been fully reviewed since its designation in 1971; as such areas should be reviewed '*from time to time*', and given that the identified areas were considered due to being raised through public consultation, the Council could be criticised as failing to fully deploy its duty to review and designate under s.69 of the Act.
32. In failing to review the issues raised in the complex consultation response prior to finalising any statutory proposals, the Council could be challenged as not having given due regard to the content of the consultation responses.

### **Equalities impact**

33. The inclusion of the proposed areas within the Central (City and University) Conservation Area is not considered to be detrimental or have an impact upon the protected characteristics. An Equalities Impact Assessment is therefore unnecessary for this recommendation.

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**Background Papers: None**





# Oxford Central (City and University) Conservation Area Boundary Review Consultation Report Prepared for Oxford City Council January 2019





# Oxford Central (City and University) Conservation Area Boundary Review Consultation Report Prepared for Oxford City Council January 2019

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# Executive Summary

## Background

Oxford City Council is preparing a conservation area appraisal for the Oxford Central (City & University) Conservation Area. This will form part of the 'evidence base' for the city's new Local Plan, and assist the management of change and development in this important conservation area. It is due to be adopted in 2019.

In September and October 2018 the City Council consulted the public and stakeholders on the first stage of the appraisal. A number of consultation responses suggested changes to the boundary of the conservation area.

41

The City Council has a statutory duty to review conservation area boundaries from time to time and in response to this consultation it has therefore decided to consider a review of the boundary of the Central Conservation Area now, as part of the process of preparing the appraisal. Alan Baxter – acting as the consultant preparing the conservation area appraisal – was instructed to undertake this review.

## Recommendations

Alan Baxter recommends further consideration is given to the inclusion of three key areas:

- **The University Science Quarter:** include within the Central Conservation Area, because the character and history of the area is consistent with the Central Conservation Area and the site contains a number of buildings of good architectural quality.
- **The Keble Road triangle:** include with the Central Conservation Area or North Oxford Conservation Area because of the architectural and historical interest of the buildings on the site and the character of the townscape.

- **St Thomas':** include part of Hythe Bridge Road, Park End Street, the south side of Frideswide Square and the south part of St Thomas's Street (including the church and churchyard) in the Central Conservation Area, because of its historic interest as an extra-mural medieval suburb and the survival of good quality buildings which reflect the area's distinctive light industrial and commercial character.

Alan Baxter further recommends consideration of minor adjustments to the boundary in other areas:

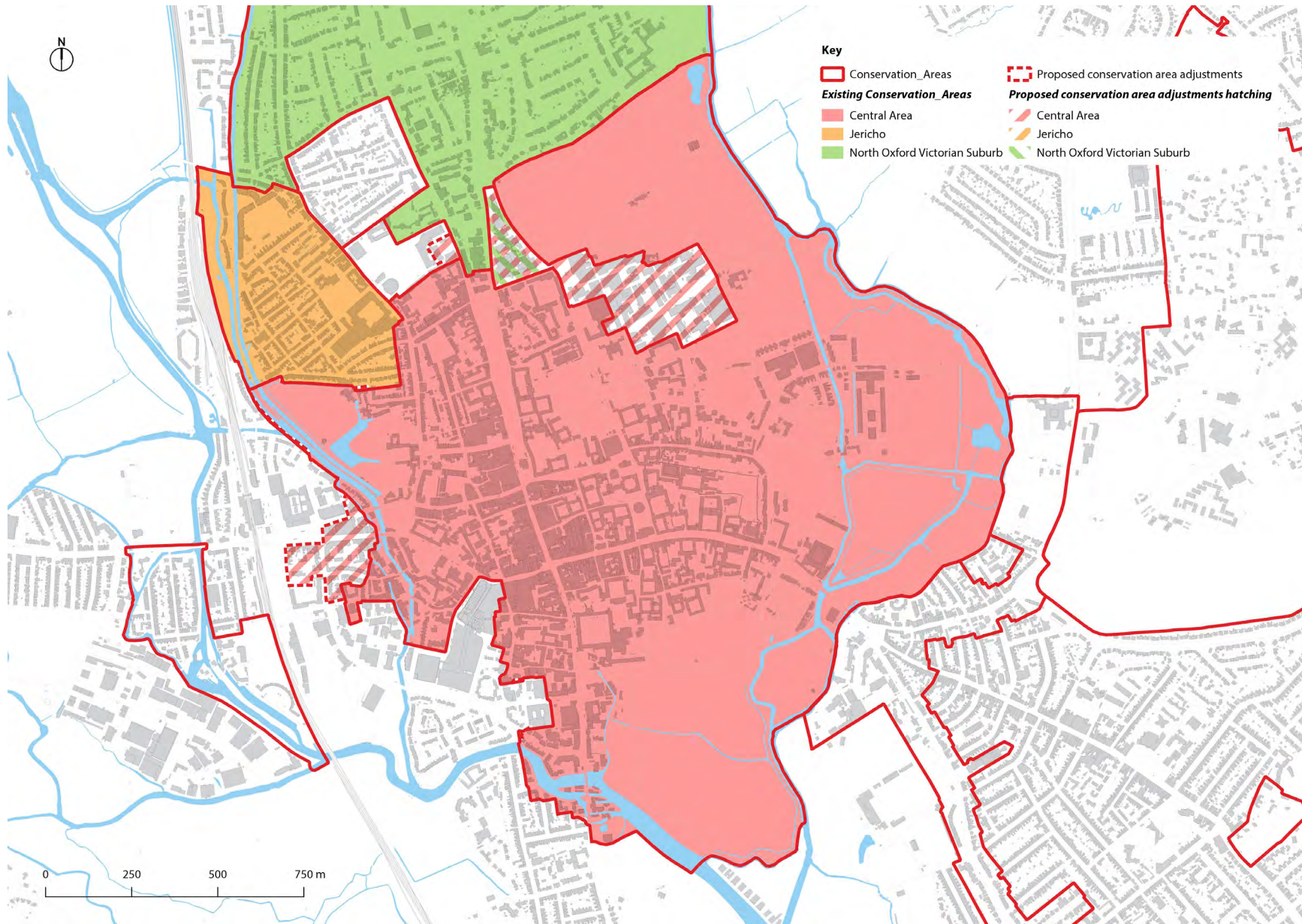
- **The former Radcliffe Infirmary site:** include the surviving former Radcliffe Infirmary buildings in the Central Conservation Area because their character and appearance are consistent with the identified special interest of the Central Conservation Area.
- **Other boundary clarifications:** make minor adjustments to the boundary to clarify the alignment and reflect development since designation.

Other areas were suggested for inclusion during the public consultation but Alan Baxter does not recommend including them for reasons explained in the report.

## Next steps

The public, land and building owners and statutory bodies will be consulted on these recommendations. Subject to the results of this consultation, Oxford City Council will publish any boundary revisions on the Local Plan Proposals Map. The Council intends to adopt the revised boundary and the conservation area appraisal later in 2019.





# 1.0 Introduction

## 1.1 What is this report, and why has it been commissioned?

Oxford City Council (OCC) is currently preparing a conservation area appraisal for the Oxford Central (City & University) Conservation Area. This will form part of the 'evidence base' for the city's new Local Plan, and will be used by the Council, planning applicants and the public to inform and assess proposals for new development and buildings. Alan Baxter has been commissioned to prepare the appraisal. It is due to be adopted in 2019.

In September and October 2018 the City Council consulted the public and stakeholders on the first stage of the appraisal, which was an assessment of its special character. A number of consultation responses suggested changes to the boundary of the conservation area.

As a result, the City Council has decided to give further consideration to a boundary review, as part of the appraisal. Alan Baxter was instructed to undertake a review of the boundaries of the Oxford Central (City & University) Conservation Area. Previous suggestions from consultees on boundary revisions were considered and the entire boundary was reviewed. Initial recommendations have been made but it is considered that these would benefit from further consultation before the council makes its decision.

Following consultation, the City Council will then decide whether to extend the conservation area boundary. Any revisions will be shown in the Local Plan Proposals Plan when that is published, and then incorporated into the conservation area appraisal before its second and final stage of consultation during 2019.

Subject to responses to that consultation exercise, the City Council intend to adopt a revised conservation area boundary and the conservation area appraisal later in 2019.

## 1.2 Legislative and policy context

The *Planning (Listed Buildings and Conservation Areas) Act 1990* sets out the duties of local authorities to designate and review conservation areas. Paragraph 69(2) place a duty on 'a local planning authority from time to time to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as conservation areas; and, if they so determine, they shall designate those parts accordingly.'

Section 186 of the *National Planning Policy Framework (2018)* requires local authorities, when considering the designation of conservation areas, to ensure that an area has sufficient special architectural or historic interest, so as not to devalue the concept of conservation through the designation of areas that lack special interest.

The *Planning Practice Guide* recommends that a good conservation area appraisal will consider what features make a positive or negative contribution to the significance of the conservation area, thereby identifying opportunities for beneficial change or the need for planning protection.

It is not the function of conservation area designation to prevent change, but rather to manage change positively so that development sustains the character of the area as well as meeting wider economic and social needs.

### 1.3 Responses from consultation

Between 3 September and 26 October 2018 Oxford City Council consulted on the first draft section of the conservation area appraisal, the draft character appraisal.

Consultation responses were received from a range of key stakeholders including members of the public, statutory and non-statutory bodies and land owners. A number of consultees commented on the existing boundary of the Central Conservation Area and suggested possible amendments and extensions of the boundary. Additional areas for inclusion were suggested by Historic England, the Oxfordshire Architectural and Historical Society (OAHS), the Oxford Civic Society, the Oxford Preservation Trust, the St John's Street Residents' Association, and several individuals.

The following potential areas for inclusion were put forward:

#### 1.3.1 The University Science Quarter

##### **Reasons given by consultees for potential inclusion**

The University Science Quarter is wholly surrounded by the existing Central Conservation Area. It is an area which is under considerable pressure for change and development.

Development in this area has the potential to affect the character of the neighbouring Central Conservation Area. Including this area within the Central Conservation Area will give greater control over new development and help to preserve the character of the Conservation Area.

#### 1.3.2 The Keble Road triangle

##### **Reasons given by consultees for potential inclusion**

Development in this area has the potential to affect the character of the neighbouring Central Conservation Area.

#### 1.3.3 St Thomas'

##### **Reasons given by consultees for potential inclusion**

St Thomas' has historic interest as an extra-mural suburb of the city which was first inhabited in the twelfth century. It developed around the direct route between Osney Abbey and Oxford Castle and formed an important entrance to the city. It has a distinct 'town' character, broadly light industrial and commercial, remnants of which can still be seen today.

The existing Conservation Area boundary appears arbitrary as it cuts St Thomas' Street in half and does not include the Grade II listed St Thomas' church.

New development in this area has the potential to affect the character of the neighbouring Central Conservation Area.

#### 1.3.4 The former Radcliffe Infirmary site

##### **Reasons given by consultees for potential inclusion**

The former Radcliffe Infirmary site contains several listed buildings which relate to the Central Conservation Area.

It is an area of potential change and development. New development in this area has the potential to affect the character of the neighbouring Central Conservation Area.

#### 1.3.5 The southern boundary around Folly Island

##### **Reasons given by consultees for potential inclusion**

New buildings outside the boundary of the conservation area can affect views towards the conservation area.



## 1.4 Review methodology

The boundary review was carried out with reference to Historic England's advice note on *Conservation Area Appraisal, Designation and Management (draft, 2018)*.

The review considers:

- Whether the areas in question possess sufficient architectural or historic interest for the area to be considered 'special'.
- Whether this is experienced through its character and appearance.
- Whether it is desirable for that character or appearance to be preserved or enhanced, and what problems designation could help to solve.
- Whether any identified special interest is: i) consistent with the character and appearance of the Central Conservation Area – as described in the draft Character Appraisal; or ii) so dissimilar as to warrant designation as a separate conservation area, or as part of another adjoining conservation area.

It is not the purpose of conservation area designation to conserve the setting of areas of special interest, only to conserve and enhance the areas of special interest themselves. Therefore no extensions have been recommended on this basis. (Note, however, that the setting of a conservation area, being a designated heritage asset, is a material consideration in planning policy.)

Site visits to assess the boundary were carried out on 10 and 15 January 2019. The outline history is based upon an assessment of historic maps of Oxford and consultation of relevant secondary sources (listed in section 4.0).

## 2.0 Boundary review

### 2.1 The University Science Quarter

#### 2.1.1 Outline history

The University Science Quarter grew up around the University Museum, which was completed in 1860. Over the following decade, the University Parks were laid out on a large area of land to the north of the Museum, stretching down to South Parks Road. Buildings associated with scientific enquiry began to be constructed, initially clustered around the Museum, with the exception of the Old Observatory (Charles Barry Junior, 1875), which was set further back into the University Parks.

The 1898 OS map (Fig 13) shows a cluster of extensions and additions around the Museum, with the remainder of what is now the Science Quarter still part of the University Parks. The south side of South Parks Road was lined with substantial Victorian villas, constructed from the 1860s onwards, of which only two examples survive today (both listed at Grade II).

As the study of science at the University became more formalised in the early decades of the twentieth century, several substantial purpose-built buildings and laboratories were constructed on the north side of South Parks Road, gradually encroaching on the University Parks. These include the Science Library (T G Jackson, 1901, Grade II listed), the Dyson Perrins Chemistry Laboratory (Paul Waterhouse, 1922, Grade II listed), and the school of Pathology (E P Warren, 1926).

Another significant phase of expansion followed immediately after the Second World War; several of these buildings were designed before the War but construction was delayed until the late 1940s. The Forestry and Botany building on South Parks Road was designed by Hubert Worthington in a characteristic style and was completed in 1950. However, the architectural practice of Lanchester and Lodge were responsible for the majority of these buildings including Inorganic Chemistry (1954–60) and Physical Chemistry (1939–40) on South Parks Road, the New Clarendon Laboratory (1948) and Physiology building (1949–53) at the north of the Science Quarter site.

By the 1960s, the boundaries of the Science Quarter on the north side of South Parks Road had reached its present extent. Since then, further piecemeal development and infill buildings have densified the site.

On the south side of South Parks Road, the first major development for the University was the construction of the monumental Zoology and Psychology building by Sir Leslie Martin, completed in 1970. All but two of the remaining Victorian villas lining the road were subsequently cleared to accommodate late-twentieth-century laboratory developments.

Development in the Science Quarter has continued in the first decades of the twenty-first century, with the new Biochemistry building by Hawkins\Brown winning a RIBA Regional Award in 2009. Most recently, the new Physics Building designed by Hawkins\Brown opened on a site opposite Keble College Chapel in 2018.

### 2.1.2 Character and appearance

The Science Quarter contains buildings of a wide range of styles and materials, reflecting its piecemeal development over the course of the twentieth and twenty-first centuries. Its overall character is of a series of large, detached but densely clustered institutional buildings, occupying substantial plots.

The most architecturally distinguished buildings are grouped along the north side of South Parks Road. The four-storey Inorganic Chemistry building by Lanchester and Lodge uses a restrained palette of rubble stone with stone dressings, a style which became fashionable in Oxford with the construction of Rhodes House on the opposite side of the road. Its stripped-back neo-Classicism has an imposing presence and contributes to the townscape value of South Parks Road. The Grade II listed Chemistry Laboratory by Paul Waterhouse is of two substantial storeys with a long frontage to the road in red brick with generous stone dressings. Beyond it, the Physical Chemistry building by Lanchester and Lodge is in buff brick and presents a side elevation to South Parks Road. The Forestry and Botany building by Sir Hubert Worthington uses rubble stone with stone dressings and relates well to other buildings he designed elsewhere in Oxford, such as the Faculty of Music on St Aldate's. At the east end of South Parks Road, the Dunn School of Pathology occupies a handsome neo-Georgian building in red brick with stone dressings and elegant curving double staircase to the front entrance.

The centre of the Science Quarter is characterised by densely clustered buildings of a variety of different ages and styles. There are several handsome late-Victorian buildings, such as the two-storey ashlar Anatomy building by H W Moore and the characterful and quirky Old Observatory by Charles Barry Junior. The monumental New Clarendon Laboratory and Physiology buildings by Lanchester and Lodge employ a similar stripped-back neo-Classicism design language to their other buildings in the Science Quarter which helps to give a distinctive character to the area and relates to other large-scale institutional buildings in Oxford of this period, such as the Weston Library.

Other infill buildings of various dates are designed for back plots and possess little architectural interest.

On the south side of South Parks Road, the two listed Victorian villas in yellow brick with red brick detailing are the last survivors of the buildings which originally lined the road. The University Science buildings on this side of the road are all post-war and later in date and employ a variety of materials including reinforced concrete, yellow brick, glazed curtain walling and ashlar cladding.

### 2.1.3 Recommendation

The University Science Quarter is recommended for inclusion in the Central Conservation Area for the following reasons:

- The functional character and history of the area as a campus of the world-renowned University of Oxford is of special interest. This is consistent with the character and history of the Central Core Conservation Area as described in the draft Character Appraisal. In particular, the history and character of the University is a core reason for the designation of the conservation area, as indicated in its title (University & City).
- The site contains a number of buildings of good architectural quality. Many of these share the styles and materials of twentieth century university and college buildings in the Central Conservation Area, which the draft Character Appraisal identifies as contributing to the area's special interest.
- There are buildings that do not contribute positively to this special interest, by virtue of their architectural qualities, massing, materials and contribution to townscape and urbanism. These are identified on Fig 15.

Management of the Science Quarter as part of the Central Conservation Area would seek to sustain and reinforce its educational and research character by promoting the high standards of architecture and public realm for which the University of Oxford has historically been known.

The proposed boundary change is shown on Fig 16.



Fig. 1: Inorganic Chemistry building on South Parks Road (Lanchester and Lodge, 1960)



Fig. 2: Forestry and Botany on South Parks Road (Hubert Worthington, 1950)



Fig. 3: Pathology Building on South Parks Road (E. P. Warren, 1926)



Fig. 4: Physical Chemistry building in the Science Quarter, west elevation (Lanchester and Lodge, 1940)





Fig. 5: Electrical Laboratory (T. G. Jackson, 1910, Grade II listed)



Fig. 6: View looking west from Anatomy building (H. W. Moore, 1873) towards Pitt Rivers Museum (T. N. Deane, 1884, Grade I listed) and University Museum



Fig. 7: New Biochemistry building in the Science Quarter (Hawkins Brown, 2008)



Fig. 8: View east towards Department of Pharmacology off Mansfield Road (ADP, 1989)

## 2.2 The Keble Road triangle

### 2.2.1 Outline history

At the turn of the nineteenth century most of the land to the north of St Giles' church was still open countryside and fields on the outskirts of Oxford.

Development began in the mid-Victorian period. By 1876 (the date of the first edition Ordnance Survey map), the Keble Road triangle was developed with substantial detached villas in generous plots, with large terraced houses at the south corner facing onto Banbury Road and Keble Road.

The first University building on the site was the Department of Engineering, constructed at the northern apex of the triangle to designs by W. C. Marshall in 1914, and subsequently extended in 1927 and 1931.

From the 1960s, the character of the triangle was transformed by a series of monumental University science buildings, most prominently the Nuclear Physics Laboratory by Philip Dowson of Arup Associates, completed in 1970, which occupies a large site at the south west corner of the triangle. To its north, the Department of Engineering was constructed from 1960–2 to designs by Ramsey, Murray, White & Ward. The eight-storey tower was of unprecedented height and motivated the City Council to introduce height guidelines for future buildings to preserve the City's skyline.

Subsequent infill development on the triangle has continued, most recently with the Wolfson Building for Computer Science, located behind the surviving Victorian terraces on Keble Road and extended towards Parks Road in 2007, and the Information Engineering Building on Banbury Road, which opened in 2004.

### 2.2.2 Character and appearance

The Keble Road triangle has a varied character and appearance which reflects its piecemeal development. At the south end of the triangle, along Keble Road and Parks Road, the surviving substantial four-storey Victorian terraces have a suburban character in keeping with the development of the North Oxford suburbs, although they are notable for their size and scale. They are characterised by the use of yellow brick with stone dressings, paired gables, and decorative cast iron balconies at first floor level, with a Gothic hint introduced by their pointed-arched front doors.

The earliest surviving University building on the triangle, the Department of Engineering, is a handsome two-storey institutional building in a Jacobean style with red brick, stone dressings and characterful gables, which is in keeping with the height, scale and materials of the Victorian villas on the opposite side of Banbury Road.

The rest of the triangle is dominated by large-scale twentieth century University science buildings of five to eight storeys in height. The Nuclear Physics Laboratory at the south west corner of the site is described by Tyack as 'the most Brutalist building in Oxford'. It is characterised by its use of reinforced concrete and glazing, strong horizontal lines and first-floor deck access. Its monumental scale and sculptural massing, most notably in the fan-shaped concrete accelerator tower which juts out towards Banbury Road, makes it a landmark building in this part of Oxford. The Department of Engineering block also stands out because of its height and the upsweep of its butterfly roof.

Other University buildings on the triangle use a variety of different materials including buff brick, concrete panels, ashlar and curtain wall glazing. They employ various building styles, but are related in their widespread use of large areas of glazing, their substantial massing and strong horizontal lines.

### 2.2.3 Recommendation

On balance, it is recommended that the Keble Road triangle is incorporated into an adjoining conservation area because the area has some architectural and historical interest and townscape character.

The Keble Road triangle provides a link between the North Oxford Conservation Area and the Central Conservation Area, and its character and appearance is a mixture of characteristics of both conservation areas. The nineteenth and early twentieth century residential and institutional buildings on the site are of a quality and character consistent with the North Oxford Conservation Area, while the later twentieth century University Science buildings which now dominate the triangle are a better fit with the Central Conservation Area, as part of the University character zone of large purpose-built institutional buildings.

The dominant buildings on the site are the Nuclear Physics Laboratory and the Department of Engineering. The architecture of these buildings and their impact on the townscape of Oxford – including the Central Conservation Area – has long been divisive. If the balance of public and stakeholder opinion is positive towards these and the other twentieth century University buildings, then we recommend that the site is included in the Central Conservation Area, as part of the University character zone.

If the balance of opinion is that these buildings are not of special interest and do not contribute to the character and appearance of central Oxford, we recommend that the City Council considers incorporating it into the North Oxford Victorian Suburb Conservation Area when it next reviews the boundaries of that Area, to preserve the character of the surviving nineteenth and early twentieth century residential and institutional buildings on the triangle.

It is noted that the Keble Road triangle is an allocated site for development in the Local Plan submission draft.

The recommended boundary changes are shown on Fig 16.





Fig. 9: Remaining Victorian villas on Keble Road triangle with twentieth century science buildings



Fig. 10: Old Department of Engineering (1914) at apex of Keble Road triangle



Fig. 11: View looking south down Banbury Road towards Nuclear Physics Building



Fig. 12: Nuclear Physics Building at the south west corner of the Keble Road triangle (Philip Dowson for Arup, 1970)



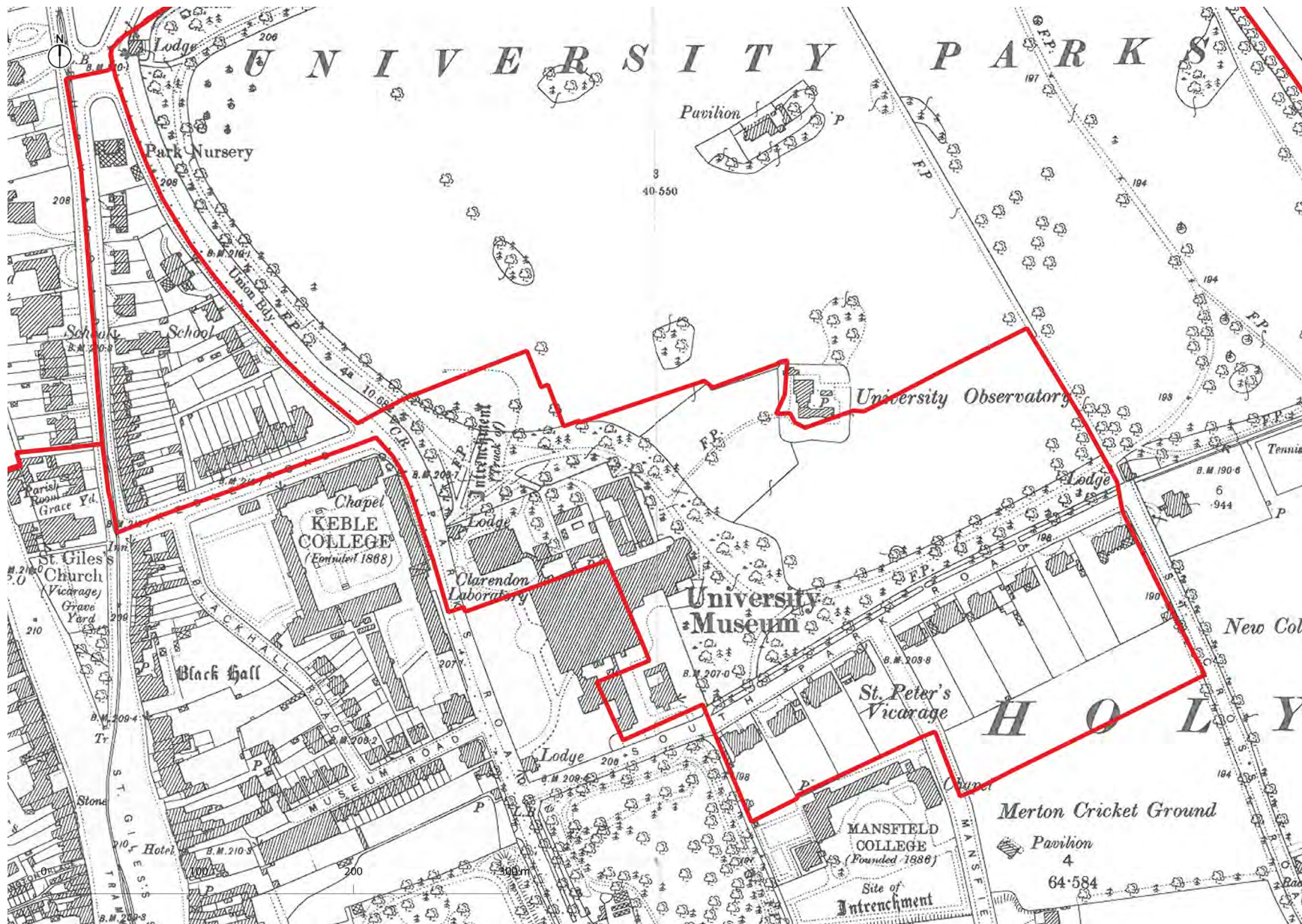


Fig. 13: Science Quarter and Keble Road triangle, 1898 OS map



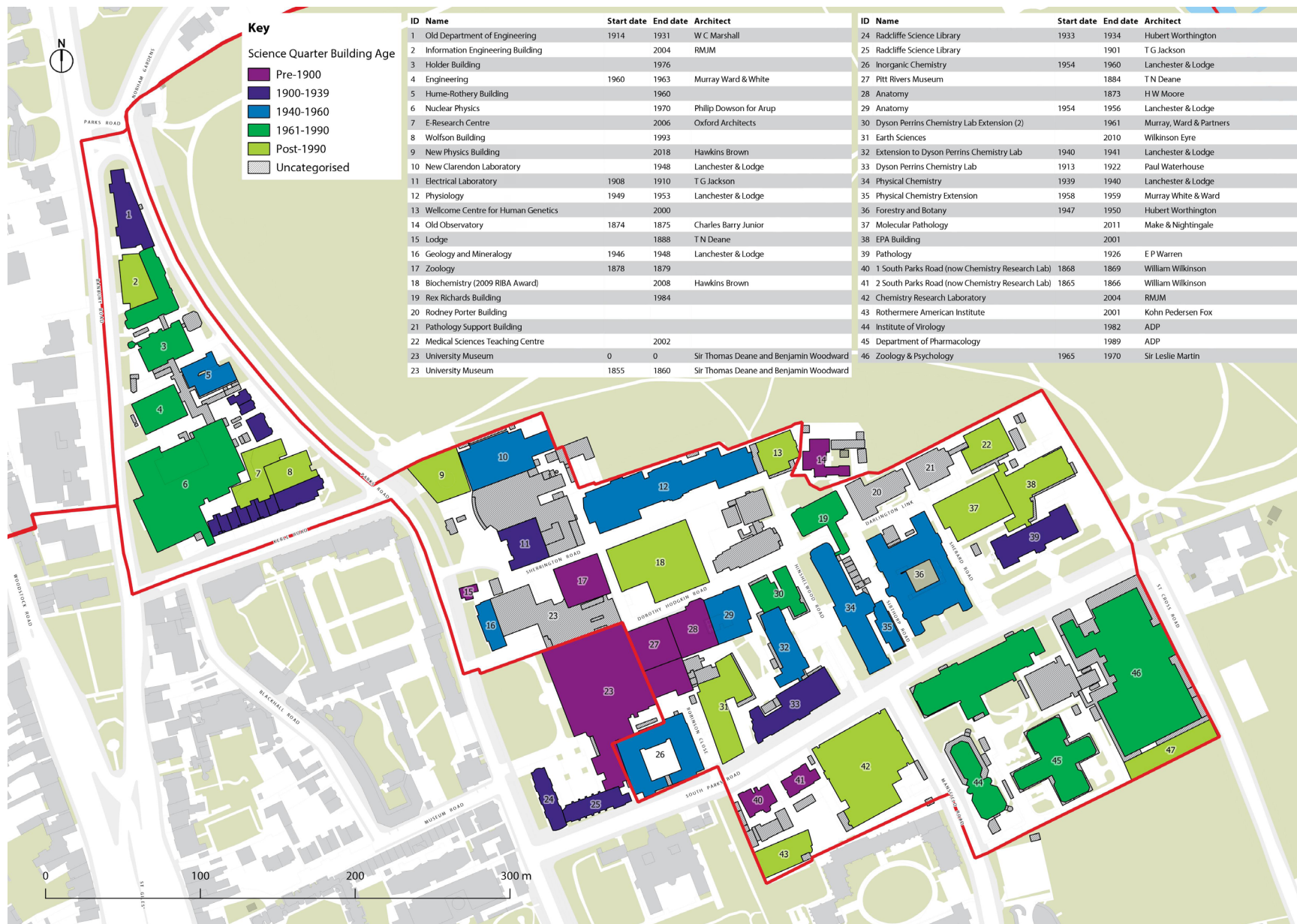


Fig. 14: Building age and architects (where known), Science Quarter and Keble Road triangle

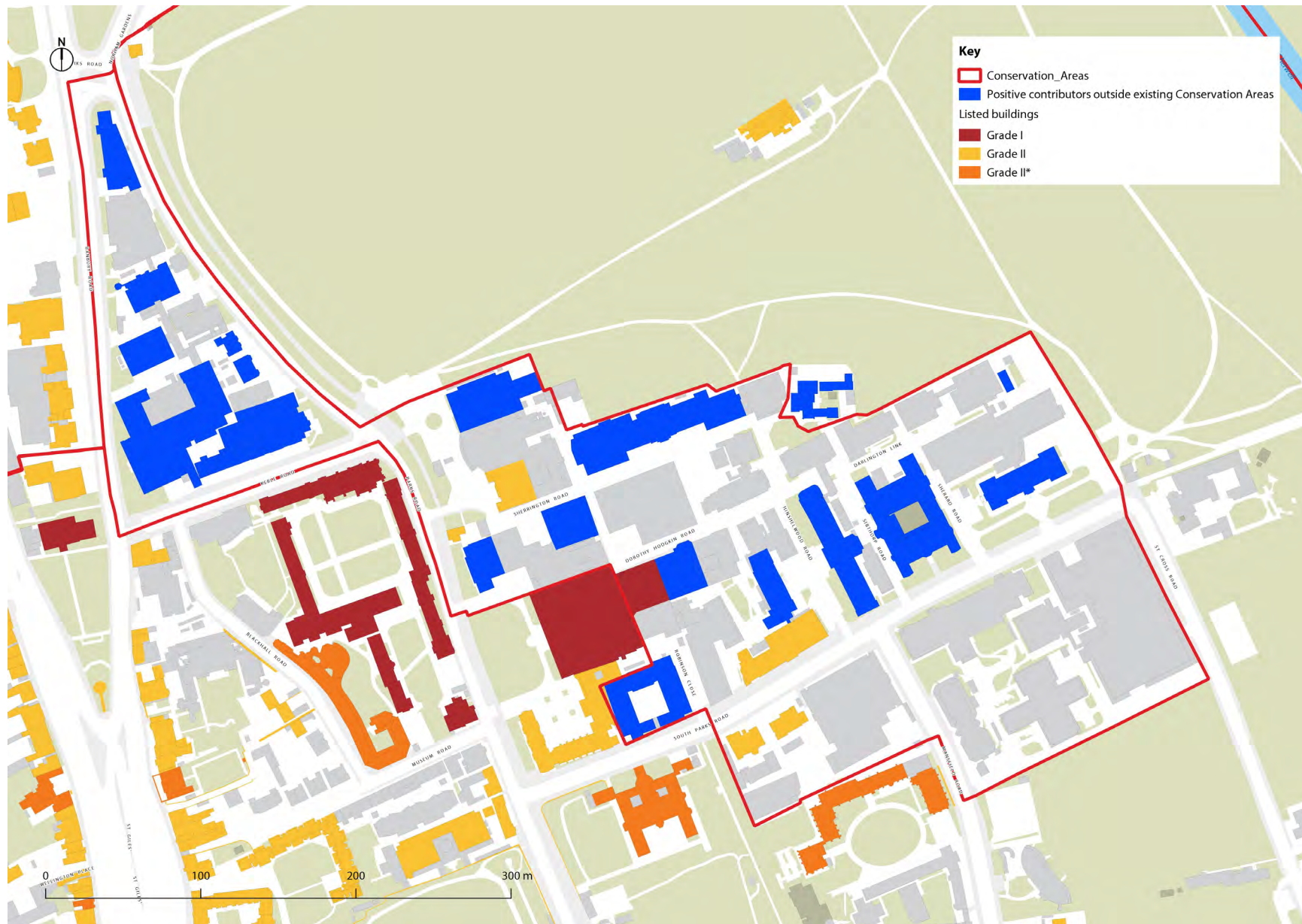


Fig. 15: Listed buildings and positive contributors, Science Quarter and Keble Road triangle



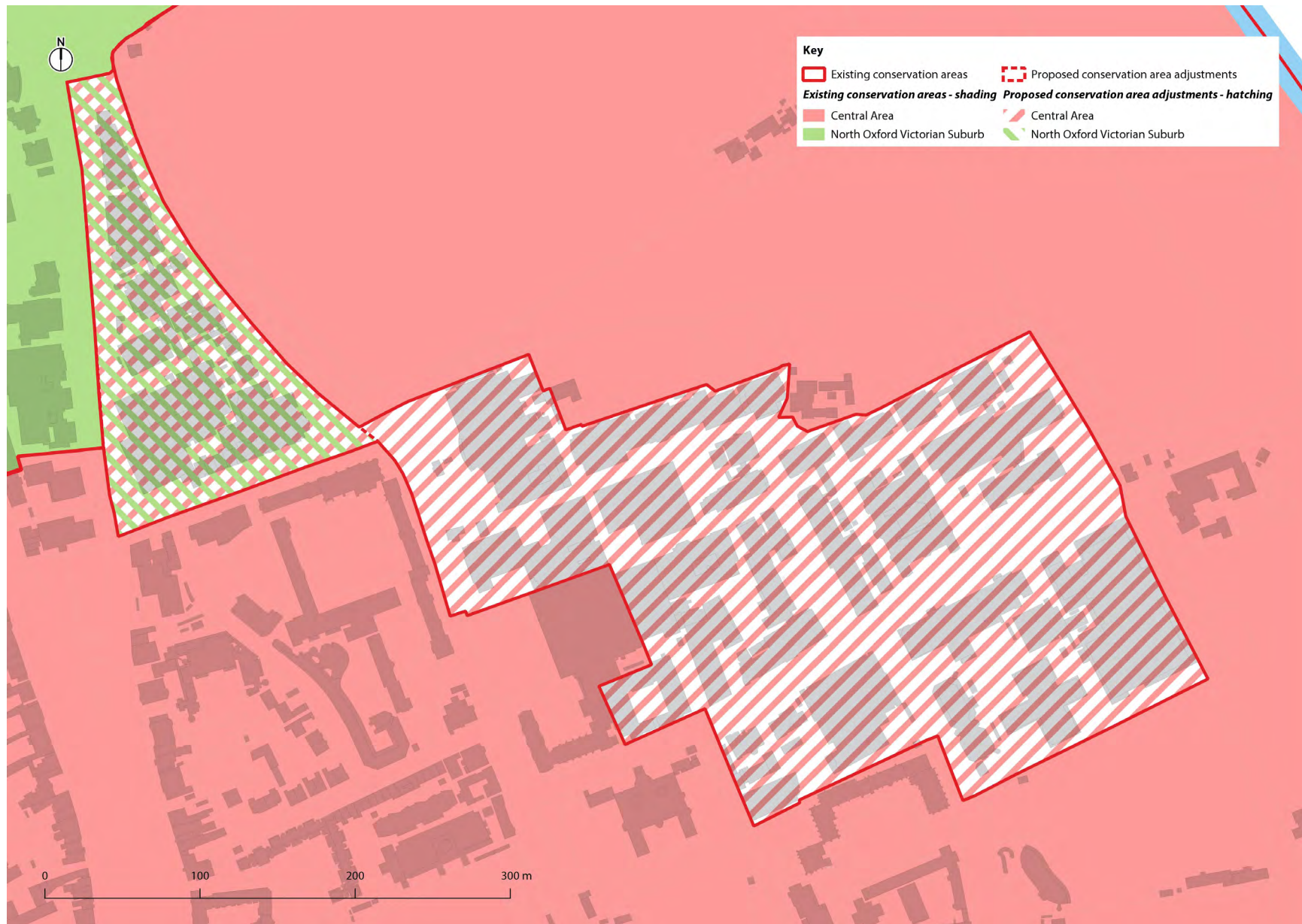


Fig. 16: Potential boundary changes, Science Quarter and Keble Road triangle

## 2.3 St Thomas'

St Thomas' is one of the earliest extra mural suburbs of the city. It developed around the direct route between Osney Abbey and Oxford Castle and archaeological investigations have revealed that it was first inhabited in the twelfth century. The abbey owned all of the land in St Thomas' until the Dissolution in the sixteenth century, when the land and property was passed to the Crown and subsequently on to Christ Church.

The 1578 Agas map shows a ribbon of development on either side of St Thomas' Street, leading down to the church, with gardens extending behind the properties. The New Road and Park End Street were built in 1769–70 to create a new turnpike road between central Oxford and the west, bypassing St Thomas' Street.

By 1898 (see map Fig 25), the district around St Thomas' was densely built up with smaller terraced houses interspersed with industrial sites. There were four large commercial breweries, including the Eagle and Lion Breweries, and several malthouses.

The area became notorious for its overcrowding and poor sanitation and was an epicentre for the 1854 cholera epidemic. Attempts were made to improve working-class housing with the tenements known as Christ Church Model Dwellings in 1866 in The Hamel and brick cottages along Osney Lane.

Park End Street and Hythe Bridge Road attracted larger-scale commercial developments. On the south side of Park End Street, the Cantay Depositories, a large furniture warehouse, was built between 1894–1909 to designs by Tollit and includes iron columns cast by the Eagle Ironworks in Jericho. In the inter-war years, Park End Street became a hub for the motor industry because of its location on a busy main road out of the city. Several garages were located along it, including King's Motors and Hartwell's, both of which survive today although in different uses.

The character of the St Thomas' area suffered from significant post-war slum clearance and redevelopment, which swept away many of the modest late-nineteenth century dwellings and workshops which characterised the area.

### 2.3.1 Character and appearance

St Thomas' has a distinct character, which is broadly light industrial, and commercial and residential. This reflects its long history as a working-class suburb with its development shaped by the city's transport systems: the river, former canal, railway and road structure. These transport links enabled industries such as the brewing industry to grow, which have shaped the character of this district.

The area is characterised by predominantly red brick buildings of a domestic scale of two to three storeys with simple detailing in stone or render. These are more substantial and commercial in character on the main roads: Hythe Bridge Road, Park End Street and the south side of Frideswide Square. Buildings on these streets occupy larger plots and generally have a greater degree of detailing, for example the handsome and externally well-preserved Cantay Depositories on Park End Street. Park End Street is also notable for the surviving inter-war garages which lined the street. The King's Motors showroom of 1934 uses a yellow Bath stone ashlar to match the adjacent Royal Oxford Hotel (1935) and has a good surviving Art Deco entrance hall. Hartwell's Garage retains Art Deco detailing of cornice, pilasters and monogram 'H' on the front elevation, while the name survives in the terrazzo floor of the entrance.

On the south side of Frideswide Square, the listed former Cooper's Marmalade Factory (1902) makes a distinctive contribution to the Square while the brick boiler chimney to the rear reflects the area's industrial heritage. The adjoining late-Victorian commercial terrace is well-preserved, including some original shopfronts, in red brick with stone dressings and a lively roofline with a characterful central turret.

At the west end of St Thomas' Street at the junction with Hollybush Row, there is a surviving townscape block of modest two-storey red brick workers' cottages, of a type which would have been widespread in this area before the Second World War. Subsequent redevelopment along St Thomas' is architecturally somewhat undistinguished but generally in keeping with the surrounding building heights and materials.

### 2.3.2 Recommendation

The route of St Thomas' from the Castle to the church is ancient and has high historic significance.

It has a distinct 'town' character, broadly light industrial and commercial, remnants of which can still be seen today.

The following areas are recommended for inclusion in the Central Conservation Area:

St Thomas' Street, including the Church and churchyard of St Thomas, because:

- It has special historical interest as an extra-mural medieval suburb. The Central Conservation Area already includes other such developments, such as St Giles and Holywell.
- This historical character is expressed in the weaving street line, the medieval church terminating the street, the modest scale of development and the surviving plot boundaries.
- Some recent development does not contribute positively to this character by virtue of its massing, footprint, materials of lack of architectural quality. This is identified in Fig 27.

Park End Street, because:

- It is one of the historic routes into the city centre.
- It is lined with a number of good quality buildings that express the light industrial and commercial development of this area in the nineteenth and twentieth centuries. In particular, the notable cluster of garages reflects the city's strong association with the automotive industry.
- The architectural quality of this area is indicated by the concentration of buildings on the Oxford Heritage Asset Register.

Hythe Bridge Street (part) because:

- It is one of the historic routes into the city centre.
- The surviving buildings reflect the commercial and light industrial character of this area.

The former railway swing bridge is not recommended for inclusion in the Central Conservation Area because:

- It is a single structure at a distance from the existing conservation area boundary that is already afforded appropriate protection by designation as a scheduled monument.
- Railways and railway structures are not part of the character or appearance of the Central Conservation Area. There are no railway structures within the current boundary of the conservation area.

The inclusion of these areas as part of the Central Conservation Area would not prevent change or development in this district, but would enable change to be managed positively in order to conserve and enhance the character of the area and sustain its special interest.

The recommended boundary changes are shown in Fig 28.





Fig. 17: Red brick terraces at east end of Hythe Bridge Road



Fig. 18: View of Frideswide Square looking south towards former Cooper's Marmalade Factory (Grade II listed, in scaffolding)



Fig. 19: Rear view of Cooper's Marmalade Factory showing boiler house chimney



Fig. 20: Former Cantay Depositories along Park End Street (Tollit, 1909)





Fig. 21: View west down Park End Street with former Hartwell's Motor Premises (now office outlet store)



Fig. 22: View east along St Thomas' Street, showing surviving Victorian terraces



Fig. 23: View west along St Thomas' High Street looking towards St Thomas' Church



Fig. 24: Former warehouse building (1893) on north side of St Thomas' Street





Fig. 25: St Thomas', 1898 OS map





Fig. 26: Approximate building age, St Thomas'



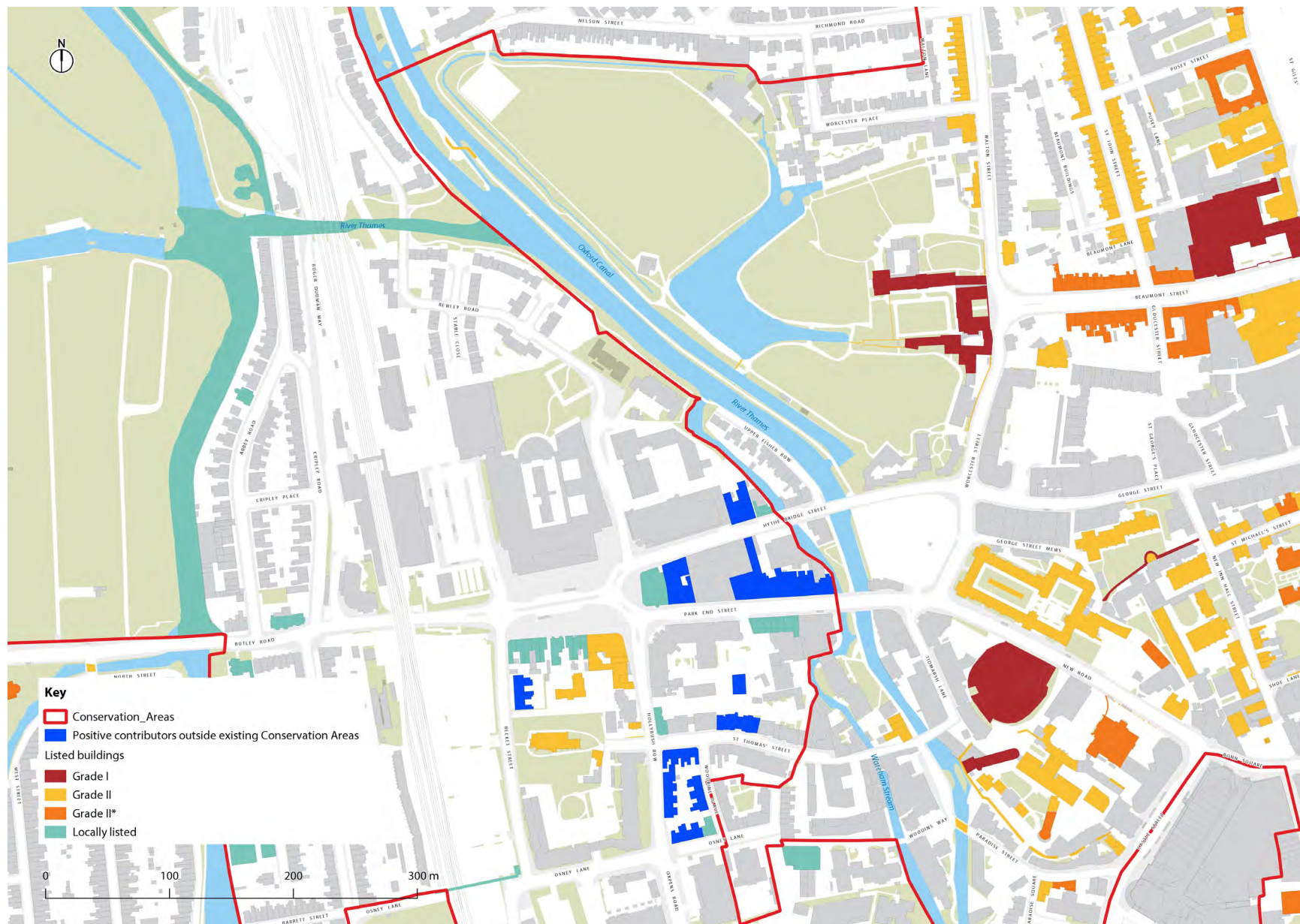


Fig. 27: Listed buildings and positive contributors, St Thomas'



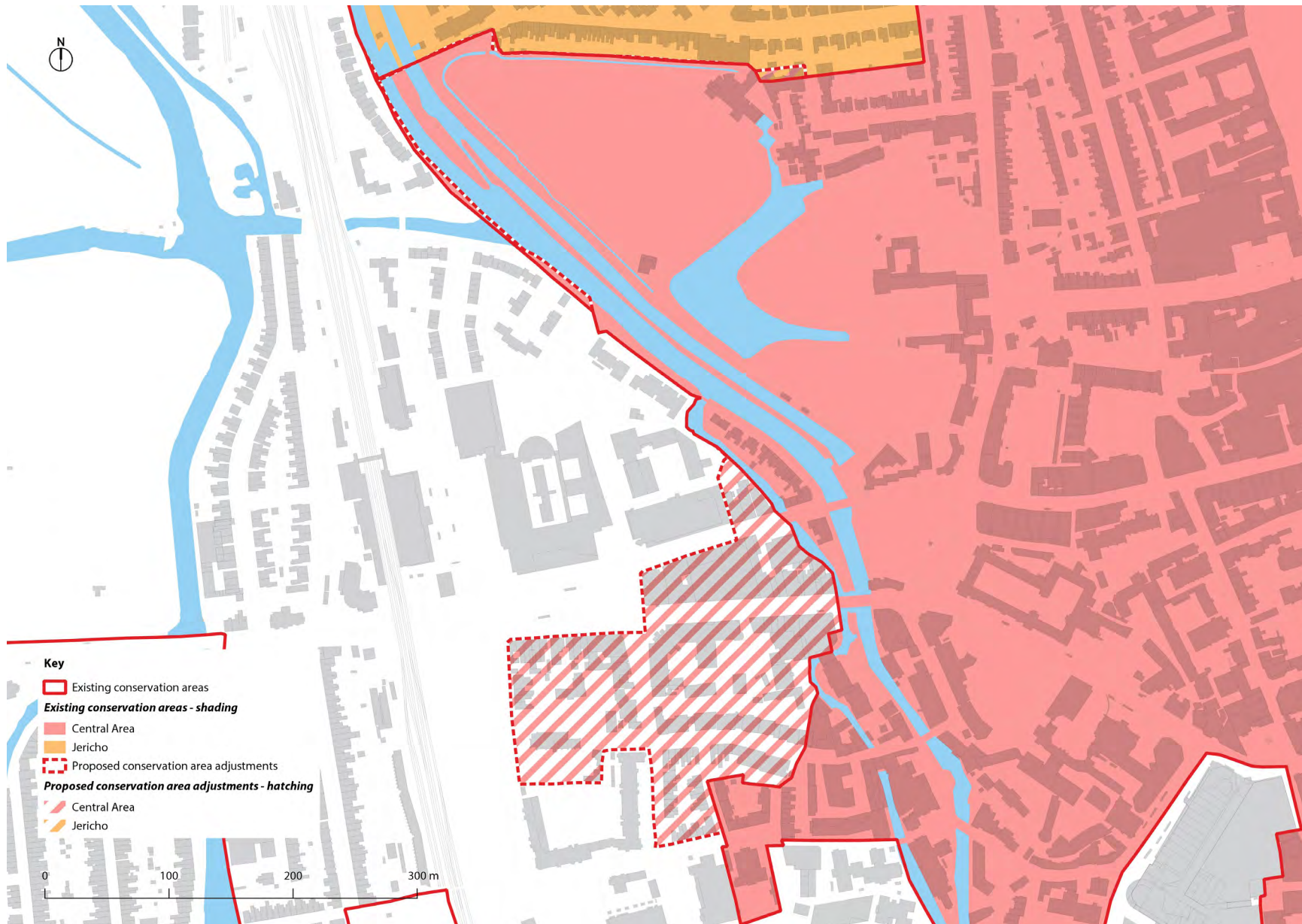


Fig. 28: Potential boundary changes, St Thomas'

## 2.4 The former Radcliffe Infirmary site

### 2.4.1 Outline history

The Radcliffe Infirmary was built on an open site north of the city between 1759–67 to designs by Stiff Leadbetter in a restrained English Palladian style. It was Oxford's first hospital and was funded by the bequest of John Radcliffe, who had also financed the construction of the Radcliffe Camera.

The Radcliffe Observatory was begun in 1772 on a site north of the Infirmary to designs by Henry Keane. It was completed by James Wyatt in 1794 and was used as the astronomical observatory of the University of Oxford until 1934.

Thereafter the site steadily filled up with the expansion of the hospital, including Arthur Blomfield's chapel and an early twentieth century outpatients block by E P Warren. In 2007, the Infirmary moved to Headington and the University of Oxford began a masterplan for the redundant site, clearing unlisted nineteenth and twentieth century buildings.

The Jericho Health Centre on Walton Street opened in 2012, followed by the new Mathematical Institute in 2013, and the Blavatnik School of Government in 2015. Further development is planned over the next decade.

### 2.4.2 Character and appearance

The handsome Palladian Radcliffe Infirmary building, the Gothic chapel on the north side and the neo-Georgian outpatients block on the south side form a group with a significant presence on the Woodstock Road because of their monumental character and arrangement around a courtyard, which provides a generous setting for the buildings.

The remainder of the Infirmary site is primarily open cleared space. The prominent Radcliffe Observatory faces south west across a large open grassed area, with several recent buildings around the perimeter of the site using a variety of materials including red and buff brick, concrete and glazed curtain walling.

### 2.4.3 Recommendation

The character and appearance of the listed former Radcliffe Infirmary buildings are consistent with the identified special interest of the Central Conservation Area for the following reasons:

- Location – adjoining the Conservation Area
- Date – eighteenth and mid-nineteenth century, plus early twentieth century extension
- Function – public, institutional, university teaching
- Architectural character – monumental classicism executed in ashlar and coursed rubble

The remainder of the site is not recommended for inclusion because its clearance has left it devoid of special interest: the demolition of hospital buildings has removed any architectural and townscape interest that may have existed (see Fig 34).

The special interest of the remaining historic building – the former St Paul's Church – is already afforded appropriate protection by virtue of listing. It is associated with the development, history and community of Jericho and not with the character and history of the Central Conservation Area.

The Observatory and Green Templeton College are already included in the North Oxford Conservation Area. They are considered to be adequately protected already.

The recommended boundary changes are shown on Fig. 35.





Fig. 29: Cleared site of Radcliffe Infirmary looking towards Blavatnik School of Government (2015)



Fig. 30: Cleared site of Radcliffe Infirmary looking north west towards Walton Street



Fig. 31: Radcliffe Observatory



Fig. 32: Former Radcliffe Infirmary buildings



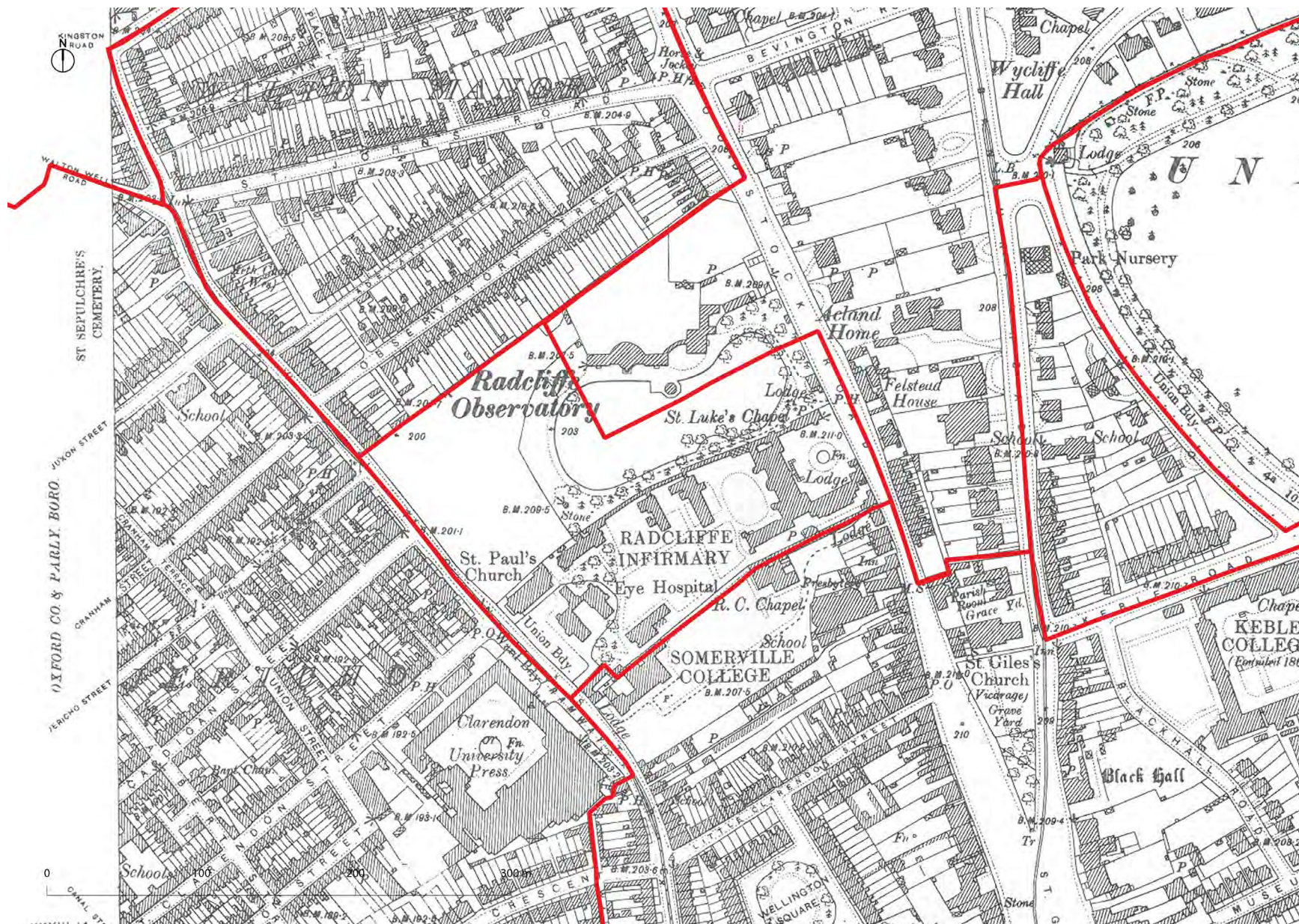


Fig. 33: Keble Triangle and former Radcliffe Infirmary, 1898 map



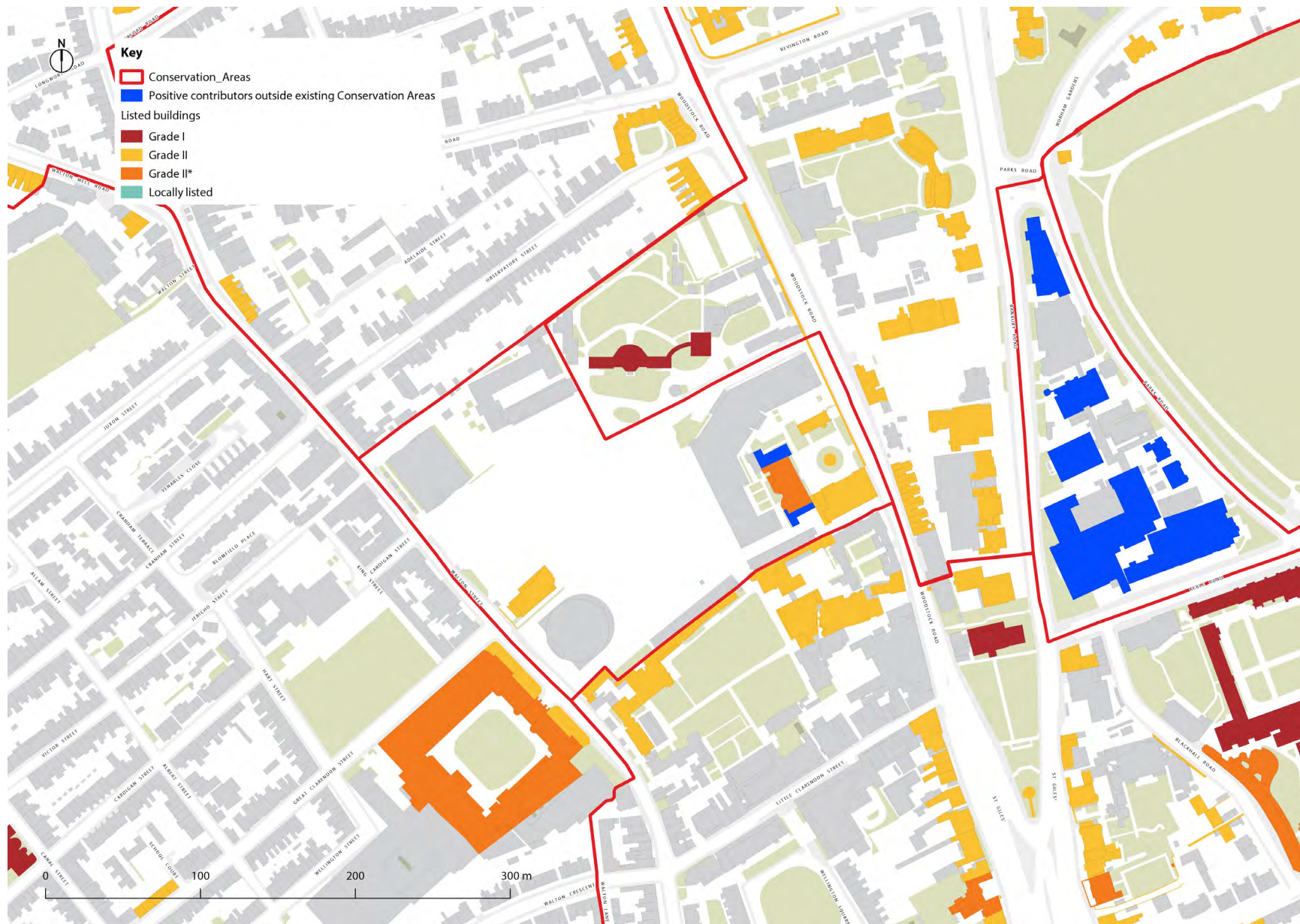


Fig. 34: Listed buildings and positive contributors, former Radcliffe Infirmary site



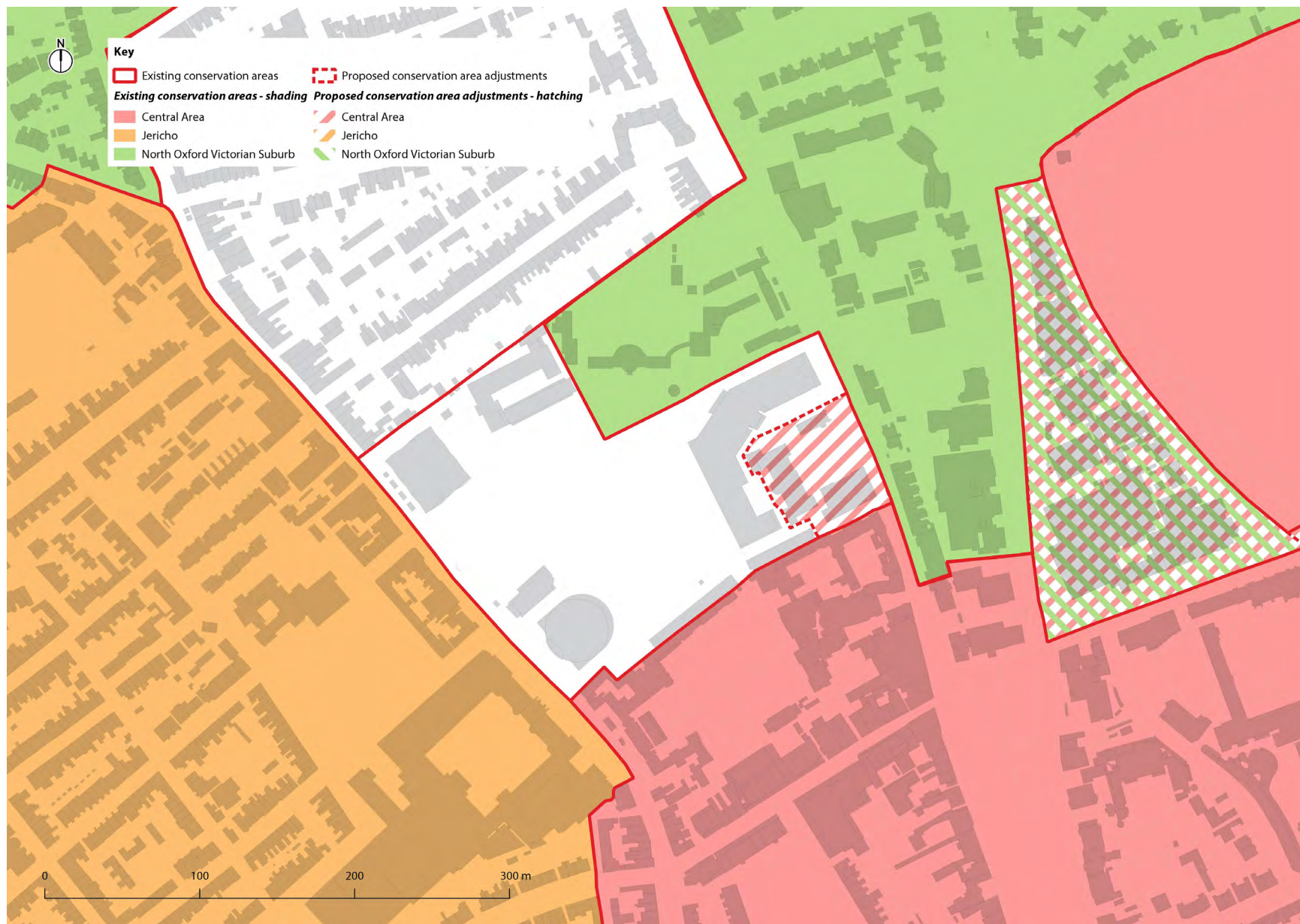


Fig. 35: Potential boundary changes, former Radcliffe Infirmary site

## 2.5 The southern boundary around Folly Bridge

### 2.5.1 Introduction

The existing boundary of the Central Conservation Area takes in some buildings on the south bank of the Isis which front directly onto the river. It is understood that this boundary was drawn in order to control development within views from the north bank of the Isis and the Central Conservation Area, and to preserve its setting.

### 2.5.2 Outline history

The river crossing to the south of Oxford is an ancient route, where a causeway was built as early as the twelfth century across the marshy ground, but the surviving buildings on the south bank of the Isis up to Abingdon Road are late Victorian in date, with some post-war infill development.

Marlborough Road and Western Road were laid out in the early 1880s and developed with Victorian terraced houses. Along the bank of the Isis, there were several industrial buildings, including North's Mineral Water Works at the corner of Cobden Crescent and Buckingham Street, which was demolished in 1970 and replaced with a block of flats (Fig. 37).

Towards Folly Bridge, there were several workshops associated with Salter's boat building company. These have also been subsequently developed, but the winch overhanging the towpath survives.

### 2.5.3 Character and appearance

The existing Central Conservation Area boundary includes an attractive terrace of modest late-Victorian cottages in yellow brick with red brick detailing fronting onto the towpath. Other buildings included within the boundary are late-twentieth-century houses and flats of little distinguishing character, but of a consistent two-storey domestic scale in keeping with the residential character of the district.

To the south of the Central Conservation Area boundary are streets of late-Victorian terraced housing of consistent and cohesive character. Along Western Street, these are substantial three-storey villas with bay windows and gabled dormers. There is a good survival of original features such as windows, doors and decorative bargeboards. Marlborough Road is characterised by smaller-scale two-storey terraces which are more modest in appearance but attractively detailed and with a good rate of survival of original features.

Overall, the area represents a cohesive and fairly well-preserved district of attractive late-Victorian terraced housing.

### 2.5.4 Recommendation

It is recommended that:

- Minor adjustments are made to the boundary on Thames Street and Albion Place to reflect the nature and character of redevelopment since the boundary was originally drawn.
- No changes are made to the boundary south of the River Thames at this time.
- The City Council should in the future consider the possible designation of the streets leading south from the Thames riverbank between Abingdon Road and Marlborough Road as a conservation area. These are considered to have some architectural and townscape character.
- It is recommended that consideration is given to the possible designation of a new conservation area rather than an extension of the Central Conservation Area because the character of these streets is that of the late Victorian and Edwardian suburban expansion of Oxford, whereas the character of the Central Conservation Area is predominantly educational and commercial and its boundaries are broadly defined by the extent of the city up to the early nineteenth century.
- If a new conservation area were designated, it would be sensible at the time of designation to adjust the boundary between the new area and the Central Conservation Area to run along the south bank of the Thames, because this is where the character and appearance of the townscape changes.





Fig. 36: Undistinguished building facing onto the Isis, included within boundary of Central Conservation Area



Fig. 37: Undistinguished building included in Central Conservation Area, with terraces beyond outside the boundary



Fig. 38: Handsome Victorian villas at the corner of Western Road and Brook Street



Fig. 39: View north along Marlborough Road looking towards the Central Conservation Area





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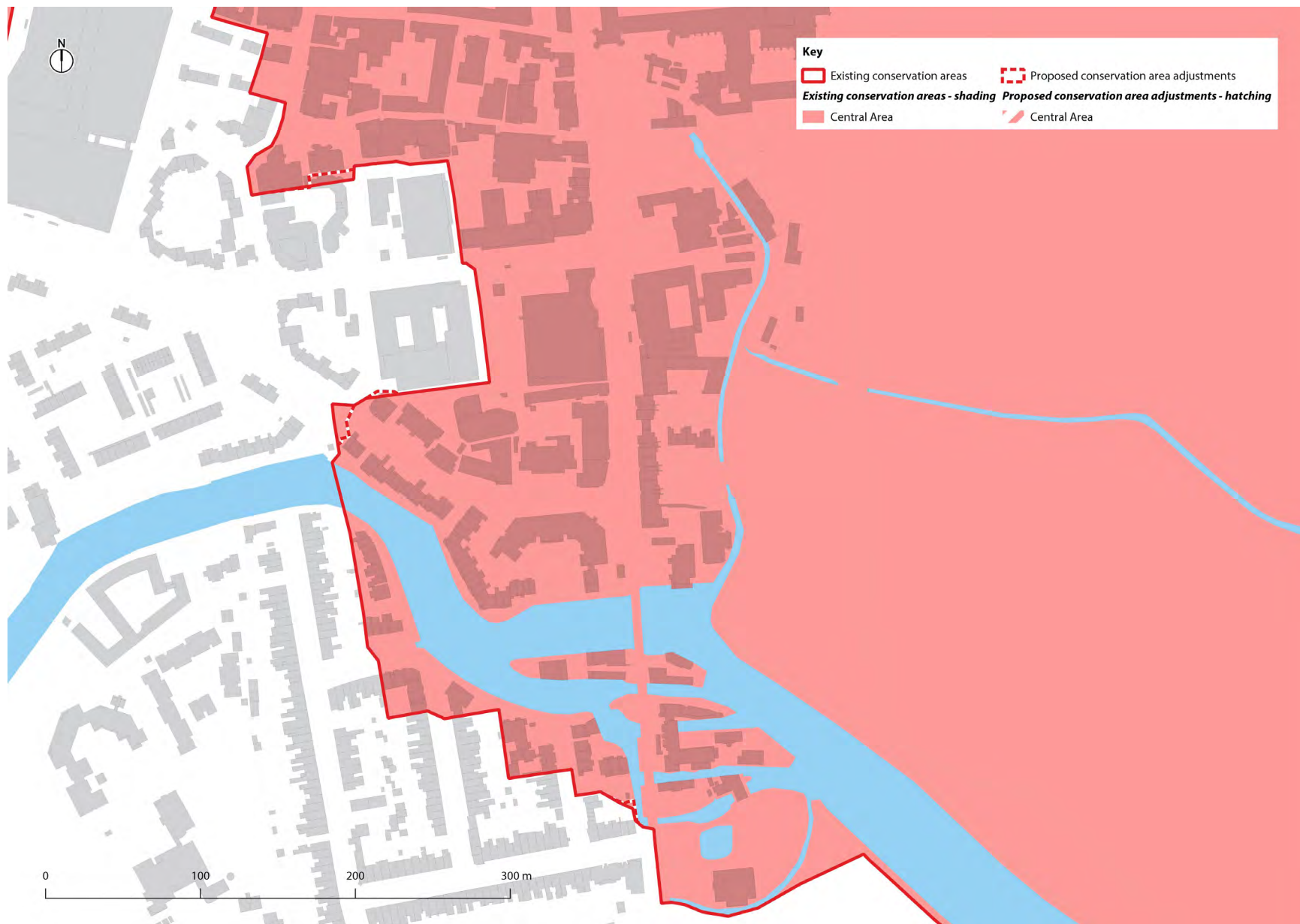


Fig. 42: Potential boundary changes, Folly Bridge area

## 2.6 Other suggested minor adjustments to boundary

Several minor adjustments are recommended to rationalise the Central Conservation Area boundary where at present it cuts through an existing building or does not follow existing plot boundaries. These areas are shown on the overall map of the Central Conservation Area overleaf. Rationalising the boundary in these areas will help to increase certainty as to which buildings are included within the Conservation Area and ensure that the boundary follows clear established plot boundaries.



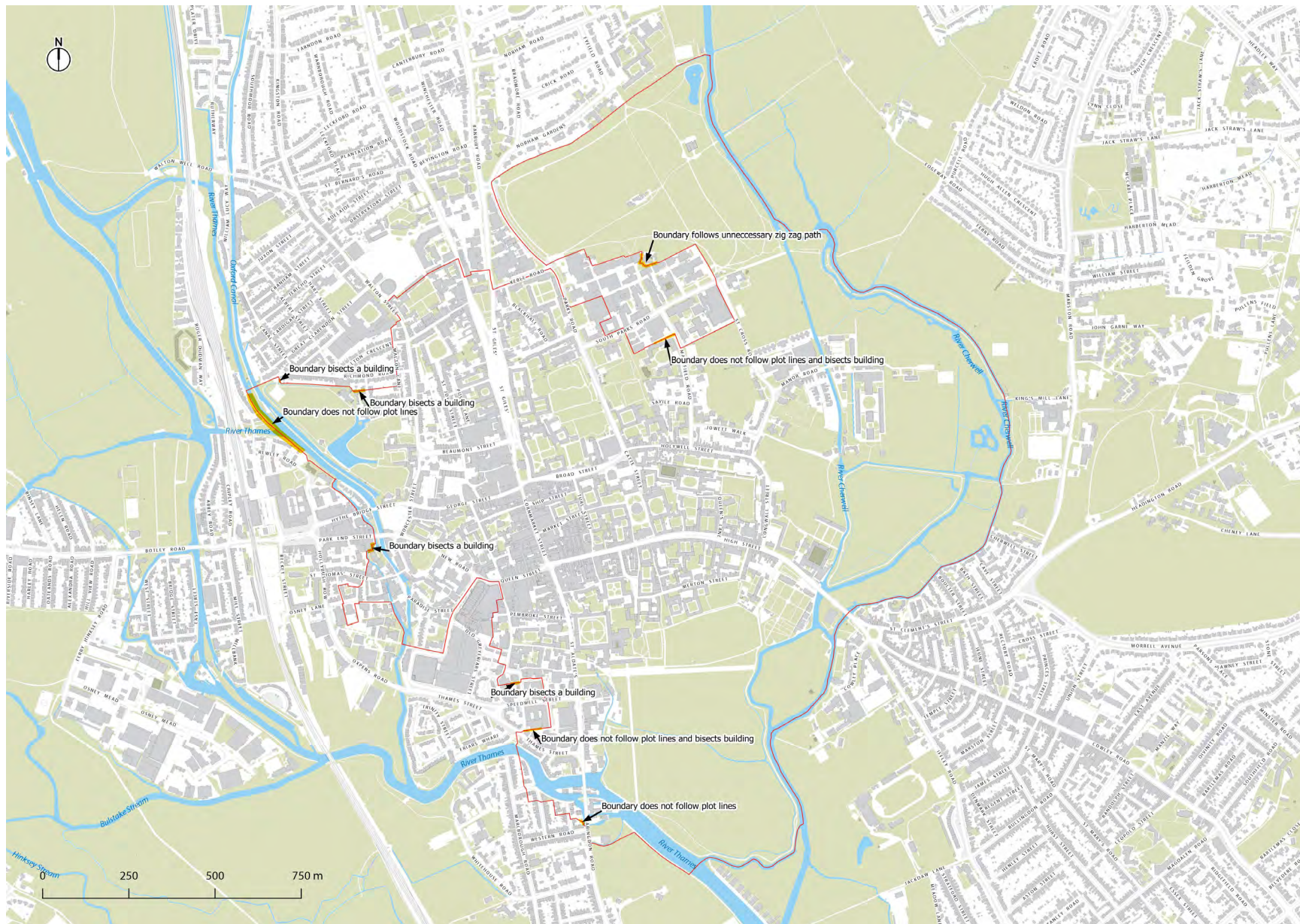


Fig. 43: Overall minor boundary adjustments

## 3.0 Sources

Historic maps: including Agas (1578), Loggan (1675), Faden (1789) and OS maps from 1876 to present

*A study of the historic built environment of the West End of Oxford, Oxfordshire*  
Buildings Record, January 2006

*Buildings of England: Oxfordshire*, Nikolaus Pevsner and Jennier Sherwood, 1974

*Conservation Area Appraisal, Designation and Management*, Historic England, 2018 (draft)

*Oxford, an Architectural Guide*, Geoffrey Tyack, 1998

*Oxford Central (City and University) Conservation Area Draft Character Appraisal*, Alan Baxter Ltd, 2018

*Oxford Heritage Walks*, a series four of illustrated guides by Malcolm Graham, recently republished by the Oxford Preservation Trust

*Oxford's Working Past* – walking tours of Victorian and Edwardian industrial buildings, Liz Woolley, 2013

Oxford History website: <http://www.oxfordhistory.org.uk/>

# Alan Baxter

Prepared by Vicky Simon and Richard Pollard

Reviewed by William Filmer-Sankey

Draft issued 28 January 2019

Final issued 1 February 2019

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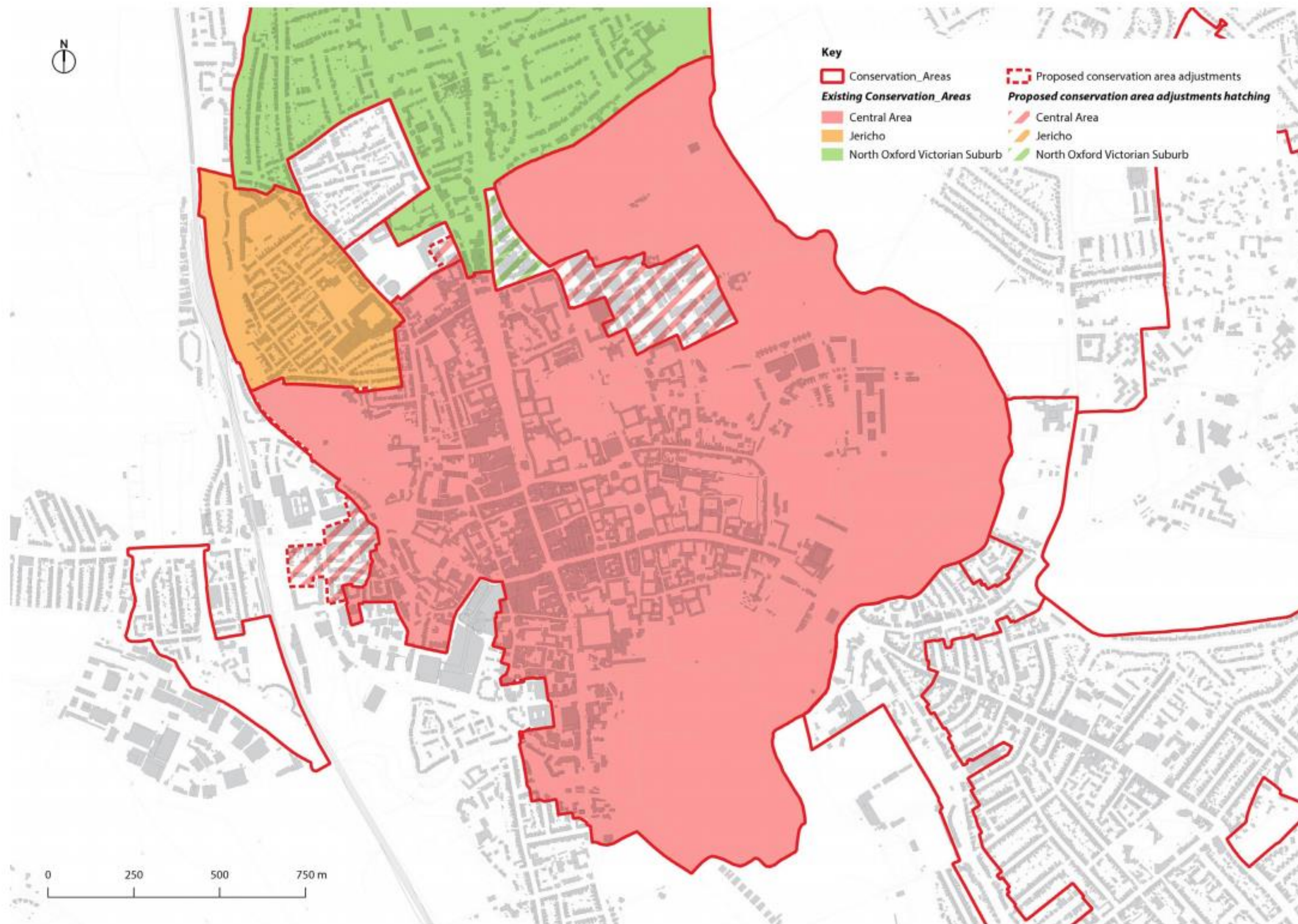
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Appendix 3 – Precis of Consultation Responses in order received								
No.	Name	Support?	Folly Bridge	Keble Triangle	Science Quarter	St Thomas'	Radcliffe	General comments
1	RM – resident	✓	n/c	Between the exceptional assets of the Keble, Parks & St Giles' church. Heavily used by staff, students & others; variety of buildings of different ages. Need to be able to look after what is good & improve a cluttered setting.	Distinguished history; some very good buildings including exceptional museum (world class attraction). Conspicuous from the parks, needs extra protection.	Historic area with several important buildings, significant parts with a village-like feel. Much has been lost nearby with loss of community. Essential this is preserved & enhanced.	n/c	
2	Oxford resident	✓	Character worthy of designation	History & character worthy of designation	Architecture & history worthy of designation	History & character worthy of designation	Support inclusion due to history, aesthetics, cohesion	
3	JC – other	✓	n/c	n/c	n/c	Last bit of C19 workers' housing, important social history. Should keep remaining old city to balance with new.	n/c	
4	ED – employee	✓	n/c	n/c	n/c	n/c	n/c	Thoroughly support the boundary changes

No.	Name	Support?	Folly Bridge	Keble Triangle	Science Quarter	St Thomas'	Radcliffe	General comments
5	Oxford resident	✓	History worthy of designation	Appearance worthy of designation	Character & appearance worthy of designation	n/c	n/c	
6	Oxford resident	✓	n/c	n/c	Character worthy of inclusion	n/c	n/c	
7	Oxford resident	✓	n/c	n/c	n/c	n/c	Whole site worthy of designation re existing buildings & future development	Great pity not in include whole Infirmary site. CA designation should influence new development in area.
8	OAHS	✓	n/c	Anomalous gap with no justification. Age & quality of buildings qualifies. Sufficient buildings of merit. Relationship to North Oxford.	Anomalous gap with no justification. Age & quality of buildings qualifies. Area of great historic importance; embodies growth of science teaching.	Strength integrity of CA, signal new buildings need to be of high standard, reduce likelihood of inappropriate buildings.	n/c	Additional information given on specific buildings in St Thomas' and further history
9	SJSARA	✓	n/c	Anomaly it was left out. Fits best into Central CA.	Anomaly it was left out.	n/c	Disappointed whole site not proposed for designation.	Minor boundary changes seem sensible.



No.	Name	Support?	Folly Bridge	Keble Triangle	Science Quarter	St Thomas'	Radcliffe	General comments
10	JB – resident	✓	Bridge worth conserving. Appearance north of Thames Street needs rebuilding.	Worthy of designation – fulfils all criteria	Modern buildings may be of interest in future. Architecture & character worthy of designation.	Character worthy of designation	Worthy of designation – fulfils all criteria	Area north of Thames Street & south of Speedwell Street should not be included
11	Oxford Sciences Innovation	X	n/c	n/c	n/c	Island site inclusion is unwarranted. Retention of existing buildings will be required & be too expensive to refurbish.	n/c	Take into full consideration implications of declaring Island Site as an extension to the CA & the impact this would have on the ability of OSI to assist in the renaissance of the West End of Oxford.
12	Oxford Civic Society	✓	n/c	Buildings associated with Central, not North Oxford	Designation would ensure high quality design & appearance of replacement buildings	Designation needs urgent implementation	Disappointed whole site not proposed for designation.	CA should form a coherent spatial whole so policies can apply to whole area & not just setting. Recommendations thorough & well-judged.

No.	Name	Support?	Folly Bridge	Keble Triangle	Science Quarter	St Thomas'	Radcliffe	General comments
13	Liberal Democrat Councillors	✓	Grandpont CA is overdue; area would be best in that.	Common traits with existing Central CA. Designation would provide additional consideration at redevelopment stage.	Charts the uneven history of science growth; remnants of South Parks Road in heyday will be interesting for future.	Redevelopment may remove characterful streets & buildings. Island site has impressive buildings reflecting 19th century entrepreneurship. St Thomas's area shows local workers' cottages, lost throughout much of the city. Comfortably splits into 2 areas which need different approaches.	Would like Freud's and Blavatnik included, prefer the whole site.	Difficult to know what to conserve as what seems preserving changes with time. View cones & sight lines not included - omissions which need to be rectified.
14	University of Oxford Estates Services	X	n/c	Case for designation is weak & confused. Buildings are so different to Central CA – would be an inappropriate addition.	Contains a range of buildings which are becoming obsolete due to requirements for science & research changing. Continuously evolving estate of buildings reflecting use & science of their day. Tighter science regulations require more flexible planning approach. Area as a whole does not stand up to assessment criteria.	n/c	Justification is inconsistent and contrary to reasons given for excluding other parts of the site. No additional heritage protection to listed buildings.	Proposals would place further constraints which would limit flexibility of future development opportunities. Technical report included to accompany comments.

No.	Name	Support?	Folly Bridge	Keble Triangle	Science Quarter	St Thomas'	Radcliffe	General comments
15	Christ Church College	X	n/c	n/c	n/c	Does not have special character required for designation. Would devalue existing CA. Already/can be protected under existing policies. Could inhibit proposals for imaginative regeneration. Would not be a more logical boundary.	n/c	The extension to the boundary would materially undermine any comprehensive plans being brought forward, particularly when considering the desire to support the proposals for redevelopment of Oxford Station.

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**To:** City Executive Board  
**Date:** 13 March 2019  
**Report of:** Head of Housing  
**Title of Report:** Project Approval for the acquisition of properties into the Housing Revenue Account

Summary and recommendations	
<b>Purpose of report:</b>	This report seeks Project Approval for the acquisition of properties by the Housing Revenue Account (HRA), specifically new units that may be purchased 'off-plan' from a developer. The purpose is to deliver more affordable housing, and to manage these properties within the Council's HRA let at Social Rent levels
<b>Key decision:</b>	Yes
<b>Executive Board Member:</b>	Councillor Mike Rowley, Portfolio for Housing
<b>Corporate Priority:</b>	Meeting Housing Needs, and An Efficient and Effective Council
<b>Policy Framework:</b>	Housing and Homelessness Strategy 2018 to 2021
<b>Recommendations:</b> That the City Executive Board resolves to:	
<ol style="list-style-type: none"> <li>1. <b>Give Project Approval</b> to the proposal to purchase accommodation, as set out in this report, and within the allocated capital budget for this purpose;</li> <li>2. <b>Note</b> that the expected budget requirement for this project was set out in the 2019/20 Council budget report, albeit at the time of drafting the budget report, the expectation was these acquisitions would receive grant as part of the Oxfordshire Growth Deal (OGD) activity, whereas use of Retained Right to Buy receipt funding is now proposed to part fund this project instead;</li> <li>3. <b>Delegate authority</b> to the Regeneration and Major Projects Service Manager, in consultation with the Head of Finance, to approve any property purchases for this project and to enter into agreement on the basis that in the opinion of the Head of Finance this continues to represent best value; and</li> <li>4. <b>Note</b> that any properties purchased are to be used as social rented housing and let to housing applicants in housing need and on the Housing Register in Oxford, as secure tenancies.</li> </ol>	
Appendices	

Appendix 1	Risk Register
Appendix 2	Equality Impact Assessment
Appendix 3	Property Information and Valuation – Exempt Paper

## Introduction and background

1. The Council has the opportunity to purchase further accommodation into the Housing Revenue Account (HRA) to be used as permanent housing within the Council's housing stock. The units will be let to applicants in housing need on the Housing Register, at a Social Rent.
2. The scheme has planning consent for nine dwellings, and the proposal is to convert the tenure of these properties from market sale into affordable housing.
3. This development opportunity could deliver much needed homes relatively quickly. The mix of unit sizes meets the needs of households in high housing need in a popular Oxford location, relatively close to the city centre, and very close to local amenities and schools. The details relating to the scheme and property are commercially sensitive, and are detailed in the exempt appendix to this report.
4. The proposed start on site is Spring 2019, with expected completion approximately 12 months later.

## Proposal

5. The proposal is that the Council could purchase these units "off-plan" (prior to the commencement of the build), taking possession of the properties, as freeholder, on a "turn-key" (ready for letting) basis at completion.
6. Officers have undertaken limited due diligence around this proposal, but any agreement is subject to further due diligence and suitable contract terms being agreed, including the satisfactory completion of negotiations regarding the cost of the purchase.

## Options

7. The Council has not entered into any commitment with regard to purchasing this development, and currently a financial contribution from the developer for off-site affordable housing is expected (this being a site with a capacity of 4 to 9 units). This requirement would not be required if the developer changes this scheme into one providing 100% affordable housing. If the Council does not purchase the scheme, then it is probable that the scheme will progress for market sale. Details of the anticipated contribution are attached in exempt Appendix 3.
8. Spend on this proposal is qualifying expenditure for the use of unspent Retained Right to Buy (RRTB) receipts, up to 30% of the eligible spend on the development, and it is proposed that this funding be used to subsidise the cost to the HRA accordingly.

## Financial implications

9. The HRA section within Appendix 6 (Capital Programme) of the 2019/20 Budget Report indicates that there is a sum of £3.2m made available for the acquisition of additional units spread over 2019/20 and 2020/21 that could be used for this scheme. If phasing of the spend needs to be revised subsequently then this can be requested from the City Executive Board at a future date.



10. There is provision within the current HRA Business Plan to use existing borrowing headroom to secure additional units of accommodation into the HRA.
11. After using RRTB funds to cover 30% of the cost, the net cost of the scheme to the HRA, are within acceptable development tolerances for Payback, Net Present Value; and an Internal Rate of Return based on Social Rent and borrowing at the prevailing Public Works Loan Board interest rate. It is anticipated that cash flows will be negative for the initial years (at levels dependent on the purchase price that is negotiated and agreed). Further financial information, including valuations are contained in Appendix 3.
12. There are expected to be limited associated costs of this purchase other than stamp duty, which is accounted for in the funding envelope and detailed in Appendix 3.
13. An external valuation has been commissioned to provide additional advice with regards to the value of the development. The price paid by the Council will be net of any Affordable Housing contribution that will be forgone as a result of the switch from market to affordable housing.

### **Legal issues**

14. Under Section 17 (1) (b) of the Housing Act 1985 the Council acting as a local housing authority has the power to acquire houses, or buildings which may be made suitable as houses, together with any land occupied with the houses or buildings.
15. It is proposed that the conveyancing for these new property acquisitions is undertaken using the Council's in-house legal team.

### **Level of risk**

16. A Risk Register is provided at Appendix 1.

### **Equalities impact**

17. An Equalities Impact Assessment is provided at Appendix 2. There are no adverse impacts in undertaking this activity, with the potential to improve provision for vulnerable and marginalised households.

### **Conclusion**

18. That the Council should look to use this opportunity to acquire additional affordable housing, at social rent, as set out in this report.

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<b>Background Papers:</b>	None
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## Appendix 1 - 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
Unable to agree acceptable contract terms and price	Not entering into contract with the developer	Threat	Unable to secure agreement to purchase the properties on the right terms, or at an acceptable price. Conveyancing process identifying unexpected issues or delay.	Council does not pursue this initiative further	28/01/19	Stephen Clarke	3	3	3	3	1	1		Ensuring that negotiations are conducted promptly, with due diligence, and within an agreed framework and financial envelope	Ongoing	Ongoing	50	Jane Winfield
Properties are not developed as expected	The the development does not produce the expected units.	Threat	That the outcome expected from the contractual arrangement is not delivered within acceptable tolerances on quality, time or budget	The the Council may need to enforce contracts terms or exit the agreement by consent	28/01/19	Stephen Clarke	3	2	3	2	1	1		That the Council undertakes due diligence and ensures that the contractual agreement offers the Council the necessary project controls and financial protections required	Ongoing	Ongoing	0	Jane Winfield
Housing market downturn	Oxford housing market dips leading to reduced asset value.	Threat	Macroeconomic problems	Council's stake in properties may reduce in value	28/01/19	Stephen Clarke	3	2	2	1	2	1		The RRTB funding offers a buffer that would be eroded before potential Council values in the HRA are adversely affected. The risk is also mitigated as the Council intention is not to sell these properties, with the value to the Council reflected in the on-going rental cashflow, and to be held in the HRA, which has considerable resilience	Ongoing	Ongoing	100	Dave Scholes

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## Appendix 2: Equality Impact Assessment – CEB 13<sup>th</sup> March 2019

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

No groups have been identified as being disadvantaged by this proposal. The initiative recommended focuses on better meeting the needs of vulnerable homeless households through ensuring access to suitable and affordable social rented accommodation in Oxford.

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*

Appropriate allocations of property will be undertaken for applicants and their households that on the Housing Register, as now, in accordance with the Allocations Scheme. Consideration as to protected characteristics of customers is considered within this process, and action taken to provide the most appropriate assistance to customers circumstances and needs.

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

No groups have been identified as being disadvantaged by this proposal, and it is expected to have a positive impact on many vulnerable homeless households.

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, relating to protected characteristics, have been identified.

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

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

Allocations of social housing is monitored on a regular basis. Any agreements will be monitored throughout the development period, and during the defects period subsequent to it.

Lead officer responsible for signing off the EqIA: Dave Scholes, Housing Strategy & Needs Manager. Date: January 2019

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**To:** City Executive Board  
**Date:** 13 March 2019  
**Report of:** Head of Financial Services  
 Head of Business Improvement  
**Title of Report:** Integrated Performance Report for Quarter 3 2018/19

Summary and recommendations	
<b>Purpose of report:</b>	To update Members on Finance, Risk and Performance as at 31 December 2018.
<b>Key decision:</b>	No
<b>Executive Board Member:</b>	Councillor Ed Turner
<b>Corporate Priority:</b>	Efficient and Effective Council.
<b>Policy Framework:</b>	Corporate Plan
<b>Recommendations:</b> That the City Executive Board resolves to:	
<b>Note</b> the projected financial outturn and the current position on risk and performance as at the 31 <sup>st</sup> December 2018.	

Appendices	
Appendix A	Corporate Integrated Dials
Appendix B	General Fund - December 2018 Forecast Outturn
Appendix C	Capital Programme - December 2018 Forecast Outturn
Appendix D	HRA - December 2018 Forecast Outturn
Appendix E	Capital Projects update

## Introduction and background

1. This report updates the Board on the financial, corporate performance and corporate risk positions of the Council as at 31<sup>st</sup> December 2018. A brief summary is as follows:

### 2. Financial Position

- **General Fund** – the outturn position is forecast to be a favourable variance of £0.114 million (0.52%) against the latest net budget of £22.098 million;

- **Housing Revenue Account** – the outturn position is forecasting a nil variance against the budgeted deficit of £1.440 million;
  - **Capital Programme** – the outturn position is forecasting a favourable variance of (£41.896) million against the latest budget of £96.119 million;
3. **Performance** – 64% (7) of the Council's corporate performance targets are being delivered as planned, 18% (2) are below target but within acceptable tolerance limits and 18% (2) are currently at risk.
  4. **Corporate Risk Management** – There is 1 red, 8 amber and 3 green corporate risks at the end of quarter 3. More details of risks can be found in paragraphs 14-17

### **Financial Position - General Fund Revenue**

5. The overall Net Budget Requirement agreed at Council in February 2018 was £22.098 million. Since setting the budget, service area expenditure has increased by a total of £0.868 million which mainly represents unspent budget approved for carry forward from 2017/18 being added to 2018/19 budgets, and release of grants held in reserves. These adjustments have been funded by a corresponding release from Earmarked Reserves to ensure that the Net Budget Requirement remains unchanged. There has also been a release of £0.138 million from contingencies for Business Rates uplifts across the service areas arising from the revised Business Rates Revaluation and £0.539 million to fund the partnership payment made.
6. Virements between service areas, authorised under delegated powers by the Council's Head of Financial Services totalling a net movement of £0.368 million have also taken place. £0.350 million relates to the release from Transformation funds for ongoing projects and £0.015 million being the allocation of the training budget across service areas. There is no change to the Council's Net Budget Requirement.
7. At 31<sup>st</sup> December 2018 the General Fund revenue account is projecting a favourable variance of £0.294 million against the latest budget of £22.098 million. The key variances are:
  - **Assistant Chief Executive** - £0.060 million favourable variance, due to recharging salary costs to the Growth Board offset by some additional expenditure on consultation portals and branding.
  - **Regeneration and Economy** - £0.200 million favourable variance, due to additional commercial property income above that originally budgeted for. This has arisen due to some properties which the Council was due to carry out major investment on and therefore not receiving any rental income for, have either been delayed or are not happening at all.
  - **Planning, Sustainable Development and Regulatory** - £0.185 million adverse variance due to additional staffing costs on contractors in Building Control and also reduced income in this area.
  - **Community Services** - £0.053 million adverse variance overall. This is predominantly made up of £0.150 million adverse variance within the community centres area due to additional staffing costs relating to cleaning & caretaking and overtime payments and reduced income across the



centres. This variance is offset by £0.100k favourable variance within the community safety area due to vacancy savings and income received above that budgeted.

- **Direct Services Client** – £0.438 million adverse variance. The Council is now expecting car parking income to reduce by £0.738 million due to a reduction in numbers, and also the impact of closing part of Oxpens car park earlier than originally expected. Some of the reduction in city centre car parks usage has increased the usage at Park and Ride sites and this has been factored into the forecast. This is offset by £0.300 million additional surplus from ODSL expected in the current year following the signing of the S42+ maintenance of classified roads agreement with Oxfordshire County Council.
- **Business Improvement** - £0.060 million favourable variance due to vacancy savings in ICT and some reduced expenditure on ICT applications. There is also a small adverse variance in Customer Services where external printing is overspending its budget due to increased volumes.
- **Law & Governance** - £0.070 million favourable variance due to reduced spending on external legal fees and additional income from OCHL for work undertaken on conveyancing.
- **Funding** – £0.400 million favourable variance which is due to Business Rates income from the properties in the Westgate centre being rated higher than expected, and therefore providing additional income above that originally budgeted for. It should be noted that the Council is receiving approx. £1m in additional income from Westgate as a result of additional business rates.

### **Housing Revenue Account**

8. The budgeted deficit agreed at Council in February 2018 was £1.440 million, and the Housing Revenue Account is currently forecasting a nil variance against this deficit. However some budget variations have been made across the HRA and the most notable are:
  - Dwelling Rent – favourable variance of £0.200 million to reflect the increased income following the decline in RTB disposals and the movement of 141 properties to formulae rent since the budget was set;
  - Services Charges – favourable variance of £0.250 million, following these properties that have moved to formulae rent the service charge has increased. There is also expected additional income once the actual charges are reconciled against the estimated charges;
  - Management and Services (stock related) – net favourable variance of £0.342 million. An accounting adjustment totalling £604k has been carried out to reflect the full cost of work undertaken by Oxford Direct Services Ltd which was previously restricted. This is offset by a corresponding transfer to capital financing reserve to ensure no overall variance in the HRA. There are also adverse variances relating to caretaking and cleaning costs and final accounts on new builds being agreed, which have increased spending against the profiled budget;

- Other Revenue spend (stock related) – adverse variance of £0.307 million represents an increase to the budget funded by the release from reserves for revenue contribution to the New Housing Management System – QL; in year revenue costs relating to project management and consultancy work associated with capital projects which are currently in feasibility Responsive and Cyclical repairs – adverse variance of £0.128 million represents an increase to the budget funded by the release from reserves, this is to cover additional costs on Health and safety works.
- Transfer to/from MR/OR – adverse variance of £0.604 million. An accounting adjustment has been carried out to reflect the full cost of work undertaken by Oxford Direct Services Ltd which was previously restricted. This is offset by a corresponding transfer to Management and services to ensure no overall variance to the HRA.

## Capital

9. The projected outturn on the Capital Programme is currently a favourable variance of £41.896 million against the latest budget of £96.119 million. The main variances are:

### GENERAL FUND

- **1-5 George Street** – £0.500 million of the previously slipped budget has been brought back into 2018/19 to cover costs that have occurred during the year;
- **Loans to the Housing company** – £41.198 million has slipped into future years. Activity has now started to take place in the Housing Company and a loan has been issued by the Council, but this is not to the value at originally budgeted;

### HRA

- **Barton Regeneration** – £1.200 million slipped into future years, the scheme is still in design stage and therefore the development costs will not be required this financial year.
10. The Project Management Office (PMO) is being established the PMO is intended to introduce more rigour into the management of capital projects from the development of 'Ideas' through Feasibility Stage, Business Case and Delivery. Additional information will provided within this report of the status of projects.
  11. The new process also includes a review of all proposals and Business cases for new schemes, a number of these have been reviewed and a decision on their progress has been made by Development Board and CMT, details are in the table below

## Review Month/Year – January 2019

Scheme	Document Reviewed	Recommendation
Robotic Process Automation Full Rollout (either capital or revenue)	Business case	Complete the Pilot then reassess additional finance requirement
Five Mile Drive Pavilion	Business case	Progress to deliver the project
OxPops	Business case	Progress to deliver the project
Hear in Headington	Business case	Progress to deliver the project
Covered market vacant units - splitting	Business case	Progress to deliver the project
Food Waste Truck	Business case	Progress to deliver the project
Bodycams for Community Safety team	Business case	Progress to deliver the project when the budget is available in 2021/22
LAN/WiFi Refresh Phase 2	Proposal	Do not progress
Redbridge compactor	Proposal	Proposal agreed. Business case to be developed and presented for review
Paris Payment System, Replacement / PCI DSS	Proposal	Proposal agreed. Business case to be developed and presented for review
Council internet accessibility compliance changes	Proposal	Proposal agreed. Business case to be developed and presented for review
Paper-lite Planning	Proposal	Proposal agreed. Business case to be developed and presented for review
Document Management	Proposal	Proposal agreed. Business case to be developed and presented for review
Shotover Car Park	Proposal	Proposal agreed. Business case to be developed and presented for review
Parks Paths	Proposal	Proposal agreed. Business case to be developed and presented for review

## Performance Management

- There are eleven corporate performance measures that are monitored during the year. Seven (64%) are being delivered as planned, two (18%) are below

target but within acceptable tolerance limits, two (18%) are at risk of not meeting their target.

13. Of the seven that are being delivered as planned, one relates to Vibrant and Sustainable Economy, one relates to Meeting Housing Need, three to Strong and Active Communities, one to Cleaner Greener Oxford and one to an Efficient and Effective Council.

14. The measures that are not meeting their targets are as follows:

- **Number of new homes granted permission in the city** – Target of 300 against an actual achievement of 151 as at end of December.
- **Net increase in number of businesses operating in the city** – Target of 149 against an actual achievement of 40 as at the end of December.

### **Corporate Risk**

15. There are twelve risks, one of which is Red, eight Amber, and the remaining three are Green.

16. The one red risks is as follows:

- **Housing** - The Council has key priorities around housing which include ensuring housing delivery and supply for the City and enabling sufficient house building and investment. Insufficient housing in the City leads to an increase in homelessness which has an impact on residents. There are also health and quality of life issues. The Council is implementing delivery methods for temporary accommodation and accommodation for homelessness prevention which include a rent guarantee scheme, a growth deal to facilitate additional affordable housing and a tranche of property purchases to be delivered via the scheme with Real Lettings.

17. There were two further Red risks reported at the end of Q2, both of which have now been reviewed and mitigated to Amber. These are:

- **Local Government Reorganisation (LGR)** – indications from MHCLG is that they are not currently pursuing further LGR proposals for the time being. Hence the probability of this risk has been reduced in the current term (to April 2019).
- **Delivery of Services by External Suppliers/Partnerships/Supply Chain** – by closely monitoring the contract with Fusion and meetings held with their Senior Management Team to ensure they have enough focus on driving improvements, the signs are positive and usage is up by 28% compared to the same period in 2017.

### **Financial implications**

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

## Legal issues

19. Best Value authorities are under a general Duty of Best Value set out in Section 3 of the Local Government Act 1999 (as amended by s137 of the Local Government and Public Involvement in Health Act 2007 to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.”

## Level of risk

20. All risk implications are covered in the body of this report and the appendices

## Equalities impact

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

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Service area or department	Financial Services/Business Improvement
Telephone	01865 252708
e-mail	<a href="mailto:nkennedy@oxford.gov.uk">nkennedy@oxford.gov.uk</a> / <a href="mailto:hbishop@oxford.gov.uk">hbishop@oxford.gov.uk</a>

**Background Papers:** None

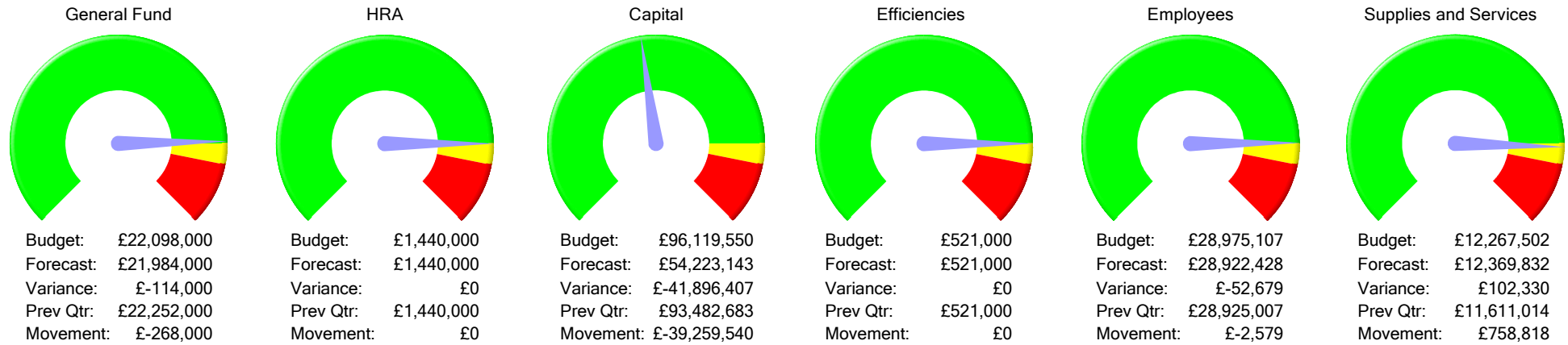


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# Appendix A

## Corporate Integrated Report Q3 2018/19

### Financial Performance



### Performance Summary

Priority	No Data	Red	Amber	Green
Vibrant and Sustainable Economy	0 (0%)	1 (33%)	1 (33%)	1 (33%)
Meeting Housing Need	0 (0%)	1 (50%)	0 (0%)	1 (50%)
Strong and Active Communities	0 (0%)	0 (0%)	0 (0%)	3 (100%)
Cleaner Greener Oxford	0 (0%)	0 (0%)	0 (0%)	1 (100%)
An Efficient and Effective Council	0 (0%)	0 (0%)	1 (50%)	1 (50%)
<b>Total</b>	<b>0 (0%)</b>	<b>2 (18%)</b>	<b>2 (18%)</b>	<b>7 (64%)</b>

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	1 (9%)	3 (27%)	7 (64%)

### 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%)	0 (0%)	3 (100%)
Strong and Active Communities	0 (0%)	0 (0%)	1 (33%)	2 (67%)
Cleaner Greener Oxford	0 (0%)	0 (0%)	0 (0%)	1 (100%)
An Efficient and Effective Council	0 (0%)	1 (33%)	1 (33%)	1 (33%)
<b>Total</b>	<b>0 (0%)</b>	<b>2 (15%)</b>	<b>2 (15%)</b>	<b>9 (69%)</b>

### Risk Management

Service	No Data	Red	Amber	Green
Vibrant and Sustainable Economy	0 (0%)	0 (0%)	1 (100%)	0 (0%)
Meeting Housing Need	0 (0%)	1 (100%)	0 (0%)	0 (0%)
Cleaner Greener Oxford	0 (0%)	0 (0%)	0 (0%)	1 (100%)
An Efficient and Effective Council	0 (0%)	0 (0%)	7 (78%)	2 (22%)
<b>Total</b>	<b>0 (0%)</b>	<b>1 (8%)</b>	<b>8 (67%)</b>	<b>3 (25%)</b>

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	3 (20%)	9 (75%)	0 (0%)

### Direction of Travel

Service	No Data	Declining	No change	Improving
<b>Total</b>				

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GF Outturn Report 18/19 @ 31st December 2018	Approved Budget (per Budget book)	Previous Months Budget	Virements & Ear Marked Reserve Transfers in December	Total Virements & Ear Marked Reserve Transfers year to date	Latest Budget	Projected Outturn against Latest Budget @ 31st Dec 2018	PO Variance	PO Variance (Prev Month)
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
<u>Directorates</u>								
Assistant Chief Executive	721	869	(9)	139	860	800	(60)	
Housing Services	5,249	3929		(1320)	3,929	3,929		
Assistant Chief Executive	5,970	4,798	(9)	(1,181)	4,789	4,729	(60)	
Regeneration & Economy	(9,474)	(9,352)		122	(9,352)	(9,552)	(200)	
Regeneration & Economy	(9,474)	(9,352)		122	(9,352)	(9,552)	(200)	
Planning, Sustainable Dev & Regulatory	1,937	2,582	(658)	(14)	1,924	2,109	185	
Community Services	5,826	6,011	9	194	6,020	6,072	53	34
Oxford Direct Services	8,053	8,908	13	868	8,921	9,359	438	194
Sustainable City	15,817	17,501	(636)	1,048	16,865	17,540	676	228
Transformation	178	398		220	398	398		
Business Improvement	8,678	9,174		496	9,174	9,114	(60)	
Financial Services	3,256	3,538		282	3,538	3,538		
Law & Governance	2,734	2,614		(120)	2,614	2,544	(70)	
Organisational Development & Corporate Services	14,845	15,724		879	15,724	15,594	(130)	
Directorate Total Excl SLA's & Capital Charges	27,157	28,671	(645)	868	28,025	28,311	286	228
SLA's & Capital Charges	(3,655)	(3,668)		(13)	(3,668)	(3,668)		
<u>Corporate Accounts</u>	(2,166)	(2,202)		(36)	(2,202)	(2,202)		360
<u>Contingencies</u>	864	128	(13)	(750)	115	115		
Total Corporate Accounts & Contingencies	(1,302)	(2,074)	(13)	(786)	(2,087)	(2,087)		360
Net Expenditure Budget	22,200	22,929	(658)	70	22,270	22,556	286	588
Transfer to / (from) Ear Marked Reserves	(102)	(831)	658	(70)	(172)	(172)		
Net Budget Requirement	22,098	22,098			22,098	22,384	286	588
<u>Funding</u>								
External Funding (RSG)	630	630			630	630		
External Funding (NNDR Retention)	8,132	8,132			8,132	8,532	400	400
Council tax	13,567	13,567			13,567	13,567		
Less Parish Precepts	(230)	(230)			(230)	(230)		
Collection Fund Surplus								
Section 31 Grants								
Total Funding Available	22,098	22,098			22,098	22,498	400	400
(Surplus) / Deficit for year						(114)	(114)	188

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Capital Budget and Spend as at 31st December 2018									
Cost Centre	Capital Scheme	2018/19 Budget Book	Latest Budget	Profiled Budget	Spend to 31st December 2018	Forecast Outturn	Forecast Variance	Variance due to Slippage	Variance due to Over/ Under spend
		£	£	£	£		£	£	£
C3039	ICT Infrastructure	155,000	171,800	123,696	19,108	171,800	-	-	-
C3044	ICT Software and Licences	150,000	150,000	112,500	201,171	201,171	51,171		51,171
C3055	Waste Management Project	-	101,860	101,860	96,156	101,860	-	-	-
C3056	Agresso Upgrade	-	9,627	9,627	10,740	10,740	1,113	-	1,113
C3057	Housing System Replacement	665,000	1,209,555	525,612	447,671	1,209,555	-	-	
C3058	CRM Application	200,000	-	-	-	0	-	-	-
C3060	End-Point Devices	300,000	590,546	490,153	-	590,546	-	-	-
C3062	Datacentre Upgrade	-	46,172	25,856	-	46,172	-	-	-
C3063	LAN/WiFi Refresh PS & Install	-	108,000	89,640	105,353	108,000	-	-	-
C3065	Mobile Working Phase 2	83,000	-	-	-	0	-	-	-
C3066	Telephony Device Refresh	10,000	10,000	6,300	2,680	10,000	-	-	-
G6013	Superconnected Cities	40,000	38,963	38,963	16,467	38,963	-	-	-
	<b>S03 Business Improvement</b>	<b>1,603,000</b>	<b>2,436,523</b>	<b>1,524,208</b>	<b>899,347</b>	<b>2,488,807</b>	<b>52,284</b>	<b>-</b>	<b>52,284</b>
M5023	Oxpens Regeneration	-	4,160,000	3,120,000	4,160,000	4,160,000	-	-	-
	<b>S10 Regeneration and Economy</b>	<b>-</b>	<b>4,160,000</b>	<b>3,120,000</b>	<b>4,160,000</b>	<b>4,160,000</b>	<b>-</b>	<b>-</b>	<b>-</b>
	<b><u>CIL and S106 Funded Schemes</u></b>								
F7007	Woodfarm / Headington Community Centre	-	20,000	15,000	-	20,000	-	-	
F7011	Headington Environmental Improvements	59,004	59,004	44,253	-	59,004	-	-	
F7020	Work of Art Shotover View	14,635	14,635	10,976	-	14,635	-	-	
F7024	St Clements Environmental Improvements	40,000	50,000	37,500	18,803	50,000	-	-	
F0025	Westgate area public realm improvements	-	1,134,000	567,000	1,134,000	1,134,000	-	-	
F0026	Pedestrianisation of Queen Street	500,000	-	-	-	0	-	-	
			-						
	<b><u>Grants</u></b>		-						
E3511	Renovation Grants	25,773	25,773	5,000	40,050	25,773	-	-	
E3521	Disabled Facilities Grants	1,810,959	1,200,000	540,000	771,698	1,200,000	-	-	
E3560	Go Ultra Low Oxford - Taxis	478,000	105,000	11,250	11,250	105,000	-	-	
E3561	Additional DFG Funding 2017/18	-	8,857	-	-	8,857	-	-	
	<b><u>Environmental Sustainability</u></b>								
E3555	Flood Alleviation at Northway & Marston	-	7,228	7,228	7,228	7,228	-	-	
E3557	Oxford and Abingdon Flood Alleviation Scheme	380,000	380,000	380,000	380,000	380,000	-	-	
E3558	Go Ultra Low	471,607	82,447	7,945	7,713	82,447	-	-	
	<b>S11 Planning, Sustainable Development &amp; Regulatory</b>	<b>3,779,978</b>	<b>3,086,944</b>	<b>1,626,152</b>	<b>2,370,742</b>	<b>3,086,944</b>	<b>-</b>	<b>-</b>	<b>-</b>
	<b><u>Covered Market</u></b>								
B0028	Covered Market - Improvements & Upgrade to Roof	-	-	-	-	0	-	-	-
B0101	Major Capital works at Oxford Covered Market	400,000	400,000	300,000	129,786	400,000	-	-	-
B0106	Capitalisted Planned Maintenance	325,000	325,000	243,750	84,672	325,000	-	-	-
	<b><u>Investment Properties</u></b>								

Cost Centre	Capital Scheme	2018/19 Budget Book	Latest Budget	Profiled Budget	Spend to 31st December 2018	Forecast Outturn	Forecast Variance	Variance due to Slippage	Variance due to Over/ Under spend
		£	£	£	£		£	£	£
B0046	Investment - Ship Street	-	22,397	19,928	4,930	22,397	-	-	-
B0092	Cave Street (Standingford House)	2,050,000	4,277	4,277	4,277	4,277	-	-	-
B0098	1-5 George Street	3,500,000	300,000	300,000	277,713	800,000	500,000	500,000	-
B0099	Ship Street & New Road	-	267,637	270,106	204,099	267,637	-	-	-
B0103	6 Queen Street works	375,000	375,000	281,250	330,505	375,000	-	-	-
B0108	Floyds Row Refurbishment	125,000	125,000	93,750	2,520	125,000	-	-	-
B0109	Hinksey Park Footbridge Replacement	-	73,000	73,000	62,317	73,000	-	-	-
	<b>Miscellaneous Council Properties</b>								
B0100	Gloucester Green Car Park (H&S)	195,000	95,000	95,000	25,420	95,000	-	-	-
B0102	Repace or refurbish lifts	154,000	154,000	115,500	-	154,000	-	-	-
B0104	Old Gas Works Bridges	-	20,000	15,000	10,866	20,000	-	-	-
B0105	Westhill Barns (Shotover)	-	1,000	1,000	1,420	1,000	-	-	-
B0107	Discretionary Funding for Hsg Improves re Disabled	15,000	15,000	11,250	-	15,000	-	-	-
	<b>General Fund Housing Projects</b>						-		
M5019	Purchase of Homeless Properties	3,886,000	3,625,910	3,553,392	2,158,122	3,625,910	-	-	
M5020	Empty Homes CPO Revolving Fund	-	-	-	-	0	-	-	
M5021	Equity Loan Scheme for Teachers	100,000	270,600	202,950	39,900	270,600	-	-	
M5024	National Homelessness Property Fund	2,500,000	5,000,000	2,500,000	2,500,000	5,000,000	-	-	
M5025	Phase 1 Affordable Housing at Barton Park	8,440,000	5,186,691	3,076,691	-	4,906,000	(280,691)	(280,691)	
M5026	Housing Company Loans	29,000,000	31,695,000	-	-	3,777,000	(27,918,000)	(27,918,000)	
M5027	Purchase of Leasehold Lucy Faithful House	-	456,130	-	398,899	456,130	-	-	
M5030	Loan to Housing Company - Lucy Faithful House	13,000,000	13,000,000	9,750,000	-	0	(13,000,000)	(13,000,000)	
	<b>S13 Housing Services</b>	<b>64,065,000</b>	<b>61,411,642</b>	<b>20,906,844</b>	<b>6,235,447</b>	<b>20,712,951</b>	<b>(40,698,691)</b>	<b>(40,698,691)</b>	<b>-</b>
B0075	Stage 2 Museum of Oxford Development	390,254	311,640	8,875	118,740	311,640	0	0	
B0083	East Oxford Community Centre	4,000,000	3,219	3,219	3,219	3,219	-	-	
B0084	Jericho Community Centre	200,000	-	-	-	0	-	-	
B0095	Barton Community Centre	-	888,317	888,317	678,302	888,317	-	-	
B0096	Bullingdon Community Centre	450,000	65,000	52,000	67,899	65,000	-	-	
A3129	Donnington Recreation Ground Improvements	-	37,850	28,388	1,631	37,850	-	-	
A4808	Blackbird Leys Leisure Centre Improvements	-	-	-	-	0	-	-	
A4816	Sports Pavillions	-	-	-	27,675	0	-	-	
A4820	Upgrade Existing Tennis Courts	-	-	-	-	0	-	-	-
A4833	Horspath Sports Park	720,082	1,977,962	1,483,472	1,542,109	1,977,962	-	-	
A4841	Skate Parks	70,000	70,000	70,000	9,569	70,000	-	-	-
A4842	Florence Park Tennis Courts	-	57,226	42,920	3,470	57,226	-		-
A4845	CCTV Suite Upgrade	80,000	-	-	-	0	-		-
A4847	Rose Hill Community Centre - Parking Management	10,000	10,000	7,500	-	10,000	-		-
A4848	Barton Fit Trail	-	7,085	5,314	-	7,085	-		-
A4849	Five Mile Drive Pavilion	-	70,000	52,500	-	70,000	-		-
A4851	Florence Parks Bowls Pavilion Demolition	-	100,000	75,000	102,083	100,000	-		-
	<b>S22 Community Services Total</b>	<b>5,920,336</b>	<b>3,598,299</b>	<b>2,717,503</b>	<b>2,554,696</b>	<b>3,598,299</b>	<b>0</b>	<b>0</b>	<b>-</b>
R0005	MT Vehicles/Plant Replacement Programme.	1,076,000	1,497,497	1,136,873	798,957	1,497,497	-	-	-

Cost Centre	Capital Scheme	2018/19 Budget Book	Latest Budget	Profiled Budget	Spend to 31st December 2018	Forecast Outturn	Forecast Variance	Variance due to Slippage	Variance due to Over/ Under spend
		£	£	£	£		£	£	£
T2289	Vehicle Brush Wash	-	-	-	-	0	-	-	-
T2277	Food waste collection from flats	-	11,800	11,800	11,800	11,800	-	-	-
B0081	Car Parking Oxpens	243,000	-	-	-	0	-	-	
B0086	Extension to Seacourt Park & Ride	3,483,901	500,000	375,000	201,108	500,000	(0)	(0)	
T2273	Car Parks Resurfacing	300,000	305,709	305,709	302,392	305,709	-	-	
T2290	Marsh Road Recreation Ground Car Park Extension	-	315,465	50,664	319,287	315,465	-	-	
T2293	Marsh Road Depot Extension	-	-	-	-		-	-	
T2294	Pest Control Equipment	35,000	35,000	26,250	-	35,000	-	-	
T2296	Infrastructure Improvements Florence Park	81,000	91,000	91,000	86,100	91,000	-	-	
T2297	Infrastructure Improvements Meadow Lane Car Park	92,000	102,000	102,000	102,000	102,000	-	-	
T2298	Parks & Open Spaces - Tree Team additional resources	26,000	-	-	-	0	-	-	
T2299	Controlled Parking Zones	200,000	200,000	-	-	200,000	-	-	
T2287	Recycling Transfer Station	2,193,000	376,500	126,500	22,756	376,500	-	-	-
M5028	Property Rationalisation (Depot Project)	250,000	250,000	187,500	3,220	250,000	-	-	
S23 Direct Services Total		7,979,901	3,684,971	2,413,295	1,847,620	3,684,971	(0)	(0)	-
B0074	R & D Feasibility Fund	150,000	250,000	106,116	52,614	250,000	-	-	
S32 Finance Total		150,000	250,000	106,116	52,614	250,000	-	-	-
General Fund Total		83,498,215	78,628,379	32,414,117	18,120,466	37,981,972	(40,646,407)	(40,698,691)	52,284
	<u>Housing Revenue Account Capital Programme</u>								
	<u>External Contracts</u>								
N6384	Tower Blocks	1,611,970	2,032,974	2,032,974	1,296,680	2,032,974	-	-	
N6386	Structural	145,000	285,000	213,750	330,113	285,000	-	-	
N6389	Damp-proof works (K&B)	104,000	104,000	78,000	108,160	104,000	-	-	
N6392	Roofing	174,000	174,000	151,380	43,834	174,000	-	-	
N6434	Doors and Windows	250,000	250,000	250,000	76,462	250,000	-		-
N7020	Extensions & Major Adaptions	300,000	600,000	307,800	311,944	550,000	(50,000)	(50,000)	-
N7026	Communal Areas	174,000	374,000	186,925	162,416	374,000	-	-	-
N7038	Insulation Works	400,000	200,000	159,000	172,365	200,000	-	-	
N7041	Electric Heating Conversion to Gas	-	-	-	-	0	-	-	-
N7044	Lift Replacement Programme	150,000	150,000	99,000	2,685	150,000	-	-	-
N7048	Fire doors	250,000	-	-	-	0	-	-	-
N7049	Compulsory purchase of property	1,000,000	525,000	288,750	19,600	525,000	-	-	-
N7050	East Oxford Development	5,300,000	-	-	-	0	-	-	-
							-		
	<u>New Build</u>						-		
N7029	HCA New Build	-	-	-	218,418	0	-		-
N7032	Great Estates: Estate Enhancements and Regeneration	1,300,000	1,542,594	1,256,413	1,179,163	1,542,594	-	-	
N7040	Blackbird Leys Regeneration	1,600,000	-	-	-	0	-	-	
N7042	Barton Regeneration	1,286,000	1,989,795	656,632	358,238	789,795	(1,200,000)	(1,200,000)	
N7045	Development at Bracegirdle	567,750	-	-	-	0	-	-	
N7046	Development at Mortimer Drive	517,750	1,643,508	509,487	27,680	1,643,508	-	-	
N7047	Social Rented Housing Acquisitions	1,035,000	978,500	401,000	400,664	978,500	-	-	

Cost Centre	Capital Scheme	2018/19 Budget Book	Latest Budget	Profiled Budget	Spend to 31st December 2018	Forecast Outturn	Forecast Variance	Variance due to Slippage	Variance due to Over/ Under spend
		£	£	£	£		£	£	£
	<b>Internal Contracts</b>								
N6385	Adaptations for disabled	617,000	678,700	528,029	638,771	678,700	-	-	
N6390	Kitchens & Bathrooms	2,733,000	2,966,300	2,237,183	2,123,816	2,966,300	-	-	-
N6391	Heating	2,062,000	2,308,200	1,432,152	1,378,447	2,308,200	-	-	-
N6388	Major Voids	192,000	211,200	-	9,505	211,200	-	-	-
N6395	Electrics	434,000	477,400	384,593	363,029	477,400	-	-	-
<b>Housing Revenue Account</b>		<b>22,203,470</b>	<b>17,491,171</b>	<b>11,173,070</b>	<b>9,221,989</b>	<b>16,241,171</b>	<b>(1,250,000)</b>	<b>(1,250,000)</b>	<b>-</b>
<b>Grand Total</b>		<b>105,701,685</b>	<b>96,119,550</b>	<b>43,587,187</b>	<b>27,342,455</b>	<b>54,223,143</b>	<b>(41,896,407)</b>	<b>(41,948,691)</b>	<b>52,284</b>

## HRA Report 18/19 @ 31st December 2018

	Approved Budget (per Budget book)	Latest Budget @ 31st December 2018	Projected Outturn against Latest Budget @31st Dec 2018	Project Outturn Variance	Project Outturn Variance Mvt from Previous Month
	£000's	£'000's	£'000's	£000's	£'000's
Dwelling Rent	(41,351)	(41,551)	(41,551)	(200)	
Service Charges	(1,582)	(1,832)	(1,832)	(250)	
Garage Income	(215)	(215)	(215)		
Miscellaneous Income	(783)	(853)	(853)	(70)	
Right to Buy (RAF)	(59)	(59)	(59)		
<b>Net Income</b>	<b>(43,989)</b>	<b>(44,509)</b>	<b>(44,509)</b>	<b>(520)</b>	
Management & Services (Stock Related)	9,730	9,388	9,388	(342)	
Other Revenue Spend (Stock Related)	2,023	2,330	2,330	307	139
Misc Expenditure (Not Stock Related)	227	326	326	99	
Bad Debt Provision	748	748	748		
Responsive & Cyclical Repairs	12,081	12,209	12,209	128	
Interest Paid	7,952	7,952	7,952		
Depreciation	10,060	10,060	10,060		
<b>Total Expenditure</b>	<b>42,821</b>	<b>43,013</b>	<b>43,013</b>	<b>192</b>	<b>139</b>
<b>Net Operating Expenditure/(Income)</b>	<b>(1,168)</b>	<b>(1,496)</b>	<b>(1,496)</b>	<b>(328)</b>	<b>139</b>
Investment Income	(28)	(28)	(28)		
Other HRA Reserve Adjustment		(276)	(276)	(276)	(139)
Transfer (to)/from MR/OR	2,636	3,240	3,240	604	
<b>Total Appropriations</b>	<b>2,608</b>	<b>2,936</b>	<b>2,936</b>	<b>328</b>	<b>(139)</b>
<b>Total HRA (Surplus)/Deficit</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>		



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**Head of Financial Services**

**Head of Business Improvement**

**To:** City Executive Board  
**Date:** 13 March 2019  
**Report of:** Acting Head of Planning Services  
**Title of Report:** Redesignation of Forums and Neighbourhood Areas for Summertown and St. Margaret's and Wolvercote

Summary and recommendations	
<b>Purpose of report:</b>	To redesignate the Forums and Neighbourhood Areas for Summertown and St. Margaret's and Wolvercote
<b>Key decision:</b>	Yes
<b>Executive Board Member:</b>	Councillor Alex Hollingsworth, Lead Member for Planning
<b>Corporate Priority:</b>	None.
<b>Policy Framework:</b>	Strong and Active Communities; Meeting Housing Needs; A Vibrant and Sustainable Economy; A Clean and Green Oxford
<b>Recommendations:</b> That the City Executive Board resolves to:	
<ol style="list-style-type: none"> <li><b>Approve</b> the redesignation of Summertown and St. Margaret's Forum in respect of the original designated neighbourhood area to which it related; and</li> <li><b>Approve</b> the redesignation of Wolvercote Neighbourhood Forum in respect of the original designated neighbourhood area to which it related.</li> </ol>	

Appendices
<b>Appendix 1</b> Maps of the designated neighbourhood areas that the forum re-designation applications relate to
<b>Appendix 2</b> Application received for the re-designation of the Summertown and St. Margaret's Neighbourhood Forum
<b>Appendix 3</b> Application received for the re-designation of the Wolvercote Neighbourhood Forum
<b>Appendix 4</b> Risk Register

## **Introduction and background**

1. The Localism Act 2011 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 an important consideration when making decisions on planning applications. Neighbourhood Forums however do only last for five years and at the end of this period need to be formally redesignated.
2. The Neighbourhood Areas for Summertown and St. Margaret's together with Wolvercote were approved by City Executive Board (CEB) on 10<sup>th</sup> July 2013. The designation of the two separate neighbourhood forums for Summertown and St. Margaret's and for Wolvercote were then subsequently approved by CEB on 22<sup>nd</sup> January 2014. Section 61F(8) of the Town and Country Planning Act 1990 (the 1990 Act) provides that a designation of a neighbourhood forum ceases to have effect five years after the date it was designated, which was therefore the 22<sup>nd</sup> January 2019 for both Forums.
3. City Executive Board is asked to consider the re-designation of these two neighbourhood forums which have been in existence over the last five years and which have both reached an advanced stage in the preparation of their own Neighbourhood Plans. Neighbourhood Forum applications must link to a designated neighbourhood area. The neighbourhood areas the forum applications relate to are Summertown and St. Margaret's (following both ward boundaries) and Wolvercote (following the ward boundary), which are identical to those originally designated, Appendix 1.
4. Planning Regulations set out the requirements for the designation of a neighbourhood forum and their re-designation is required to go through the same process. The neighbourhood forum applications received (see Appendix 2) should be judged against these criteria. The proposed neighbourhood forums have been subject to public consultation on the City Council's website and in 'hard' copy form at locations within the respective neighbourhood areas.

## **Compliance with planning regulations**

5. The Neighbourhood Planning (General) Regulations 2012 specify the criteria that must be met and included in neighbourhood forum applications. An application must include the following, as required by the Regulations:
  - a name of the proposed neighbourhood forum;
  - a name and contact details of one key member of the proposed forum
  - the name of the neighbourhood area to which the application relates and a map of the area;
  - a statement which explains how the proposed neighbourhood forum meets the conditions contained in section 61F(5) of the 1990 Act
6. The Regulations state that a local planning authority may designate an organisation or body as a neighbourhood forum if the authority are satisfied that it meets the following conditions:

- It is established for the express purpose of promoting or improving the social, economic and environmental well-being of an area that consists of or includes the neighbourhood area concerned (whether or not it is also established for the express purpose of promoting the carrying on of trades, professions or other businesses in such as area).
  - Its membership is open to:
    - individuals who live in the neighbourhood area concerned;
    - individuals who work there (whether for businesses carried on there or otherwise); and
    - individuals who are elected members of a county council, district council or London Borough any of whose area falls within the neighbourhood area concerned.
  - Its membership includes a minimum of 21 individuals each of whom:
    - lives in the neighbourhood area concerned;
    - works there (whether for a business carried on there or otherwise); or
    - is an elected member of a county council, district council or London Borough Council any of whose area falls within the neighbourhood area concerned
  - it has a written constitution
7. The applications received are attached in Appendices 2 and 3. Maps are provided that show the designated neighbourhood areas the forum applications relate to (Appendix 1). Information is provided for each application and within the existing constitution for the respective neighbourhood forums to show that the conditions outlined above are met. Each is established for the purpose of promoting or improving the social, economic and environmental wellbeing of the area; has an open membership; includes more than 21 members (ward councillors having all been involved) and has a written constitution that endorses all these requirements.

### **Consultation responses**

8. The City Council has a statutory requirement to publicise for 6 weeks any qualifying applications we receive to redesignate a neighbourhood forum. The public consultation period took place from 29<sup>th</sup> January 2019 to 12<sup>th</sup> March 2019.
9. The receipt of the forum applications was publicised with the intention of raising awareness within and around the relevant areas. This was undertaken by publicising the application on the City Council's website; providing hard copies of the documents at the same locations within the respective neighbourhood areas where the Plan had been publicised. In addition Statutory Consultees and other local neighbourhood groups were consulted by email.
10. Officers will update members on the comments received at the CEB meeting.

### **Environmental Impact**

11. This stage of the neighbourhood planning process only involves the re-designation of a forum.

12. A combined Strategic Environmental Assessment and Habitat Regulations Assessment Screening Statement were submitted as part of the supporting evidence for Summertown and St. Margaret's Neighbourhood Development Plan and the Wolvercote Neighbourhood Development Plan.

### **Legal Issues**

13. Officers consider that the information provided by the neighbourhood groups is adequate to show that the statutory requirements for the redesignation of neighbourhood forums are met.

### **Financial Implications**

14. The City Council is obliged to offer a certain degree of help to groups as they produce their plans. As well as this, the City Council must consult on draft plans, organise an examination and run the Referendum. Given the advanced stage of their respective plans these requirements have been partly met and will continue as necessary through to Referendum and Adoption. These requirements will be met from the current resources of the Planning Policy Team, supplemented by grants from central government to district councils for each neighbourhood plan.
15. It should be noted that from adoption of a neighbourhood plan the neighbourhood portion of the CIL receipts generated locally that can be retained and spent locally increases from 15 to 25%.

### **Level of risk**

16. The Risk Register is attached at Appendix 4. There are no abnormal risks

### **Equalities Impact**

17. 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.

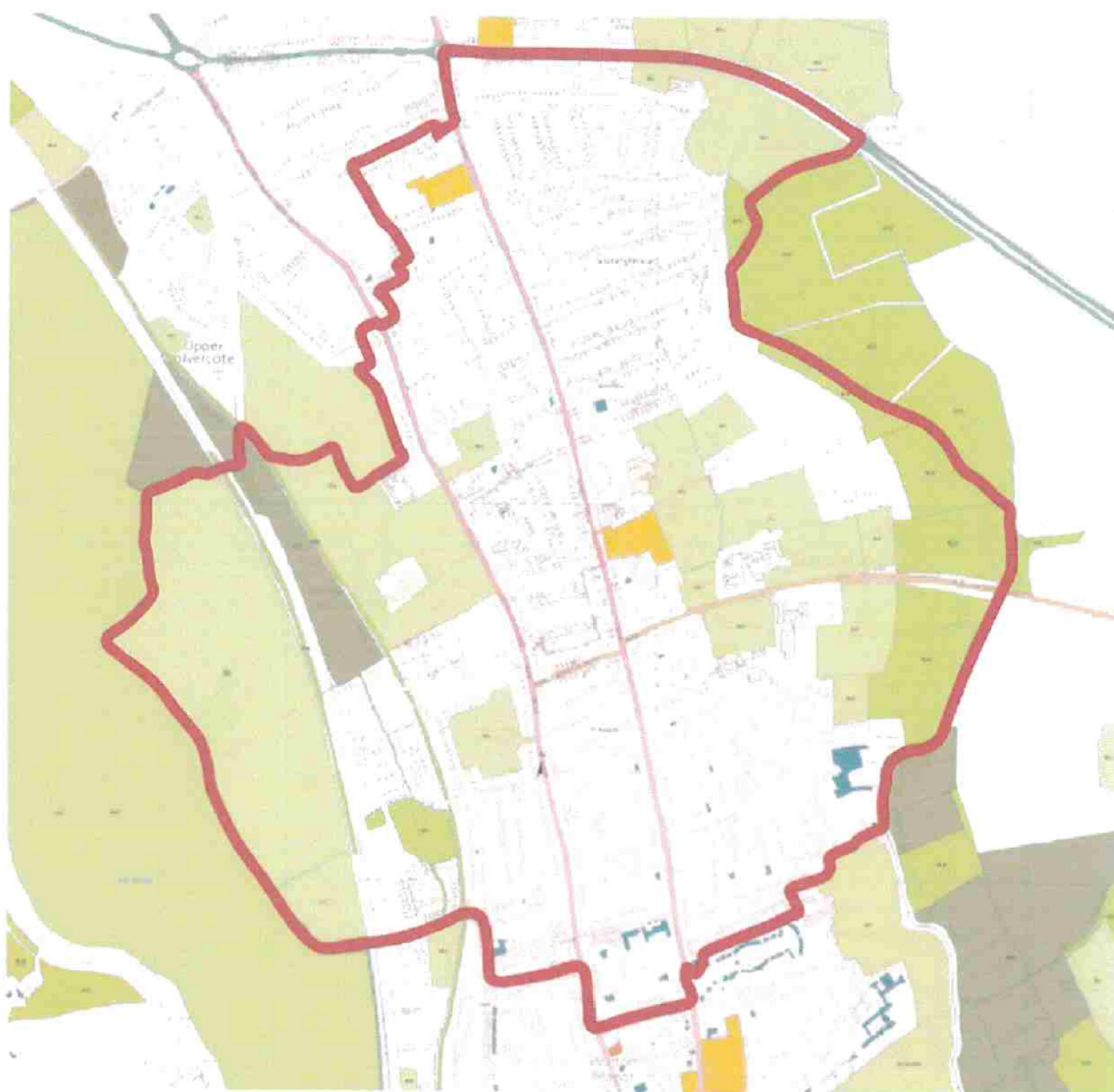
<b>Report author</b>	Tom Morris
Job title	Principal Planning Officer
Service area or department	Planning Services
Telephone	01865 252143
e-mail	<a href="mailto:tmorris@oxford.gov.uk">tmorris@oxford.gov.uk</a>

**Background Papers:** None

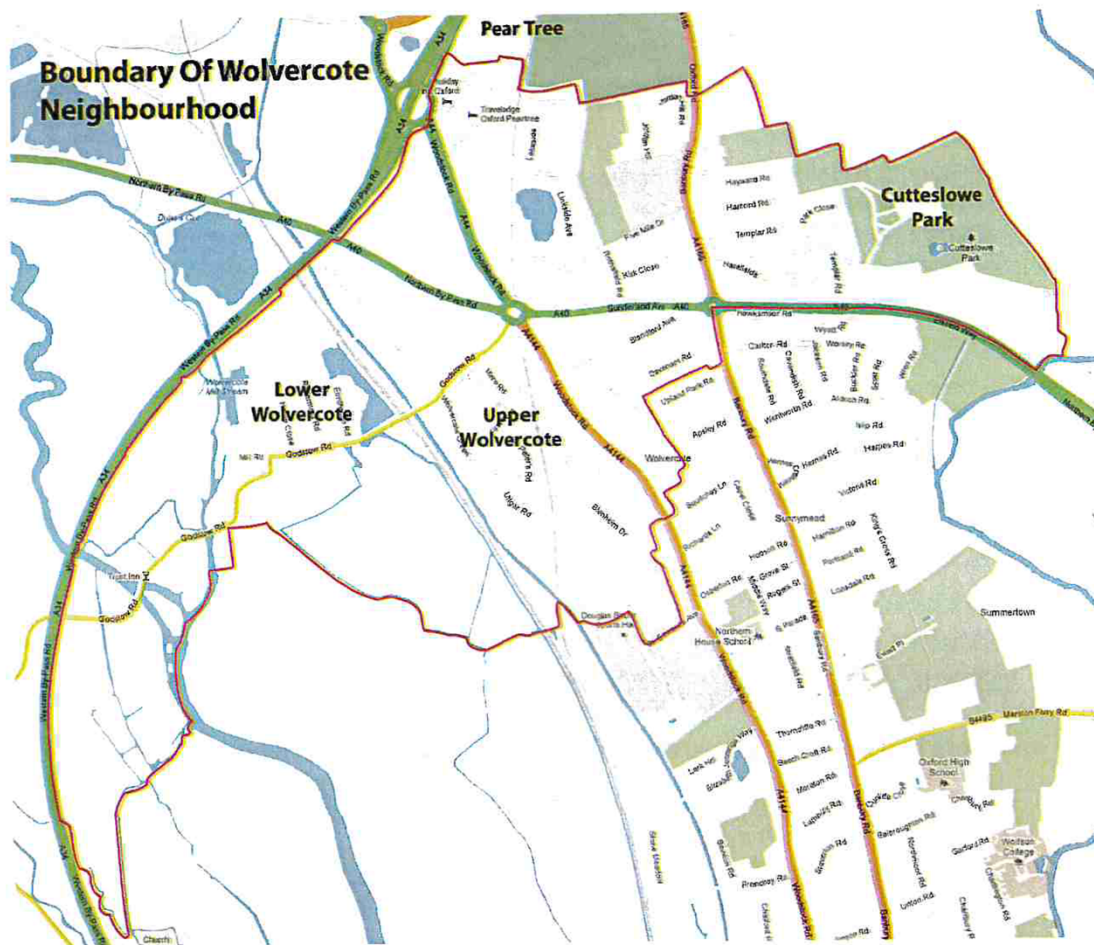


## Appendix 1

### Map of Summertown and St. Margaret's Neighbourhood Area



## Map of Wolvercote Neighbourhood Area



Boundary of the Wolvercote Neighbourhood Area is outlined in red. (Same as the Wolvercote Ward boundary.)

## Summertown and St Margaret's Neighbourhood Forum

### Constitution

#### 1. The Name of the Forum and the Area Covered

The name of the Association shall be the Summertown and St Margaret's Neighbourhood Forum. The area covered shall be the two city wards of Summertown and St Margaret's as defined for the Oxford City Council elections of May 2014.

#### 2. Aim

The aim of the Neighbourhood Forum (NF) is to enable all those with an interest in the forum area (as defined below) to meet to discuss common concerns with the intention of maintaining and improving the social, environmental and economic well-being of the forum area. It has no political allegiance and operates by consensus for the benefit of those who live and work in the area.

#### 3. Objectives

The purpose of the Forum is to:

- i) involve local people in shaping and influencing Council and other agencies' policies and programmes
- ii) provide a platform for local people to make their views heard
- iii) identify opportunities for growth and investment while protecting and enhancing the historic character of the area
- iv) identify ways of improving the local environment and amenity
- v) seek to create and promote a neighbourhood plan for the forum area
- vi) secure the support of the residents of the forum area for the neighbourhood plan (NP)

#### 4. Membership

4.1 Membership of the NF shall be open to anyone who falls within the categories defined in 4.4 below.

4.2 Only registered members shall be entitled to vote at forum meetings. Registration is effected by completing a form, a supply of which will be available at meetings or on request from the Secretary.

4.3 Voting will be limited to members and the voting age will be restricted in accordance with the law.

4.4 Categories of members:

- i) individuals who live or work in the forum area
- ii) representatives of residents'/tenants' associations, membership-based societies or community groups within the forum area
- iii) representatives of businesses with a local office/outlet in the NF area.
- iv) individuals who are elected members of the City or County of Oxford for wards/divisions, any part of which fall within the forum area

## **5. Steering Committee and Officers**

5.1 At the AGM the members present shall elect a Steering Committee (SC) with a minimum of 6 and a maximum of 10 members. The SC shall appoint a Chair (who will also be the Chair of the NF), Vice-Chair, Secretary and Treasurer and the Chairs of the SC sub-committees.

5.2 Nominations for election to the SC, with proposer and seconder, both Forum members, must be in writing and received by the Chair or Secretary 10 days before the AGM.

5.3 Members appointed to the SC shall retain office for three consecutive years, and can then stand for one further term of three years, after which they shall not be eligible for re-election until a further year has passed.

5.4 The SC shall have the power to co-opt a member

(i) to fill a casual vacancy on the SC or

(ii) to provide specialist skills for a particular project or sub-committee

such co-option to continue until the next AGM, when he/she shall either stand for election or retire from post.

5.5 The quorum for SC meetings shall be 5 members. All members who are elected and not ex officio will have voting rights. SC decision-making will aim at consensus but in the event of a tied vote, the Chair will have a second casting vote.

5.6 The SC shall have the right to invite the following to be ex officio members of the SC: the sitting MP, Councillors for the wards/divisions included in the NF area.

5.7 The Treasurer with the authority of the SC will

(i) maintain the finances of the NF

(ii) report at each meeting of the SC and AGM

(iii) require the payment of an annual membership fee if this becomes necessary

## **6. Meetings**

6.1 Open Public Meetings of the NF shall be held at least three times a year to discuss issues raised by members.

6.2 One of these meetings, to be held in or around October of each year, shall be designated as the Annual General Meeting (AGM).

6.3 Public Meetings shall be publicised on the NF website, at the North Oxford Association (NOA) and at St Margaret's Institute (SMI).

6.4 Voting decisions at a public meeting, at an AGM or EGM, other than amendments to the Constitution, shall be by a simple majority of the members present, the Chair having the casting vote.

6.5 The public is welcome to attend all Forum meetings. Non-members may speak at these meetings but only members can vote.

### **6.6 AGM**

- There shall be a minimum of 28 days' notice of the meeting.



- Notice of the AGM shall be posted on the Forum website, at NOA and at SMI at least 28 days before the meeting
- A quorum for the AGM shall be 21 members
- Notice of any proposed amendment to the Constitution shall be posted on the Forum website, at NOA and at SMI and posted or emailed to all members at their last known residential or email address at least 21 days before the meeting at which the amendment is to be put. This will usually be at the AGM but may be at an Extraordinary General Meeting (EGM). An amendment to the Constitution shall only be made with the approval of a two-thirds majority of the members present and voting.
- The business of each AGM will be:
  - (i) to receive the annual SC report
  - (ii) to receive the annual accounts of the previous year
  - (iii) to decide on the nature of the audit to be undertaken
  - (iv) to elect SC members
  - (v) to receive sub-committee reports

#### **6.7 Transitional arrangements for AGM 2015**

- In the year of adoption of the new Constitution 2015, the following SC members will be deemed to have been elected in 2013, which will determine when their first three year period in office will expire:
  - Martin Roberts
  - Sam Clarke
  - Lucy Mori
  - Neil MacLennan
- The following SC members co-opted in 2014 will stand for election at the AGM in 2015:
  - Bob Colenutt
  - Rachel Riach
  - Dan Channer

#### **6.8 EGM**

- An EGM can be convened at any point by the Chair, or on written request for an EGM signed by at least 10% of the membership and specifying the business to be transacted.
- The SC must convene the EGM within 35 days of a valid written request.
- A minimum of 21 days' notice shall be given for an EGM. Notice of the EGM shall be posted on the Forum website, at NOA and at SMI.

### **7. Finance**

7.1 The Treasurer shall, on behalf of the NF, maintain a bank account in the name of the Summertown and St Margaret's Neighbourhood Forum.

7.2 There shall be 3 signatories of the bank account. All cheques must be signed by two of the signatories.

7.3 The Treasurer shall prepare a written report for the AGM and Finance shall be an item at each SC Meeting.

### **8. Code of Conduct for Steering Committee members**



The Code follows the Nolan principles for standards in public life ([www.gov.uk/government/publications/the-7-principles-of-public-life](http://www.gov.uk/government/publications/the-7-principles-of-public-life)). It is assumed that, by standing and remaining as an SC member, members accept the following guidelines:

**8.1 Respect** for each other's views. In cases where a decision has to be made after open debate, the Chair will have ultimate authority.

**8.2 Integrity.** SC members are expected to use their expertise and experience to make the best decisions they can for the NF. They are equally responsible for all decisions of the SC.

**8.3 Commitment.** SC members should endeavor to devote sufficient time to preparing for and attending meetings to ensure that they add value to the work of the SC or any sub-committee. A member of the SC who fails to attend four meetings in a row without good reason will need to seek approval to remain on the SC for the remainder of that year.

**8.4 No personal benefit.**

**8.5 No conflict of interest.** SC Members should identify and promptly declare any actual, perceived or potential conflicts and should absent themselves from any discussion involving such a conflict.

**8.6 Openness and Accountability** to each other, the members and other stakeholders for their actions and decisions.

**8.7 Confidentiality.** SC Members are expected to respect confidentiality and not to comment externally on discussions or on the views of individual SC members.

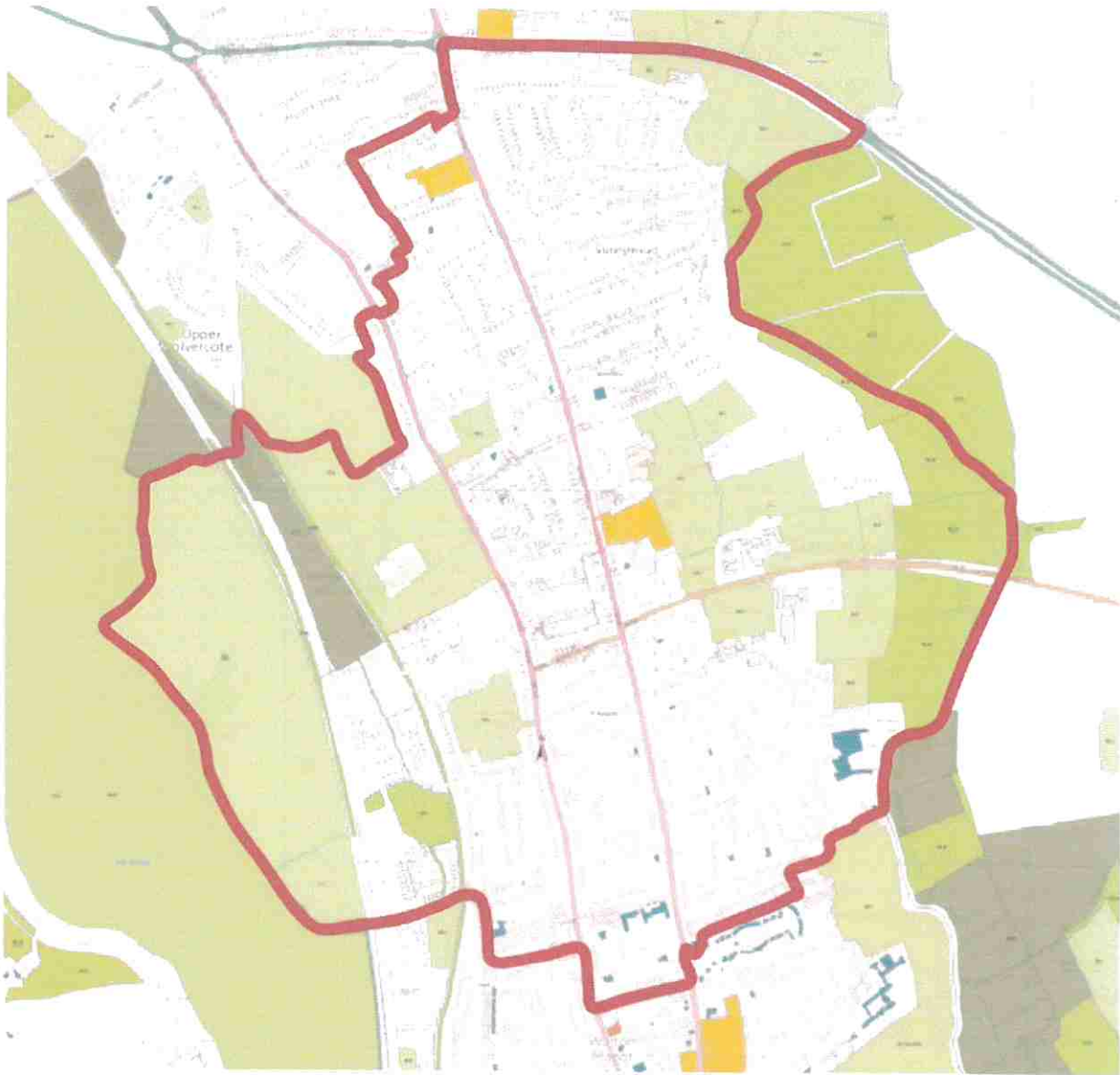
## **9. Funds and Winding Up**

**9.1** Any assets or income of the NF shall only be used in a manner that the Forum considers will benefit the area. Payments to members of the NF shall not be considered such a benefit.

**9.2** The NF may be dissolved by resolution at an AGM or EGM, if two-thirds of members present and voting are in favour. The period of notice and method of giving notice shall be as provided for a proposed amendment to the constitution (see para 6.6 above).

**9.3** In the event of the winding up of the NF or in any other circumstances where the NF ceases to function, its assets shall be transferred to one or more organisations having objects similar to the NF or, where there is no such organisation, to an appropriate charity. The organization shall be chosen by the SC and approved at the meeting where the decision to dissolve the NF is taken.

Approved at AGM 2/11/2015



Summertown & St. Margaret's Neighbourhood Plan Area





Wolvercote Neighbourhood Forum  
141 Godstow Road  
Oxford  
OX2 8PG

[wolvercotenf@gmail.com](mailto:wolvercotenf@gmail.com)

27 January 2019

Dear Mr Morris

## **Wolvercote Neighbourhood Area and Forum**

We wish to make a formal application to the City Council for the re-designation of Wolvercote Ward as a Neighbourhood Area and for Wolvercote Neighbourhood Forum to be re-designated as a Neighbourhood Forum. A map of the Neighbourhood Area is presented below.

Since its designation in January 2014, the Forum has become locally recognised as a body that represents the views of Wolvercote residents in planning reviews and other community matters to the City Council and neighbouring district councils.

More importantly, we have made solid progress in the development of the Wolvercote Neighbourhood Plan. A draft version of the Plan is currently being reviewed by the Examiner, with an expectation that it will be presented to local residents in a late Spring 2019 referendum.

We gain insight into the wishes and aspirations of local residents through consultation and dialogue. Residents have been extensively consulted throughout the development of the Neighbourhood Plan through public meetings, workshops and discussions with Local Residents Associations and Groups. Similarly, stakeholders including the Environment Agency and Historic England have been invited to help shape our Plan.

Local Councillors have supported the Forum throughout, with County Councillor Paul Buckley and City Councillors Steve Goddard and Liz Wade all active members of our Steering Committee.

I can confirm that Wolvercote Neighbourhood Forum meets the conditions contained in the T&CP 1990 Act (Section 61F(5)). Its membership is free and open to all living or working in the Wolvercote Ward, and to all businesses in the ward. All local groups operating in the ward and owners of land within the ward but not resident or working in the ward have been invited to be represented on the Forum. Further detail can be found in our Constitution, attached with this document.

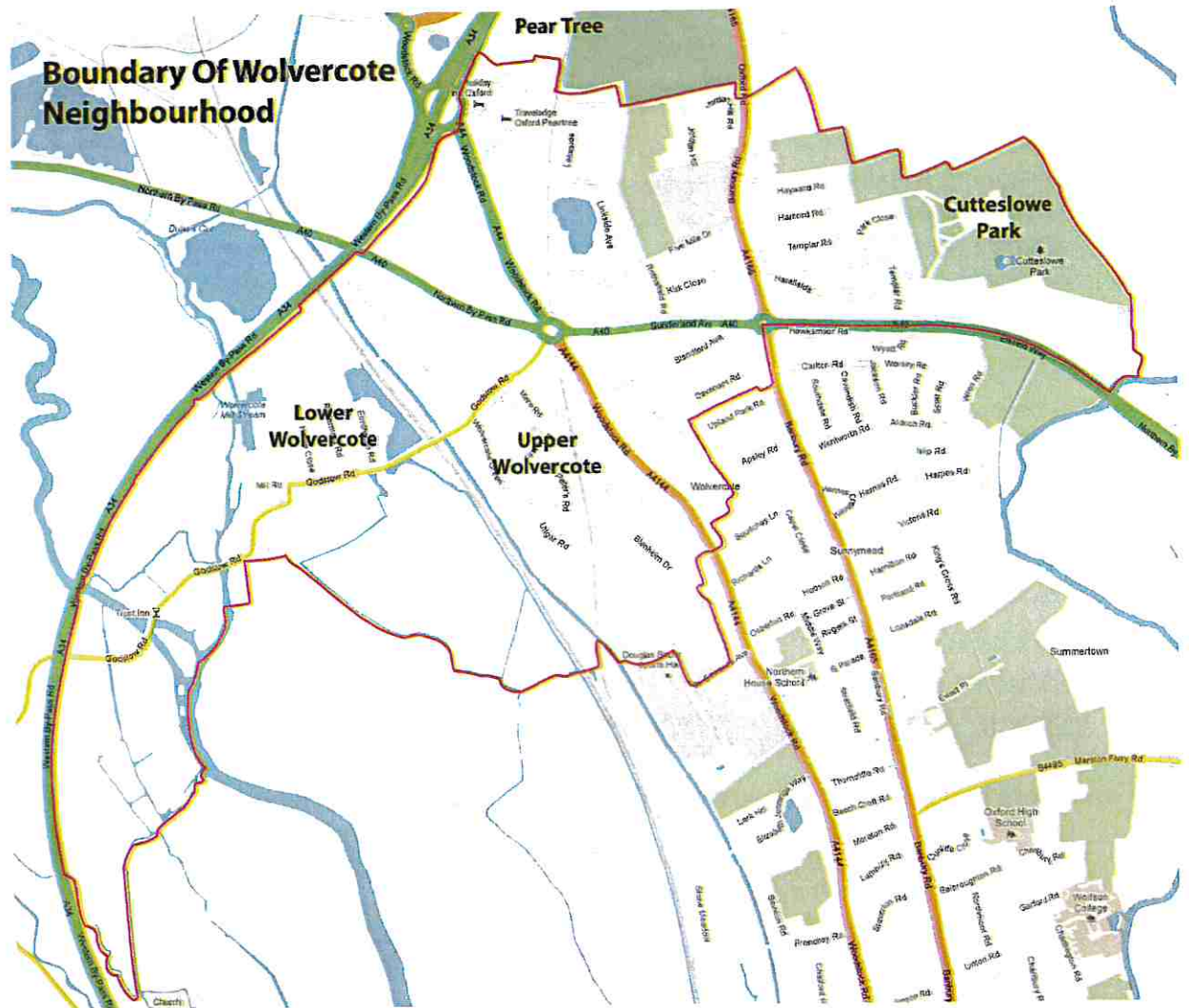
No other Neighbourhood Forum has been designated for any part of the area. If you require any further information, please let me know.

Yours sincerely,

Sadie Paige, Secretary and Member of Wolvercote Neighbourhood Forum



39 Park Close, Oxford OX2 8NP



Boundary of the Wolvercote Neighbourhood Area is outlined in red. (Same as the Wolvercote Ward boundary.)





## **WOLVERCOTE NEIGHBOURHOOD FORUM CONSTITUTION**

### **1. Aim**

The aim of the Forum is to bring together the views of people within the boundaries of Wolvercote Ward to influence the development of the area and their community.

### **2. Objective**

The Forum's objective is to promote or improve the social, economic and environmental well-being of Wolvercote Ward, primarily through the development and implementation of a Neighbourhood Plan.

### **3. The neighbourhood area ("the Area")**

The Neighbourhood Area is defined as the Wolvercote Ward of Oxford City in 2012.

### **4. Membership and Associate Membership**

4.1. The Forum must have a minimum of 21 signed up Members. A Member is here defined as anyone who lives or works in the Area.

4.2. The Forum membership must include one local Councillor. All City and County Councillors who represent the Area are invited to be Members whether or not they are otherwise eligible.

4.3. The aim is to ensure that Forum membership represents the population of the Area in terms of both geography and diversity.

4.4. Owners of businesses or land within the Area, if they are not residents, may nominate a representative to be an associate Member of the Forum. Associate Members may attend meetings and take part in discussions but shall not be entitled to vote or hold office.

### **5. Meetings**

5.1 Open public meetings of the Forum are to be held at least twice a year. A public meeting in the autumn will be designated as the AGM.

5.2 The AGM will be called with at least 2 weeks' notice by informing all Members and associate Members.

5.3 The AGM has the power to both elect, and remove by a vote of no confidence, any member of the Forum Steering Committee.

5.4 At each AGM a written report will be given, the Treasurer will provide a set of audited accounts for the previous year and minutes of the proceedings will be taken.

5.5 Public meetings including the AGM will be publicised on notice boards and on the Forum website ([www.wolvercotenf.org.uk](http://www.wolvercotenf.org.uk)) and by any other suitable means.

5.6 An Extraordinary General Meeting (EGM) may be called at the request of 10 or more Members of the Forum submitted in writing to the Chair or the Secretary. Not more than one week after the request is submitted, an EGM will be called giving two weeks' notice.

### **6 Voting**

6.1 Discussions will aim at consensus. If a vote is taken, voting will be restricted to Members, as defined above.

6.2 In referendums voting will be limited to Members and the voting age will be restricted in accordance with the Law.



## 7 Code of Conduct

Everyone is to be treated with respect and Members of the Forum will observe the seven principles of public life (see appendix).

## 8 Forum Steering Committee and officers

8.1 The Steering Committee (SC) exists to co-ordinate, implement and monitor the work of the Forum principally by developing a Neighbourhood Plan for Wolvercote Ward. It will prioritise, schedule and publicise the work of the Forum. SC members and officers will be elected at the first AGM of the Forum.

8.2 At the AGM Members shall elect the officers of the Forum, namely the Forum Chair, Vice-chair, Secretary and Treasurer, and a maximum of seven Members, all to serve on the SC. Anyone living or working in the Area may stand for the SC and should be nominated and seconded by a Member or associate Member.

8.3 SC members are to be elected for a period of three years and may subsequently be re-elected, for a further two years after which they shall not be eligible to stand for re-election until a year has passed.

8.4 The SC may co-opt a local councillor and a member of any local area group (see below) that is not already represented by an elected SC member.

8.5 The SC may co-opt other Forum Members with specialist skills and may set up Working Groups of Forum Members for specific projects or tasks to be undertaken. Co-options will last until the next AGM when the Members may stand for election or may be re-co-opted by the new SC. Co-opted Committee members shall have the same voting rights as elected Members.

8.6 SC decision-making will aim at consensus. If a vote is taken, the Chair will have a second, casting vote in the event of a tied vote.

8.7 The quorum for meetings of the SC is five elected Members.

8.8 The SC has the power to expel a Committee member after a majority vote of no confidence by simple vote of all SC members.

## 9 Local area groups

9.1 The Forum will encourage and support the establishment of local groups to focus on the needs and wishes of constituent parts of the Area.

9.2 A local group must adopt the constitution of the Forum and share the principles of the Neighbourhood Plan.

9.3 A local group will include at least one elected or co-opted member of the Forum Steering Committee, who will report regularly to the SC.

9.4 Local groups must operate their finances through the Forum Treasurer.

## 10 Funds and winding up

10.1 Any assets of the Forum may not be used or disposed of except in a manner that the Forum considers benefits the Area.

10.2 Proceeds from the Forum's activities may only be used to benefit the Area. Payments directly to Members of the Forum are not to be considered such a benefit.

10.3 In the event of the winding up of the Forum or in any other circumstances where the Forum ceases to exist, its assets must be transferred to another body corporate that has similar objectives.

## 11 Liaison with other groups



11.1 The Forum will endeavour to liaise closely with existing groups in the Area and any other community groups that may be formed.

11.2 The Forum will endeavour to establish and maintain contact with other community groups or Forums that represent adjacent areas.

## 12 Changes to this Constitution

12.1 Changes to this constitution may be proposed by any Member of the Forum and should be seconded by 5 further Members and submitted in writing to the Forum Chair or Secretary 3 weeks before being considered at an AGM or EGM.

12.2 The Chair or Secretary will inform all SC members of proposed changes not less than 2 weeks before the meeting. The proposals will be made available to Forum Members in writing one week in advance of the meeting.

12.3 This Constitution may be amended at a general meeting of the Forum by a two thirds majority vote of members present.





## **Appendix**

### **THE SEVEN PRINCIPLES OF PUBLIC LIFE**

#### **SELFLESSNESS**

Holders of public office should act solely in terms of the public interest. They should not do so in order to gain financial or other material benefits for themselves, their family, or their friends.

#### **INTEGRITY**

Holders of public office should not place themselves under any financial or other obligation to outside individuals or organisations that might seek to influence them in the performance of their official duties.

#### **OBJECTIVITY**

In carrying out public business, including making public appointments, awarding contracts, or recommending individuals for rewards and benefits, holders of public office should make choices on merit.

#### **ACCOUNTABILITY**

Holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office.

#### **OPENNESS**

Holders of public office should be as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest clearly demands.

#### **HONESTY**

Holders of public office have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest.

#### **LEADERSHIP**

Holders of public office should promote and support these principles by leadership and example.

Appendix 4: 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
Both Neighbourhood Forums for Summertown and St. Margaret's together with Wolvercote last for five years and now need to be redesignated	The redesignation of these Forums is important to provide the Statutory Framework as a qualifying body to prepare Neighbourhood Development Plans. Both organisations are now at an advanced stage in the process but require designation to provide the authority for their continued engagement in the plan-making process	Threat	Legal challenge received	Plan may be quashed, processes may have to be repeated.	24/01/2019	Tom Morris							Likelihood: Unlikely Severity: Minor	The City Coucnil believes it to have followed the statutory requirements making a succesful legal challenge risk highly unlikely				



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**To:** City Executive Board  
**Date:** 13 March 2019  
**Report of:** Head of Financial Services  
**Title of Report:** Corporate Debt Management Policy

Summary and recommendations	
<b>Purpose of report:</b>	To seek the approval and formal adoption of the revised Oxford City Council Corporate Debt Management Policy
<b>Key decision:</b>	Yes
<b>Executive Board Member:</b>	Councillor Nigel Chapman, Customer Focussed Services
<b>Corporate Priority:</b>	Efficient and Effective Council
<b>Policy Framework:</b>	None
<b>Recommendation:</b> That the City Executive Board resolves to:	
1. <b>Approve</b> the proposed Corporate Debt Management Policy as set out in Appendix 1 attached	

Appendices	
Appendix 1	Corporate Debt Management Policy
Appendix 2	Risk Register

## Introduction and background

1. The Council receives income from a number of sources ranging from the repayment of low value debts for one-off items, to significant value debts for potentially re-occurring items such as Overpaid Housing Benefits, Business Rates, Council Tax and Council Rents.
2. The Council's Finance Rules as contained in the Council's Constitution state that Heads of Service must have robust processes in place for dealing with income collection in their service area where required and must ensure that :
  - They raise invoices as soon as reasonably practical for all goods and services provided on credit; and

- They follow the systems and procedures laid out by the Head of Financial Services as contained in the cost centre managers manual and within the Guidance on Debt Collection on the intranet

3. In total it is estimated that the Council raises invoices for over £200 million of income per annum using a number of systems depending on the category of debt including:

Capita Academy	Business Rates, Council Tax and overpaid Housing Benefits
Northgate (Aareon from 2019)	Council House Rents
Unit4 Business World On! (Agresso)	General Debtors
Uniform	Licences
Imperial Civil Enforcement	Excess charge notices

4. As at 31<sup>st</sup> March 2018 arrears owed to the Council stood at around £23.353 million as set out in the table below together with an analysis of provisions held against each debt type. These provisions are reviewed prior to the start of a financial year.

Cumulative arrears as at 31 <sup>st</sup> March 2018		
	Arrears	Provision for bad debts
	£000's	£000's
Business Rates	4,834	1,604
Council Tax	5,366	3,198
Overpaid Housing Benefits	7,624	5,455
Rents (including Former Tenant Arrears)	1,614	939
Miscellaneous debts	3,872	273
Excess charges notices	43	30
Total	23,353	11,499

Write-offs 2017/18 and 18/19 to date

	2017/18	2018/19 to date
	£000's	£000's
Business Rates	400	630
Council Tax	432	585
Overpaid Housing Benefits	491	715
Rents, Garages and Leaseholders	210	221
Miscellaneous debt	204	77
Excess charges notices	37	45
Total	1,774	2,273

5. If we were to assume that the majority of the outstanding debt is up to ten years of cumulative debt, then based on the amount of debit raised over the ten years, the % of debt outstanding is approximately 1% overall.

6. The oldest and highest debt for each debt type are:
  - For Council Tax the oldest debt is 1995 (at Enforcement Agent stage) and the highest debt outstanding is £17k. We have a number of high value cases where we are working with the Legal Team to progress further action.
  - For Business Rates the oldest debt is 1996 (payment arrangement) and the highest debt outstanding is £74k. An example of why these debts could be high is where the Valuation Office Agency has delayed rating a property, resulting in a large backdated bill
  - For Housing Benefit Overpayments there are a handful of cases dating back between 2005/2008. From 2009/2010 (the time of the last major economic downturn) the numbers significantly increase. The largest debt is a fraud case of £53k. As an example of how these can be large debts, the DWP are currently prioritising self-employed and employed claims and we are reviewing these claims and raising large debts due to the failure to notify changes in income. We have been cleansing this data and now have more officers working on this debt type, hence the increase in write-offs.
  - For Rents the highest debt outstanding is £12k, which is being repaid monthly, and for Leaseholders the highest debt is £5k (the leaseholder is abroad and the case is with Legal). It is difficult to ascertain the date of the oldest debt because an account can fall in and out of debt at various times in the lifetime of a tenancy/leasehold
  - For Miscellaneous debts these will normally be quite small. For commercial property the oldest debt is 2015 and the highest debt is £54k, being paid on a monthly arrangement
  - For Excess charge notices, the cycle of the debt is around 6 months and £100 is the maximum amount for each case.
7. Reductions in the Government grant and the Council's increased dependence on income from business rates and trading, along with pressures on tenants and council tax payers' incomes due to the economic downturn and welfare reforms mean that effective debt collection is more important than ever.
8. The Council uses two Enforcement Agent (EA) companies to recover debts. The current contracts have been in place since 2016 for a term of 4 years. To date this year we have received 4 complaints regarding the use of the Enforcement Agents, 3 relating to Council Tax debts were unfounded, and 1 relating to a Business Rates debt was partly founded.
9. The Revenues Service holds regular quarterly liaison meetings with both companies. Senior Revenues Team officers review their performance closely including cases where there are any allegations of inappropriate action. Thankfully, complaints are rare and even fewer are upheld.
10. The EA's have spoken to our Contact Centre staff to give them an understanding of their role. They have also undertaken training for our recovery officers around regulation changes, and what an Enforcement Agent can and can't do. The EA's both have their own Welfare Teams and customers identified as being vulnerable are dealt with sensitively by this team.

## **Debt Management Policy**

11. A debt management policy should

- a) Set out policies and procedures that the Council will adhere to in the collection of debt
- b) Ensure that debt is collected cost effectively
- c) Have a mechanism for recognition of the personal circumstances of individual debtors.

12. The revised Debt Management Policy (at Appendix 1) seeks to adhere to those principles. There are no substantial changes from the policy approved by the City Executive Board previously, except in strengthening it in relations to dealing with vulnerable customers of council services. Members should note that in future consideration will be given to writing off debt in cases of vulnerability and/or illness as in section 13 of the revised policy.

13. This policy is intended for internal use. Customers are able to refer to our debt recovery procedures for different types of debt on our website. These are regularly reviewed and updated.

### **Financial Implications**

14. The draft corporate Debt Management Policy has been designed to standardise processes for the granting of credit, the recognition of revenues, and the collection of debt. However, given the current economic outlook, and the welfare reforms already implemented, increased pressure will be felt by a large number of customers on their own budgets, and this will ultimately impact on their ability to pay their bills promptly.

15. The reduction in households' disposable income is also likely to have a detrimental effect on businesses in the city, with lower turnover, resulting in higher cases of closure. Those businesses which do survive will do so with lower income levels. Small businesses report suffering from the effects of increases in internet shopping, which in turn results in poor cash flow, and those small businesses therefore will find it more difficult to pay any Council invoices promptly.

16. The bad debt provision for each debt type is reviewed annually prior to the start of each financial year, and adjustments made to increase or decrease the provision based on the current level of debt.

### **Legal Implications**

17. Many of the discretionary Council services are provided on a contractual basis to customers. All contracts and invoices or demands for payment must contain a clear explanation of the terms upon which the services are provided including terms as to payment. It is the breach of those terms which would entitle the Council to pursue, if necessary through legal proceedings, the recovery of a debt.



18. The Council is obliged to follow the Pre-Action Protocol for Debt Claims which forms part of the Civil Procedure Rules and describes the way in which the Council and any debtors should conduct themselves before any legal action is started. Debtors will always receive a letter before proceedings are issued by the Council in the hope that the issuing of proceedings may be avoided. The powers under which the Council collects a debt will be derived either from the legislation under which the sum due has arisen, for example The Council Tax (Administration and Enforcement) Regulations 1992 or under the terms of the contract between the Council and the customer.
19. There are a range of enforcement options available to the Council, including Court action such as instructing enforcement agents, attachment of earnings orders, charging orders, committal to prison and bankruptcy. The Council will use the most appropriate method of debt collection depending on the circumstances of the case and this may include a combination of a number of enforcement options as allowed.

### **Risk Implications**

20. The existing policy has been operating for 3 years. It introduced strengthened collection processes but there is a risk to the Council's reputation in implementing more stringent processes if the Council's customers are looking for more flexibility, rather than less. As the revised policy is rolled out the Council will ensure that all officers are aware that there is a need to provide all customers, who are struggling to fulfil their obligations in relation to debts, with details of organisations that can provide them with help and advice.
21. The Council takes its obligations to its customers seriously. All officers dealing with debtors receive training regarding our approach to debt recovery. This includes Safeguarding, Identifying Vulnerability, Debt Recovery Procedures and Holding Difficult Conversations. Refresher training is provided in a timely fashion.
22. A risk register is attached at Appendix 2.

### **Equalities Impact Assessment**

23. The Public Sector Equality Duty requires public bodies to consider how the decisions that they make, and the services they deliver, affect people who share different protected characteristics.
24. The main potential impact with this policy arises from the debts accrued through Council Tax and Housing rent arrears and can be associated with the socio-disadvantaged residents and low earners where there will inevitably be groups with protected characteristics.
25. This policy will not discriminate against any individual with a protected characteristic. Each individual case will be treated on its own merit, and therefore a generic Impact Assessment has not been completed, as it has limited value.

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<b>Background Papers:</b> None
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# **Oxford City Council**

## **Corporate Debt Management Policy**

## CORPORATE DEBT MANAGEMENT POLICY

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## 1 Purpose

This policy is designed to set out a framework for Oxford City Council (OCC) employees and provide clear guidance for all Council Officers on the recording, reporting, recovery and monitoring of income.

This policy covers all debts shown at section 3 (A).

The Council has a legal duty to ensure cost-effective billing, collection, and recovery of all sums due to the Council.

All service areas must follow this procedure to ensure that the Council maximises income by using a co-ordinated approach whilst having due regard to the customer's ability to pay.

## 2 Objectives

- To treat customers fairly when assessing ability to pay;
- To follow all appropriate legislative requirements and procedures in an efficient and effective way;
- To use all methods available to recover debts;
- To ensure that benefit entitlement is accurately and efficiently applied to maximise the debtors income;
- To have clarity in the enforcement action process;
- To identify and assist those who face difficulties in paying at an early stage and to actively encourage them to contact us to help to reduce the effect of debt on people on low income;
- To signpost potential debtors to advice agencies and other sources of support and do everything possible to encourage them to use them
- To identify customers who face barriers in understanding what is expected of them e.g. because of age, language, culture or disability.

## Outcomes

The outcomes expected from this policy are to:

- Set out the general principles of debt management across all services provided by Oxford City Council
- Ensure a consistent approach to the management of debts across the authority
- Set out provisions to assist customers to make payment agreements appropriate to their circumstances
- Ensure individuals financial circumstances are considered on a case by case basis before enforcement proceedings are commenced
- Identify deliberate non-payers or people who delay payment



**3****A) Debts to which this policy applies**

For the avoidance of doubt, this policy document applies to all debts and income due to the Council including but not limited to:

- Council Tax
- Business Rates
- Overpaid Housing Benefit
- Overpaid Council Tax Reduction
- Council Housing Rent
- Rechargeable repairs
- Residential Garage Rent
- Commercial Property Rent and Service Charges
- Leaseholder payments
- Commercial and Garden Waste Collection
- Sundry Debts (incl. licensing, statutory notices, sundry rents, subscriptions, etc.)
- Car parking excess charges
- Recovery of enforcement costs and civil penalties, including works in default
- Charging for discretionary services or any money due to the council under terms of an agreement to pay for goods, services or property

**B) Debts to which this policy does not apply**

- Oxford City Housing Ltd rental income.
- Oxford Direct Services Ltd and Oxford Direct Services Trading

These will be covered by each company's own debt recovery policy, which have been agreed by the shareholders and relevant company boards.

**C) Priority Debts**

Priority debts are those debts that can result in loss of essential service, loss of home or imprisonment.

- **Housing**  
Mortgage/Rent  
Council Tax
- **Utilities**  
Electricity  
Gas  
Telephone  
Water
- **Other**  
Business Rates  
Child Support Agency deductions  
Court Fines  
Income Tax  
Maintenance Arrears  
Secured Loan

## **4 Roles and Responsibilities**

### **Head of Financial Services**

The Head of Financial Services is the Council's Chief Financial Officer and has statutory responsibilities in relation to the council's financial affairs.

In addition, under Paragraph 18.1 – of the Finance Rules within the Councils Constitution, the Head of Financial Services is responsible for regulating and controlling the finances of the Council and hence he/she shall be responsible for the proper administration of the Council's financial affairs.

Heads of Service have responsibility for the raising and recording of debts in relation to Services they manage.

Income relating to all types of debt should always be handled in accordance with the Council's Constitution and the Financial Rules.

Where the Council is made aware that a debtor owes multiple debts to the Council and unless the debtor advises to the contrary, debts will be considered in a priority order, to avoid the customer losing their tenancy, or going to prison for non-payment as follows:

- Rent Arrears
- Council Tax Arrears
- Business Rates
- Other

## **5 General Principles**

The general principles adopted in this policy are as follows:

- To ensure a professional, consistent and timely approach to debt recovery action across all of the Council's functions.
- To limit the circumstances in which credit is offered by considering the customer's circumstances and ability to pay prior to granting any credit terms, and to only extend credit to those customers in a position to pay the debt in accordance with the Council's terms.
- If the customer's circumstances do not justify the granting of credit, payment in advance should be offered for the goods/services.
- For some debts, particularly those paid periodically, such as garden waste, periodic rents, or licensing, the preferred method of payment is by electronic means and where possible direct debit should be selected.
- To promote a coordinated approach towards sharing debtor information internally and managing multiple debts owed to the Council.

## CORPORATE DEBT MANAGEMENT POLICY

- To improve the speed of collection and the levels of income collected by the Authority
- To ensure that debts are managed in accordance with legislative provisions and best practice.
- To consider the impact on the debtor of the consequences of any recovery options pursued, including their mental wellbeing and the proportionality of the option chosen.
- To try and protect customers from undue financial hardship by ensuring realistic payment arrangements are agreed upon.
- Where appropriate, to encourage the debtor to make contact with relevant organisations for debt management advice, and to do everything possible to ensure they take up these options.
- To differentiate between the debtor who won't pay, and the debtor who can't pay, and take appropriate action in either case.
- To maintain debt recovery procedure notes for staff and regularly update these, as well as provide face to face training, including as part of the relevant induction process

### **6 Delivering the policy**

Delivering the policy involves a number of processes which are explained in more detail below:

- Raising of invoices
- Methods of Payment
- Refunds and contras
- Collection and Recovery
- Social Inclusion – the ability to pay
- Bad Debt Provision
- Writing debts off

### **7 Raising Invoices**

Before providing requested goods or services to a company which amount to more than £10,000 for which payment will be invoiced, officers must carry out a credit check and/or company search to establish the financial standing of the organisation and if concerns are raised, a payment in advance should be sought.

Invoices should be sent to customers via secure email wherever possible. To this end, the relevant Service is responsible for obtaining the email address/s of all new customers at the point of agreeing to provide goods or service/s.

## CORPORATE DEBT MANAGEMENT POLICY

When charging for goods and services provided, the Council will make it as easy as possible for customers to pay by seeking to raise the invoice within 10 working days of delivering the service or goods or of the commencement of the period where service covers a period of time.

All invoices raised will as a minimum bear the correct logo, contact details, details and period of debt and methods of payment. Online and Direct Debit/ card payment will be promoted. Where legislation requires additional information to be provided with the invoice/ demand notice, this will also be included.

All invoices will have a unique reference so that the customer is able to quote the appropriate document number/s to enable their account to be accessed and credited quickly and accurately.

All information will be clearly written, without the use of jargon

OCC will train staff who advise the public on debt matters to be aware of the benefits, discounts, reliefs and exemptions that may be applied to ensure that take up is maximised.

Staff responsible for the recovery of debt will all complete the relevant Safeguarding awareness training as part of their induction if a new staff member, and will have regular refresher training in accordance with Council policy.

Staff will undertake other debt recovery training as part of their role to enable them to recognise vulnerability issues and their trigger points, and identify ways to manage debt appropriately in these cases. Where necessary the Council will assist vulnerable customers by discussing their case with an appropriate adult, where an authority to discuss has been obtained.

The supporting documents relating to a demand/ invoice must be made readily available to the Financial Services as and when requested. All documentation relating to a demand/ invoice will be kept either in paper or scanned image format in accordance with the services policy which is to hold supporting documents for a period of up to 6 years.

For debts under £20 alternative methods of payment should be sought such as by card/bank payment rather than by invoice.

### **8 Methods of Payment**

The Council will promote the use of Direct Debit as a preferred payment method, maximising the use of this wherever possible. It will discourage the use of cash and cheque, by persuading customers to use more electronic methods of payment.

The Council will accept payment of debt by credit/debit card.

All Invoices/Demand Notices will include information on how and where payments can be made i.e. listing the various options we offer, for example:-

## CORPORATE DEBT MANAGEMENT POLICY

- Bank account details for bank transfers
- Pay point
- Post Office
- Card Payments
- Automated Payments
- Internet Payments
- Cheque Payments
- Cash Payments

Customers may request an instalment arrangement for debts which will be considered by the relevant service area. The instalment amount offered, and frequency of the payments, will be based on an assessment of the likelihood of the customer meeting the arrangement. The emphasis will be put upon Direct Debit payments when agreeing such arrangements.

Whatever the method of payment individuals must ensure that payments made reach the Council by the due date.

Housing Benefit overpayments will be recovered from on-going benefit where possible.

Council Tax Reduction excess payments will be recovered from the claimant's Council Tax account where possible.

### **9 Collection and Recovery –**

The collection of income in respect of invoices raised must follow a standard course, which fully documents the efforts made to settle the debt. It is recognised that certain debts such as Council Tax and Business Rates will have a more regulated period for recovery. The recovery process for each type of debt covered by this policy is shown in Appendix 1 with the following principles applying to unregulated debt:

- Invoices raised in respect of services delivered are normally due for payment immediately although the maximum payment terms is 30 days unless otherwise agreed with the Head of Financial Services.
- If no payment is received within 10 working days of the invoice date or agreed payment terms a reminder letter will be issued
- Where debts in respect of services provided remain unpaid after the first reminder, a second debt notice is raised and the provision of further services will cease until the debt is paid.
- If no payment is received within 10 days of the reminder letter, a final demand will be sent.
- If no payment is received within 10 days further recovery action will be initiated which may include legal proceedings and/or referral to debt collection agencies

Where legislation permits, the Council will seek to levy and recover from the debtor all costs/fees that are legitimately due from the debtor to the Council



## CORPORATE DEBT MANAGEMENT POLICY

or its agents. Only in exceptional circumstances, where it would not be in the public interest to pursue costs/fees will they be waived.

The Head of Financial Services will review the Enforcement Agencies to be used by the Council in respect of unregulated debt that remains unpaid after the final reminders have been issued and in respect of debt. Heads of Service will be expected to use agencies approved by Financial Services.

All debts will be taken into consideration when referring the debt for legal recovery. Where multiple debts are owed the Council will endeavour to consolidate those debts before taking recovery action.

### **Making arrangements for people in arrears**

We will encourage people to contact us early if they are having difficulty paying any debt to the Council, and advise them where to get independent advice as appropriate. Many people are unaware of their rights and responsibilities and of the availability of a variety of payment options.

If people contact us as soon as they fall into arrears we can discuss the situation and prepare a payment plan. This will help to keep people out of debt.

When people contact us we will:

- comply with current service standards
- check whether they should be paying less or nothing at all by ensuring that all the relevant benefits, reductions, discounts, reliefs, exemptions and rebates are being claimed
- advise on the most appropriate payment methods
- make a realistic payment agreement if appropriate
- advise them to contact an independent advice agency if appropriate
- expect priority debts (see 3.C) to be given precedence over other debts

All information collected by OCC is governed by the General Data Protection Regulations 2016/679 which were implemented on 25<sup>th</sup> May 2018.

## **10 Refunds**

Where refunds are required from an OCC account, the officer responsible will check other areas of the Councils' Business to ascertain whether any debt is owed to the Council for any other goods or services provided, and take that indebtedness into account, before making any refund. If another debt is owed, the customer will be advised that any credit will be used to offset that debt unless they advise us to the contrary.

Likewise, when a debtor is also a supplier to the Council, the Council will seek to offset any overdue debts owed to the Council from the monies owed to the supplier. All future supplier contracts should include a clause clarifying this right.

## **11 Vulnerability and the ability to pay**

Ability to pay is a paramount concern when considering debt recovery; however we will also take into account each individual's circumstances. For those that we identify as vulnerable we will work across service areas and with external agencies to achieve the best outcome, which balances the Council's need to recover debt with the well-being of the individual/family.

Our Welfare Reform Team has been providing personal budgeting support to Universal Credit claimants, as this customer group has particular issues relating to debts. As from 1<sup>st</sup> April 2019 Central Government is moving this advisory/support role away from local authorities to the Citizens Advice Bureaux (CAB). The rationale for this is to provide a more consistent approach across the country. We will continue to work alongside the CAB to support customers. Staff that have been providing this support will now work closely across our own service areas to provide additional support where needed.

We are signed up to the CAB 'Collection of Council Tax arrears good practice protocol 2013. This protocol has been developed through partnership work between the national bodies representing advice agencies and local government throughout England and Wales. It reflects best practice at local level and is intended to facilitate regular liaison on practices and policy concerning council tax debt collection. In setting down clear procedures and keeping them regularly under review all parties can ensure that cases of arrears are dealt with quickly and realistically whilst complaints are handled efficiently. We are signed up to the protocol as a public commitment to its principles of fairness, partnership working and transparency in local authority debt collection.

We also have a protocol with our Enforcement Agents for identifying and dealing with vulnerable cases.

A standardised "income and expenditure" form will be used to ensure that collection officers can ascertain a customer's total income and expenditure, and agree a consolidated affordable payment, which will clear all overdue sums in an appropriate period of time.

### **Information and Advice**

The Council provides information to all debtors on its website [www.oxford.gov.uk](http://www.oxford.gov.uk) which covers all services and gives details on how to pay all debts under the relevant debt type. Information is also included on bills, statements and letters.

Information is available in a variety of formats and languages when requested.

Staff will promote the services of qualified debt advisers i.e. Citizens Advice Bureau, National Debt-Line, Neighbourhood Advice Centres, Money Advice (MA) etc. Refer Financial Inclusion Strategy document:

## **Equality Statement**

We will be consistent and fair in our dealings, regardless of any protected characteristic.

By administering this policy we will assist with Financial Inclusion by offering the right advice to enable debtors to maximise their income and to help prevent the build-up of debt.

When people get into arrears, we will:

- ensure that as far as possible, payment arrangements reflect the ability to pay as well as the level of debt owed
- expect Priority Debts (see section 4) to be given priority over other debts owed to OCC
- work with recognised advice agencies wherever possible to reach an acceptable arrangement for the recovery of the debt.

## **12 Bad Debt Provision**

The Head of Financial Services in conjunction with Service Managers must ensure there is adequate provision for Bad Debts, in accordance with CIPFA<sup>1</sup> Code of Practice on Local Authority Accounting in United Kingdom – A Statement of Recommended Practice.

Bad debts which are usually an amount owed by a debtor that is unlikely to be paid should be reviewed at least annually to establish if circumstances have changed and the debt is now recoverable. This is particularly relevant to debt incurred as a result of works carried out in default of statutory notices.

A separate bad debt provision is held for each service area so that any increase required in the provision will be charged to the service area concerned. Conversely, if the debt for which a bad debt provision is paid then the provision for that debt will be credited back to the relevant service area.

## **13 Writing Debts Off**

All debts of the Council will be acted on in accordance with its Financial Rules. If the debt remains unpaid, after exhausting all appropriate recovery methods, the debt should be written off. All requests to write off debts must be approved by the Head of Financial Services.

It would normally be expected that debts to be written off would consist of:

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<sup>1</sup> Chartered Institute of Public Finance and Accountancy

## CORPORATE DEBT MANAGEMENT POLICY

- Cumulative debts under £50, where no payment has been received within six months of sending the final demand.
- All debts where an Enforcement or Debt Collection Agent advises they are unable to collect and all options are exhausted - in these circumstances the Head of Financial Services will deem it not cost-effective to pursue.
- All debts where Legal Services advises the debts are irrecoverable or that legal action is unlikely to be cost effective.
- Debtors who have absconded/ or have been unable to traced
- Bankruptcy of debtor
- Limitations Act, where debt is older than 6 years old and no recovery action has commenced
- Debt Relief Orders
- Debtor is deceased and there are insufficient funds in the Estate to clear the outstanding charge
- The debt is uneconomical to collect meaning the cost of collection outweighs the value of the debt recovered
- In cases of vulnerability and/or ill health/terminal illness where collecting the debt would cause further hardship (usually for benefit overpayment cases)

Once appropriate authorisation has been received and final authorisation for the write off obtained from the Head of Financial Services, the debt will be removed from the relevant accounting system and charged against the appropriate bad debt provision.

Where the Council collects debt on behalf of a third party e.g. Oxford City Homes Ltd, it will have its own write off criteria separate to this policy.

Where circumstances change and it becomes possible to collect the debt then it will be written back on to the account and pursued.

### **14 Monitoring the Policy**

It is the responsibility of the Council to ensure the policy is effective through the monitoring and complaints procedure, taking into account the indicators listed below:

- Rate of collection
- Recovery of housing benefit overpayments
- Number of cases reaching each stage of recovery
- Number of cases where attachments of benefit/earnings are made
- Number of cases being referred to Enforcement Agencies
- Number of cases where recovery is suspended due to arrangements being made
- Number of cases with arrears outstanding at year end
- Amount of arrears outstanding at year end
- Number of complaints received where policy is not being followed
- Audit recommendations

**Debt Recovery Processes By Debt Type**

	Regulated Recovery process	1 <sup>st</sup> Reminder	2 <sup>nd</sup> Reminder	Final Demand
Miscellaneous Debts	No	10 working days after invoice date	Further 10-working days	10 days after 2 <sup>nd</sup> reminder
Sundry Debts	No	14 days after due date	45 days after due date	60 days after due date
Council Tax	Yes	7 days after due date  If payment not made, a summons will be issued.	7 days after due date  If payment not made, a summons will be issued.	Sent after 3 <sup>rd</sup> instance of a missed payment.  Right to instalments is lost; remaining balance is due in full.  If payment is not made in full, a summons will be issued.
Business Rates	Yes	14 days after due date  If payment not made, a summons will be issued.	Not issued	14 days after due date  If payment not made, a summons will be issued.
Housing Rent	Yes	2-3 weeks in arrears	Pre Notice of Seeking Possession (NSP) warning then NSP 4-6 weeks rent in arrears	N/A
Housing Benefit Overpayments	Yes	7 days after due date	Not issued	14 days after 1 <sup>st</sup> reminder



## CORPORATE DEBT MANAGEMENT POLICY

Excess Charges	Yes	After 28 days of the penalty notice being raised the owners details are requested from the DVLA. Once the details are received a 1 <sup>st</sup> reminder is sent out.	14 Days after the 1 <sup>st</sup> reminder letter is sent	21 Days later notification of enforcement agent action is sent
Commercial Property Rent	Yes	7 days after due date	21 days after due date	21 days after due date (2 <sup>nd</sup> reminder is final demand)
Leaseholder payments	Yes	14 days after due date	7-14 days after initial contact	Letter to lender, Application for determination of the debt in the First tier Tribunal then a forfeiture application.

Oxford Direct Services Ltd, Oxford Direct Services Trading and Oxford City Housing Ltd debts are not included in this policy and debt recovery is covered within each Service Level Agreement and debt recovery policy, which have been agreed by the shareholders and relevant company boards.

Appendix 2: Risk Register- Corporate Debt Management Policy

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
Corporate Debt Management Policy	Seeking to eradicate payment by cash or cheque could adversely affect those in this category as they will be less likely to have access to the alternative forms of payment	T	Cost of payment methods	Inability to pay debt	23.01.19	Service area			1	2	1	1	Risk accepted- we need to educate customers to use more automated methods of payment. Score based on the likelihood of it happening to individuals	Work with relevant groups to educate and raise capability to manage finances through electronic methods. Ensure collection staff are aware of the need to support this. Help Customers to set up basic bank accounts. To consider the impact on the debtor of the consequences of any recovery options pursued, and proportionality of these.	31.1.22	G	50	Service manager
Corporate Debt Management Policy	Inability to pay off debts or the negative impact of being unable to meet repayment agreements.	T	Debtors ability to manage income	Debtors health at risk. Debtors debts increase meaning more drastic action could be taken against them	23.01.19	Service area			1	2	1	1	Reduce the risk- this will happen due to individual circumstances at the time of the request to pay	Individual case review and realistic repayment plans. Recognise the difference between the debtor who won't pay and the debtor that can't. Where appropriate, to encourage the debtor to make contact with relevant organisations for debt management advice. Ability to pay is a paramount concern when considering debt recovery. Discounts against Council Tax, and statutory benefits against Council house rents are provided on application, which are designed to offset the effects of low income and the ability to pay.	31.1.22	G	100	Service manager
Corporate Debt Management Policy	Further deterioration of the economy may result in larger than expected cuts to local authority funding, adding pressure to an already reduced budget	T	Funding pressures	Council takes stronger action against debtors but in line with regulations	23.01.19	Service area			1	2	1	1	Risk accepted- to a degree this is outside of OCC control	Council Tax Reduction Scheme is adequately funded to support vulnerable debtors Staff focus on income collection	31.1.22	G	50	Service manager

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**To:** City Executive Board  
**Date:** 13 March 2019  
**Report of:** Head of Housing Services  
**Title of Report:** Allocation of Homelessness Prevention Funds for 2019/20

Summary and recommendations	
<b>Purpose of report:</b>	To approve the allocation of homelessness prevention funds with the purpose of helping meet the objectives of the Housing and Homelessness Strategy 2018/21.
<b>Key decision:</b>	Yes
<b>Executive Board Member:</b>	Cllr Linda Smith, Deputy Leader (Statutory) of the Council, and Board Member for Leisure and Housing
<b>Corporate Priority:</b>	Meeting housing needs
<b>Policy Framework:</b>	Housing and homelessness strategy 2018/21
<b>Recommendations:</b> That the City Executive Board resolves to: <ol style="list-style-type: none"> <li>1. <b>Approve</b> the allocation of Homelessness Prevention funds to commission homelessness services in 2019/20 as outlined in paragraph 56 to 58 below and in Appendix D, including the following changes to allocations             <ul style="list-style-type: none"> <li>• Big Issue Service Broker – that this Payment by Results contract is ended and a contingency of £3,125 is made available to facilitate this</li> <li>• OxTHINK – allocation increased from £4,396 in 2018/19 to £5,272 to cover costs relating to the continuation of licence agreements for service providers' staff and further system development. This allocation to be reviewed in year to take account of alternative ICT solutions, including the new housing database.</li> <li>• Emmaus – that funding is reduced from £10,000 in 2018/19 to £5,000 and will taper to zero in 2020/21 in recognition of the fact that Emmaus' second-hand furniture superstore is expected to be financially self-sustaining in 2020/21 and will continue to provide work opportunities</li> <li>• Network development - £5,000 towards the development and delivery of a programme of networking, learning and development for commissioned service providers' staff and others as appropriate</li> <li>• Access to leisure services - £5,000 to support former rough sleepers to access the Council's leisure facilities free of charge.</li> <li>• Contingency for Rough Sleeping and Single Homelessness - £1,587 allocated for in-year changes to committed allocations.</li> </ul> </li> </ol>	

2. **Approve** that the Council enter into 24 month [1st April 2019 to 31st March 2021] grant agreements with the Response Organisation and Homeless Oxfordshire to deliver a combined Acacia / Housing First Service, with increased capacity to meet the needs of chronic and entrenched rough sleepers.
3. **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.

<b>Appendices</b>	
Appendix A	Appendix A – Supported Accommodation for City Use 2018/19 and 2019/20
Appendix B	Strategic priorities for meeting the needs of vulnerable people and rough sleepers [Extract from the Council's Housing & Homelessness Strategy 2018-21]
Appendix C	Commitments and year end forecast 2018/19
Appendix D	Proposed allocations 2019/20
Appendix E	Map of services funded by Oxford City Council for rough sleepers and single homeless people
Appendix F	Risk assessment

## **Introduction and background**

1. This report presents an overview of how the funding allocated in 2018/19 has been spent and the funding available in 2019/20 to provide services for rough sleepers and single homeless people in Oxford.
2. The report also provides an update on developments in 2018/19 including the number of people known to be sleeping rough and new funding opportunities emerging from the government's new rough sleeping strategy which aims to support every person who sleeps rough to get off the streets and into a home by 2027.
3. Finally, the report highlights some of the opportunities and challenges that lie ahead.

## **Context and key developments 2018/19**

### Number of people sleeping rough remains high

4. Rough sleeping continues to be a significant issue in the City, with high numbers of rough sleepers being contacted by Oxford Street Population Outreach Team (OxSPOT) each month – 105 people were seen rough sleeping in October 2018, 115 in November and 67 in December.
5. The Council's official street count in November 2018 was 45, a decrease from the total of 61 recorded in November 2017. In the period April to December 2018, there were 319 positive interventions with individual rough sleepers, to assist them off the streets. This compares favourably with performance in 2017/18 when there were 304 positive interventions in total.



6. 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 2018 - showed a small increase from 89 (2017) to 94 individuals. Estimates tend to give a higher figure than street counts because they draw upon a wider range of data sources. These include information from the rough sleeping outreach team (OxSPOT), service providers and teams within the Council.
7. The Council provides an estimate in addition to street count data in order to make comparisons with the other Oxfordshire districts, which only undertake estimates rather than street counts. This is due to the mostly rural nature of the districts.
8. The difference between the street count and estimate figures reflects the different methodologies used. For example, whilst the street count is necessarily limited by the number of people that are counted within the 4 hour period of the count, the intelligence-based estimate is based on the knowledge of multiple agencies which engage with many more individuals than can be counted within this time.
9. Across the county, the number of individuals identified by District Council estimates were broadly in line with figures for the previous year – Cherwell 9 (2017) to 11 (2018), South Oxfordshire 2 (2017) to 3 (2018), Vale of White Horse 10 (2017) to 9 (2018) – with the exception of West Oxfordshire which saw a reduction from 7 (2017) to 2 (2018).
10. Both Oxford City's street count and estimate continue to show that a significant proportion of people sleeping rough in Oxford do not have a local connection to the City (up to 30%, 2018 Estimate) and also that the connection status of several individuals is unknown (22%, 2018 Estimate).<sup>1</sup>
11. Similarly, 13% of those identified at the November 2018 street count had a connection to Oxford, whilst 15% were connected to one of the other Oxfordshire District Council areas<sup>2</sup>. Table 1 below summarises the findings of the November 2018 street count and estimate with regard to local connection status<sup>3</sup>.

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<sup>1</sup> Individuals identified by the count are categorised as 'unknown' either because - they have been recently referred to Oxford SPOT [Street Population Outreach Team] and little is known about them; the person is not actively engaging with the making information gathering difficult; the person has been seen only a few times and it has not been possible to investigate and obtain information.

<sup>2</sup> Of those identified as having a connection to one of the Oxfordshire District Council areas 9% (4) had a local connection to Cherwell (15% (9) in 2017), 2% (1) had a local connection to South Oxfordshire (2% (1) in 2017), 2% (1) had a local connection to Vale of the White Horse (3% (2) in 2017) and 2% (1) had a local connection to West Oxfordshire (2% (1) in 2017)

<sup>3</sup> For breakdown of local connection to the Oxfordshire Districts please see above. Please note that due to rounding percentages may not total to 100%.

Connection	Count 2018	%	Estimate 2018	%
City of Oxford	6	13%	9	10%
Other Oxfordshire District	7	16%	11	12%
Other UK connection	0	0%	2	2%
No Local Connection	11	24%	26	28%
Exemption	0	0%	1	1%
Pathway Connection	1	2%	5	5%
Investigating	5	11%	19	20%
Unknown	15	33%	21	22%
<b>Total</b>	<b>45</b>	<b>99%</b>	<b>94</b>	<b>100%</b>

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 in 2018/19.

13. This underlines the need for continued collaboration and cooperative working between all the key strategic partners to ensure an effective response to meeting the needs of single homeless people across the whole county, and not simply in Oxford.

#### Impact of changes to funding for housing related support services

14. 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 including provision for people from the Districts.

15. As a result of substantial reductions to its overall funding, the County Council declared its' intention in 2015 to reduce its' budget for Housing Related Support (previously £1.5m per annum) by 100%. Subsequently, the County Council agreed to maintain its' budget at £500,000 per annum to 2018/19.

16. To mitigate the impact of this reduction in funding and maintain the supply of supported accommodation for single homeless people, Oxford City Council, together with the Oxfordshire District Councils, Oxfordshire County Council and Oxfordshire Clinical Commissioning Group agreed to contribute to a pooled budget and enter into joint commissioning arrangements for a period of three years [2017/18 to 2019/20].

17. 2019/20 will be the third and final year of the current pooled budget arrangements for the countywide Adult Homeless Pathway. This successful collaboration has served to maintain a supply of jointly commissioned bed spaces as part of the Adult Homeless Pathway, albeit at a reduced level. This has been also complemented by the City and District Councils' commissioning of their own supply of supported accommodation.

18. Currently, there are a total of 108 jointly commissioned beds all of which are located in Oxford (79 of these are reserved for City use only).

19. As detailed at Appendix A, the City Council will directly commission in addition to this allocation a total of 140 further bed spaces in 2019/20. Together, the Oxfordshire District Councils directly commissioned in 2018/19 a further 55 bed spaces for people with a connection to their locality of which 10 are in Oxford and the remainder are in other locations across the county.
20. Discussions are underway with the Joint Commissioning Group partners about continuing the pooled budget arrangements. Oxford City Council is committed to continuing this arrangement and this has now been agreed in principle with the other partners. The City's annual contribution towards the continuation of these arrangements in 2020/21 and 2021/22 is expected to be £219,700 [current contribution of £161,700 plus additional contribution of £58,000].
21. Currently, the City Council's annual contribution to the pooled budget is £161,700. In years one and two of the arrangement [2017/18 and 2018/19] additional funding of £323,400 was drawn from reserves to cover the cost of the contribution. In 2019/20 and subsequent years, it is expected that this cost will be covered from homelessness prevention fund core budget of £1,583,447 [see paragraph 46 below].

#### Ensuring sufficient provision to meet Oxford City's needs

22. In order to compensate for the reduction in capacity, Oxford City Council has increased the number of beds that it commissions directly. In addition to the 79 beds commissioned via the pooled budget exclusively for City use, the City Council has commissioned in 2018/19 a further 132 bed spaces, including 20 sit up spaces.
23. This provision includes the commissioning of 22 beds for people with complex needs at Simon House, which the City Council took over in 2018/19 following the County Council's de-commissioning of this 52 bed hostel. 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 at Rymers Lane in Cowley.
24. The new facility is expected to open Quarter 2 2019/20 and will comprise 22 units of accommodation for people with complex needs and 15 units of move on accommodation. Simon House will remain open during the first Quarter of 2019/20 and a plan to manage the transition of the service and residents to the new facility is in place.
25. This level of commissioning for the city has been made possible by the City Council's allocation of additional funding for services and support for rough sleepers and single homeless people in 2018/19 (£100,000) and from 2019/20 onwards, through the inclusion of a further £200,000 in the core budget for rough sleeping and single homelessness.
26. It has also been made possible as a result of the Council's successful bid in 2018 to the Ministry of Housing, Communities and Local Government's [MHCLG] Rough Sleeping Initiative (RSI), which yielded just over £1,000,000 towards the delivery of new services and pilot initiatives in 2018/19 and 2019/20.
27. These have included in 2018/19 the development of a multi-agency service hub, two winter shelters, new services piloting dedicated services for women and people with drug and alcohol addictions, and a significant expansion of outreach service capacity (OxSPOT).

28. Officers are awaiting confirmation from MHCLG regarding the RSI allocation for 2019/20, however the table attached at Appendix A summarises the accommodation provided in 2018/19 and what is expected to be available in 2019/20.

#### Further funding opportunities

29. In August 2018, the government published a new strategy for rough sleeping which sets out the government's vision for halving rough sleeping by 2022 and ending it by 2027. This was followed in December 2018 with the publication of an action plan which confirms the government's intention to provide funding to help deliver its strategy.

30. The funding opportunities published so far, including the Rapid Rehousing Pathway and Private Rented Sector Access Funds, offer the potential to do more and develop new approaches to service delivery. However, they offer relatively short term funding and are competitive in nature.

31. Despite this, in November 2018, officers submitted a major bid to the MHCLG's Rapid Rehousing Pathway (RRP) Fund, which offered revenue funding during 2019/20 for a range of initiatives including

- Somewhere Safe to Stay (SStS) – assessment and short term accommodation hubs based on the No Second / No First Night Out service model
- Navigators – to provide joined-up support for individuals, particularly chronic and entrenched rough sleepers, throughout their journey from the street to long term, sustainable accommodation options
- Local Lettings Agencies – to help clients to access accommodation in the Private Rented Sector (PRS)
- Supported Lettings – provision of floating support for tenancy sustainment

32. We have received confirmation in February 2019 that our bid to be an “Early Adopter” for ‘Navigators’ has been successful. Our bid for the three other elements was not accepted in this first round, and in the case of Somewhere Safe to Stay we understand that this was due to our not being able to provide the service immediately, e.g. in the quarter following bid submission. However, we have had positive feedback on the bid and officers are hopeful that we will be successful in the second round which is expected in the final quarter of 2018/19.

33. The process of assembling this bid – and a parallel bid to the Private Rented Sector (PRS) Access Fund which is offering revenue funding to March 2020 for schemes designed to increase access to or sustain tenancies within the PRS for single people who are or at risk of becoming homeless – has however enabled officers to develop a proposal that aims to:

- Increase the scope and effectiveness of ‘front-end’ engagement and assessment services
- Provide extra emergency accommodation open to all rough sleepers (including those with No Local Connection (NLC) and No Recourse to Public Funds (NRPF)) every night throughout the winter
- Develop the range and effectiveness of sustainable Move On routes and options for individuals that are eligible for pathway accommodation and those that are not
- Consolidate and improve the efficiency of accommodation and other services, including for those with no local connection and / or recourse to public funds, and vulnerable groups including women

34. The centrepiece of this proposal is the Somewhere Safe to Stay in Oxford provision. A Council-owned building at Floyd’s Row in the city centre, has been identified as an option for this provision. However, substantial capital investment is needed to refurbish the building and officers are concerned that the current lack of a capital element in the RRP Fund may prove to be a barrier to award.

35. With this in mind, but also in light of the City Executive Board’s aspiration to deliver from winter 2019/20 winter emergency accommodation that is open every night to all rough sleepers, the Council has included within its budget for 2019/20 a total one-off sum of £337,000 (comprising £184,000 capital and £153,000 revenue). This will be used to fund the initial development works at Floyds Row and deliver this winter emergency accommodation, which is currently not eligible for any of the available MHCLG funding streams.

### **Use of Homelessness Prevention Funds in 2018/19**

36. Last year’s report by the Head of Housing Services on the allocation of homelessness prevention funds indicated that a total of £1,834,853 had been allocated for the delivery of services and support for rough sleepers and single homeless people in 2018/19.

37. This sum was later adjusted in order to mitigate budget pressures elsewhere in the Housing Needs service. This meant that the forecast carry forward of £142,906 into 2018/19 did not happen. However, as indicated in last year’s report, members approved further additional transfers to the Homelessness Reserve. As a result, a sum of £98,000 is available to be drawn down in 2019/20.

38. Similarly, funding from reserves allocated for the expansion of the Acacia Service in 2018/19 has not in fact been drawn down. This has been due to the need to find a new way forward for the Acacia and Housing First Services which both increases capacity, ensures that there is essential mental health input to the service, facilitates stronger partnership working between providers and allows for future expansion should further funding become available.

39. Instead, a new combined Acacia / Housing First Service will be commissioned to deliver 15 units of accommodation from 1st April 2019 and the unspent allocation from reserves for this purpose is included in the budget for 2019/20 (£59,750). The service will play an important role in supporting the most entrenched and chronic rough sleepers to move off the streets.

40. Members are asked to approve the recommendation that the Council enter into 24 month [1st April 2019 to 31st March 2021] grant agreements with the Response

Organisation and Homeless Oxfordshire to deliver the combined Acacia / Housing First Service. The allocation of £59,750 from reserves in 2019/20 mitigates the total cost of the service over this period making it sustainable within the core budget allocation for 2019/20 and 2020/21.

41. The Council has also submitted a bid to the Ministry of Housing, Communities and Local Government's Cold Weather Fund, which offers funding towards the cost of providing additional winter services. Funding allocations are based on the number of people sleeping rough in the locality (2017 figures) and on this basis and following discussions with MHCLG, we have made the assumption that a total of £35,000 can be secured in 2018/19.
42. This will off-set the forecast overspend in relation to SWEP where officers have forecast spending to be up to £50,000 against the original allocation of £30,000. This is the result of needing to increase safety and security arrangements for SWEP to ensure that all those that need to access the service are able to do so whilst ensuring the safety of others. It also reflects the increased use of discretion to open SWEP winter 2018/19 outside of the standard protocol. Due to the unpredictability of SWEP operation it is not possible to give a precise figure for the expected over-spend until year end.
43. Finally, the sum of £11,959 has been drawn down in year from the Homelessness Reserve to ease the pressure created because the intended carry forward from 2017/18 did not happen [see paragraph 37 above] and to off-set two other areas of over spend. These are against OxThink (£2,497) where additional spending was needed to ensure the Council's data system is fit for purpose following the significant expansion of accommodation based services and a commitment to Aspire (£5,000) for the development of a service hub.
44. Taking account of these adjustments, a total of £1,695,106 was available for and allocated to the delivery of services and support for rough sleepers and single homeless people in 2018/19. This sum does not include RSI funding or the additional funding allocated by the Council to support the development of the City Conversation, a citywide partnership to tackle issues relating to rough sleeping and single homelessness.

### **City Conversation on Rough Sleeping - spending 2018/19**

45. The rapid and very visible increase in the number of people sleeping rough on the City's street continues to generate 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 to explore the causes and possible solutions to the problem.
46. In February 2018, the Council allocated a total of £150,000 to be drawn from the Council's reserves towards the development of a Rough Sleeping Charter for Oxford and citywide partnership and 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, during 2018/19 and 2019/20. The forecast spend against this allocation is a total of £93,000 to 31st March 2019.
47. The main work of the Partnership is being taken forward by four working groups accountable to a Steering Group. They are delivering a Charter, a brand and website, improving information about rough sleeping and coordination of efforts to



address rough sleeping as well as a fund raising programme including alternative giving. Alternative giving will build upon the recent successful Christmas Match Fund appeal which the Rough Sleeping and Single Homelessness Team helped to deliver and which raised a total of £86,000 for nine local homelessness charities.

## **Allocation of Homelessness Prevention Funds 2019/20**

### Strategic framework for commissioning and funding 2019/20

48. 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 B – Strategic Priorities for preventing homelessness and meeting the needs of vulnerable people and rough sleepers. Consideration is also given to the national rough sleeping strategy published 2018.

### Funding 2019/20

49. On 13th February the Council agreed its budget and Medium Term Financial Plan for the period 2019-20 to 2022-23 which included a base budget of provision of £1,141,168 per annum. A further commissioning budget is also available from the Council's own grant budget of £442,279.

50. 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.

51. Finally, a total of £59,750 [unspent reserves] towards the delivery of additional Housing First / Acacia units in 2019/20 and 2020/21 [see Paragraphs 29 to 31 above] is included in the budget along with the £93,000 added to the homelessness reserve in 2018/19 and a further £5,000 from this reserve to cover the continued contribution to Emmaus. This brings the total funding available in 2019/20 to £1,744,197. This total does not include additional funding from the Rough Sleeping Initiative or any future successful funding bids.

52. Reflecting 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.

### Expected developments in 2019/20

53. As discussed in Paragraphs 20 to 26 above, officers hope to secure additional external funding towards the development of services in 2019/20 and beyond. If secured, these funds will be used to develop the proposed services outlined at Paragraph 22. This will in turn require significant transformation of services with possible financial implications in order to re-shape existing provision to release funding for and ensure alignment with the new service structure.

54. It is already clear that certain enablers are required to optimise the success of the proposed services. These include:

- The need for a countywide strategy and collaborative working with Housing Related Support (HRS) Joint Management Group partners<sup>4</sup> to end rough sleeping, including a commitment to develop more locality-based services for people with a connection to the Oxfordshire District Council areas
- Medium term (3-5 year) strategy, action and financial plan that reflect the true cost of delivering services for some of the most vulnerable people in our society, are needed to deliver a strategic approach that garners the support and motivation of key stakeholders including supported accommodation and other service providers
- In line with the above, a move away from an annual commissioning cycle towards longer term commissioning and procurement of services which test the market where appropriate and afford greater certainty to both providers and the Council as commissioner
- Tailored and resourced approach to meeting the needs of specific groups including people with drug and alcohol addictions, women, people with disabilities, older people, LGBT people, and people with no local connection or recourse to public funds.

55. More work is needed to develop and refine the approach and costings for the proposed development of Floyds Row and related services. Officers will update the Portfolio Holder on progress towards this and will bring a further, more detailed report on this matter, including the proposed timescales for changes to current commissioning arrangements to City Executive Board in the summer.

#### Proposed allocations 2019/20

56. With this in mind, the proposed allocations for 2019/20 are shown at Appendix D.

57. In summary, it is proposed that spending across all service areas including supported accommodation, street engagement, services to prevent and relieve homelessness and for positive activities and to help people get into work and training, is maintained at the same level as in 2018/19.

58. It is recommended that the following changes are made to previous allocations:

- Big Issue Service Broker – that this Payment by Results contract is ended and a contingency of £3,125 is made available to facilitate this
- OxTHINK – allocation increased from £4,396 in 2018/19 to £5,272 to cover costs relating to the continuation of licence agreements for service providers' staff and further system development. This allocation to be reviewed in year to take account of alternative ICT solutions, including the new housing database.
- Emmaus – that funding is reduced from £10,000 in 2018/19 to £5,000 and will taper to zero in 2020/21 in recognition of the fact that Emmaus' second-hand furniture superstore is expected to be financially self-sustaining in 2020/21 and will continue to provide work opportunities

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<sup>4</sup> Oxford City Council, Oxfordshire County Council, Oxfordshire Clinical Commissioning Group, Cherwell District Council, South Oxfordshire District Council, Vale of White Horse District Council, West Oxfordshire District Council

- Network development - £5,000 towards the development and delivery of a programme of networking, learning and development for commissioned service providers' staff and others as appropriate
- Access to leisure services - £5,000 to support former rough sleepers to access the Council's leisure facilities free of charge.
- Contingency for Rough Sleeping and Single Homelessness - £1,587 allocated for in-year changes to committed allocations.

59. 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 E.

60. 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.

### Financial implications

61. The budgeted spend on homelessness prevention for 2019/20 is estimated at £1,744,197 funded as follows :

Item	£'s	Notes
Homelessness base budget	941,168	
Voluntary sector grants budget	442,279	
Additional funding from OCC base budget	200,000	
Acacia Housing First Project	59,750	Raised from reserves 2016/17 towards delivery of Acacia Service
From homelessness reserves	98,000	£93,000 added to the reserve 19 <sup>th</sup> February 2018 plus additional £5,000 to cover cost of continued contribution to Emmaus
SWEP provision	3,000	Contribution from District Councils
<b>Total</b>	<b>£1,744,197</b>	

### Performance monitoring

62. 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.

63. Officers will schedule quarterly, 6-monthly or annual performance monitoring meetings with all services to ensure that outcomes and targets are achieved and issues are addressed in a timely and professional manner.

64. The Rough Sleeping and Single Homelessness Team will also prepare an executive summary of the collated performance data which will be shared with the Preventing Homelessness Group and Portfolio Holder on a quarterly basis.

### **Legal issues**

65. 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**

66. The Risk Register is attached as Appendix F.

### **Equalities impact**

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

### **Conclusion**

68. The proposed funding allocation for 2019/20 will ensure that the Council continues to provide an increasingly broad range of services for rough sleepers and single homeless people and rough sleepers to prevent and tackle rough sleeping, and support individuals to live and sustain independent lives.

69. Thorough review and evaluation of all services funded in 2019/20 will be carried out in year to inform future funding decisions.

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<b>Background Papers:</b>
1    None

## Appendix A – Supported Accommodation for City Use 2018/19 and 2019/20

Service	Provider(s)	2018/19	2019/20
O'Hanlon Hse - City	Homeless Oxfordshire	27	27
Mayday Trust	Mayday	21	21
Connections Support	Connections & Response	31	31
<b>Commissioned via pooled budget for City use</b>		<b>79</b>	<b>79</b>
Project 41	Homeless Oxfordshire	41	41
Simon House - transition 2018/19	A2Dominion	22	0
Rymer's Lane - Complex Needs	A2Dominion	0	22
Mayday Trust	Mayday	10	10
Housing First	Homeless Oxfordshire	5	5
Acacia - existing	Response, Homeless Oxfordshire	5	5
Acacia - capacity increase	Response, Homeless Oxfordshire	0	5
EEA Migrants Service	St Mungo's / Homeless Oxfordshire	0	1
<b>City Council commissioned for City use</b>		<b>83</b>	<b>89</b>
O'Hanlon Hse - City - SIT UP	Homeless Oxfordshire	10	10
Rymer's Lane - Complex Needs Move On	A2Dominion	0	15
Emergency bed in Young People's Pathway	Via Oxfordshire County Council	1	1
<b>Additional capacity available for City use</b>		<b>11</b>	<b>26</b>
O'Hanlon Hse - City - SIT UP expansion	Homeless Oxfordshire	10	10
Women only pilot	Homeless Oxfordshire	5	5
Winter Shelter - Simon House	A2Dominion	8	0
Winter Shelter - London Place	A2Dominion	6	0
Rehab units	Homeless Oxfordshire	7	7
Green Templeton College	Aspire	0	0
Move On units	Homeless Oxfordshire	3	3
<b>MHCLG / RSI-funded provision</b>		<b>39</b>	<b>25</b>
<b>Total available for City use</b>		<b>212</b>	<b>219</b>

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## **Appendix B – 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 the focus on early intervention and preventing homelessness in line with new homelessness duties, supporting and advising people to sustain their accommodation and access services they need.
- Increase Young People's awareness of housing issues by establishing Homeless Prevention work into curriculum for 15/16 year olds attending Oxford Schools.
- Develop stronger and broader working relations and new partnership approaches with stakeholders to facilitate a collaboratively co-designed City-wide framework and response to preventing and tackling homelessness and rough sleeping.
- Successfully implement the Homelessness Prevention Trailblazer project, investing in early intervention and solutions to prevent households from becoming homeless, including joint work with partners to improve discharges from hospitals or prison.
- Ensure our homelessness services remain among the best in the country, recognised by maintaining the national 'Gold Standard'.
- Minimise the number of households in Temporary Accommodation by increasing access to longer term housing solutions.
- Ensure sufficient provision of suitable Temporary Accommodation, at best value to the Council, to avoid the use of Bed and Breakfast accommodation.

### **To reduce rough sleeping and single homelessness we will:**

- Increase our focus on early intervention and preventing single homelessness and rough sleeping.
- Work to establish a city-wide partnership that works collaboratively to deliver effective, long-term solutions to rough sleeping and homelessness, and the creation of an agreed City-wide framework for Oxford.
- Ensure provision of a proactive and collaborative outreach service to provide improved prevention, diversion and reconnection work (No First Night Out), with a rapid assessment focus (No Second Night Out) and personalised services (No Living on the Streets).
- Explore feasible options to accommodate and/or support homeless rough sleepers in the City who have no local connection to the City or anywhere else, and no recourse to public funds.
- Ensure a sufficient and appropriate mix of supported accommodation, with appropriate levels of support to match needs.
- Ensure the provision of an effective pathway of accommodation and specialist housing (including use of the 'Housing First' model) to help people move on from hostels to permanent settled housing.
- Reduce evictions from supported housing, especially through more work with partners, including mental health services (No Return to the Streets).

- Work in partnership to support clients to progress through the adult homeless pathway and to maintain settled accommodation with wrap around services, including training and employment initiatives, and effective floating support provision.
- Ensure adequate crisis accommodation, including reviewing winter and severe weather provision.
- Work with the Police, Community Safety and others to tackle unacceptable anti-social behaviour, health and safety risks and criminal activity on Oxford's streets to improve life for all of Oxford's residents, safeguard those involved and at risk of criminal exploitation, and encourage clients to engage with services.
- Actively work to promote and support an 'Alternative Giving Campaign' linked to anti-begging initiatives, to raise additional resources for homeless services.

## Appendix C – Commitments made and forecast year end position 2018/19

Service areas	Provider	Allocation 2018/19	Forecast to year end	Purpose
<b>Supported accommodation</b>		<b>£731,575</b>	<b>751,575</b>	
Contribution Oxfordshire Pooled Budget for the Adult Homeless Pathway	Oxfordshire AHP / Oxfordshire CC commissioner	£161,700	£161,700	Provision of supported housing.
NSNO Sit-up Service - O'Hanlon House	Homeless Oxfordshire	£54,903	£54,903	Funding for 10 additional spaces to help manage the high number of rough sleepers. <i>Capacity was increased in year to 20 spaces as a result of the Council being awarded RSI [Rough Sleeping Initiative] funding.</i>
Housing First - Julian Housing	Homeless Oxfordshire	£47,850	£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.
Acacia existing x 5	Response	£47,850	£47,850	Funding for 5 units of specialist supported housing 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.

Acacia – service expansion	Response / Homeless Oxfordshire	£0	£0	<p>Funding was allocated from reserves in 2016/17 to fund the expansion of the Acacia project by 5 additional units of specialist supported housing units for people with complex needs.</p> <p>Unfortunately, due to competing work priorities and the need to find a new way forward for the Acacia and Housing First Services it has not been possible to deliver this expansion in 2018/19. Instead, a new combined Acacia / Housing First Service will be commissioned to deliver a total of 15 units of accommodation from 1st April 2019. £59,750 from reserves has been included in the budget for 2019/20 for this purpose.</p>
Project 41	Homeless Oxfordshire	£150,000	£150,000	<p>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.</p>
SIMON HOUSE - Transitional service 2018/19 22 units complex needs	A2Dominion	£200,000	£200,000	<p>Funding for a transitional service of up to 22 units of supported accommodation at Simon House for people with complex needs and a connection to Oxford City. This allocation retained the facility of Simon House which would otherwise have closed as a result of County Council funding cuts and has allowed time for the development of a new facility for rough sleepers and single homeless people at Rymers Lane in Cowley which is due to open Q2 2019/20.</p>
Mayday Trust 10 units	Mayday Trust	£39,272	£39,272	<p>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.</p>
Severe Weather Beds - various	Various including Homeless Oxfordshire, St Mungo's, Aspire, A2Dominion	£30,000	£50,000	<p>Funding to provide additional emergency bed spaces in periods of severe weather for all rough sleepers who need them.</p> <p>A potential overspend of up to £20,000 is forecast as a result of the need arising in year to increase safety and security arrangements</p>

				for SWEP to ensure that all those that need to access the service are able to do so whilst ensuring the safety of others. It also reflects the increased use of discretion to open SWEP winter 2018/19 outside of the standard protocol. Due to the unpredictability of SWEP operation it is not possible to confirm a precise figure for the over-spend.
<b>Street Engagement</b>		<b>£398,393</b>	<b>£398,393</b>	
Street Outreach and Single Homeless Service - St Mungo's Broadway	St Mungo's	£350,893	£350,893	Funding for a team of 9 FTE to deliver an 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. <i>Capacity was increased in year as a result of the Council being awarded RSI [Rough Sleeping Initiative] funding.</i>
Rough Sleeping & Street activity service - TVP	Thames Valley Police	£30,000	£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	£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.
<b>Preventing homelessness</b>		<b>£163,630</b>	<b>£163,630</b>	
Tenancy Sustainment Officer - Elmore	Elmore Community Services	£35,630	£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	£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	£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	£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.
<b>Positive activities &amp; help to get into work</b>		<b>£243,481</b>	<b>£248,481</b>	
O'Hanlon House Day Centre	Homeless Oxfordshire	£82,778	£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	£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	£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	£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	£0	£5,000	Funding towards delivery of a one-off service hub project in 2017/18. These funds have been used to create supervised and supported voluntary work placements for Aspire trainees to help design, refurbish and redecorate the Makespace hub, and later the sister Open House project on Little Clarendon St;



Emmaus	Emmaus	£10,000	£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	£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.
<b>Priority Services for Young People</b>		<b>£6,134</b>	<b>£6,134</b>	
Emergency Bed for Young Person in Oxford city	Oxfordshire County Council	£6,134	£6,134	Funding provides one emergency bed within the Young Person's pathway for use by Oxford City.
<b>Other</b>		<b>£124,396</b>	<b>£126,893</b>	
Single Homelessness Team (current arrangements)	Oxford City Council	£120,000	£120,000	Funding contribution towards the Council's Rough Sleeping and Single Homelessness Team.
OxfordCHAIN	Real Systems	£4,396	£6,893	Core funding to maintain web-based database management system that collates data and provides monitoring reports on rough sleeping. The forecast spend for this areas is £6,893 due to the need to ensure that provider's operational staff are able to access the system, deliver training in how to use the system and developments to improve the quality of data and reporting capability.
In year commissioning	TBC	£0	£0	Funding has been put aside in order for officers to respond to unmet need by commissioning services addressing emerging service gaps.
In year allocation from homelessness reserve	N/A	£0	£19,462	This sum has been drawn down in year from the Homelessness Reserve in order to ensure a balanced budget.

<b>Total allocated/committed</b>		<b>£1,695,106</b>	<b>£1,695,106</b>	
<b>Balance / overspend</b>		<b>-£0</b>	<b>-£0</b>	

## Appendix D – Proposed allocation of homelessness prevention funds 2019/20

Service areas	Provider	Proposed allocation 2019/20	Purpose
<b>Supported accommodation</b>		<b>£810,075</b>	
Contribution Oxfordshire Pooled Budget for the Adult Homeless Pathway	Oxfordshire AHP / Oxfordshire CC commissioner	£161,700	Provision of supported housing.  This sum plus an additional £58,000 will be required from 2020/21 in order to maintain the City Council's membership of the pooled budget for the Adult Homeless.
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. <i>Capacity increased in 2018/19 and 2019/20 to 20 spaces as a result of the Council being awarded RSI [Rough Sleeping Initiative] funding.</i>
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.
Acacia existing x 5	Response	£47,850	Funding for 5 units of specialist supported housing 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.
Acacia additional units - pending	Response	£59,750	Funding was allocated from reserves in 2016/17 to fund the expansion of the Acacia project by 5 additional units of specialist supported housing units for people with complex needs. A new combined Acacia / Housing First Service will be commissioned to deliver a total of 15 units of

			accommodation from 1st April 2019.
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 Q1 2019/20 22 units complex needs	A2Dominion	£50,000	Funding for a transitional service of up to 22 units of supported accommodation at Simon House for people with complex needs and a connection to Oxford City for Q1 2019/20.
RYMERS LANE - Transitional service 22 units complex needs from Q2 2019/20	A2Dominion	£168,750	Funding for 22 units of supported accommodation for people with complex needs and 15 units move on accommodation. The new facility for rough sleepers and single homeless people at Rymers Lane in Cowley is due to open Q2 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, Aspire, A2Dominion	£30,000	Funding to provide additional emergency bed spaces in periods of severe weather for all rough sleepers who need them.
<b>Street Engagement</b>		<b>£398,393</b>	

Street Outreach and Single Homeless Service - St Mungo's Broadway	St Mungo's	£350,893	Funding for a team of 9 FTE to deliver an 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. <i>Capacity increased in 2018/19 and 2019/20 as a result of the Council being awarded RSI [Rough Sleeping Initiative] funding.</i>
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.
<b>Preventing homelessness</b>		<b>£163,630</b>	
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.
<b>Positive activities &amp; help</b>		<b>£224,106</b>	

to get into work			
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.
Second-hand furniture store	Emmaus	£5,000	<i>Funding for Emmaus to provide accommodation in their community and work opportunities in their second-hand furniture social enterprise, tapering to £0 in 2020/21 when the business is expected to be financially self-sustaining.</i>
Service Broker - The Big Issue Foundation	The Big Issue Foundation	£3,125	The Big Issue Foundation was previously funded to support Big Issue sellers into accommodation and into sustainable work opportunities. However, service performance has been unsatisfactory and these objectives have not been achieved. It is felt that this has been due to a lack of alignment between the Service and the City Council's aim to move people off the street and away from vending the magazine longer term.
<b>Priority Services for Young People</b>		<b>£6,134</b>	

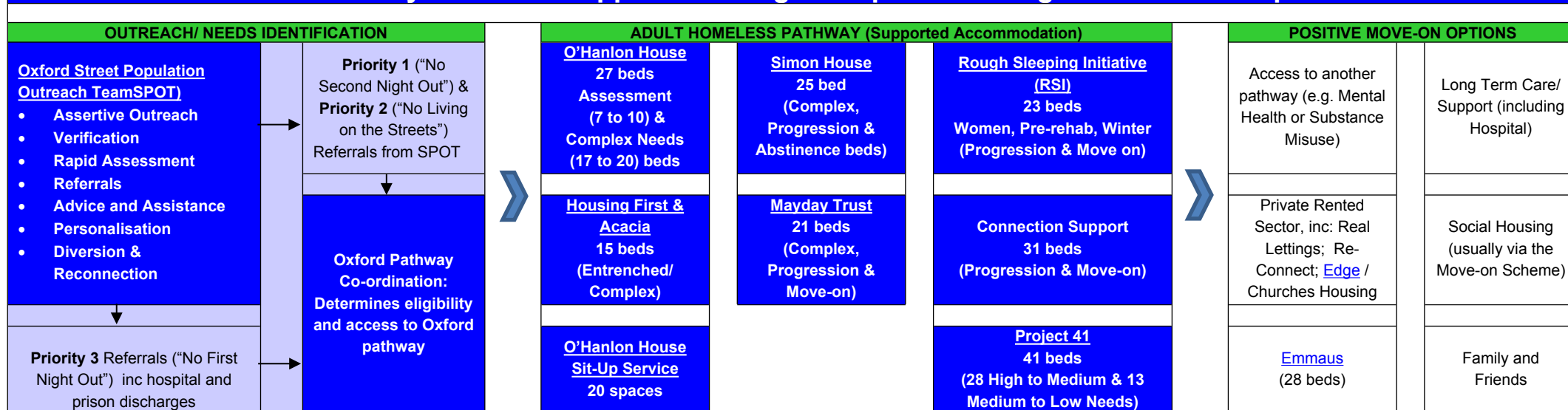


Emergency Bed for Young Person in Oxford city	Oxfordshire County Council	£6,134	Funding provides one emergency bed within the Young Person's pathway for use by Oxford City.
<b>Other</b>		<b>£136,859</b>	
Single Homelessness Team (current arrangements)	Oxford City Council	£120,000	Funding contribution towards the Council's Rough Sleeping and Single Homelessness Team.
OxfordCHAIN	Real Systems	£5,272	Core funding to maintain web-based database management system that collates data and provides monitoring reports on rough sleeping. The forecast spend for this areas is £6,893 due to the need to ensure that provider's operational staff are able to access the system, deliver training in how to use the system and developments to improve the quality of data and reporting capability.
Network development programme	TBC	£5,000	For the development and delivery of a programme of networking, learning and development for commissioned service providers' staff and others as appropriate
Access to leisure services	TBC	£5,000	To support former rough sleepers to access the Council's leisure facilities free of charge.
Contingency	TBC	£1,587	Funding put aside for in-year changes to committed allocations
<b>Total allocated/committed</b>		<b>1,744,197</b>	

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## Appendix E – Map of services for rough sleepers and single homeless people in Oxford 2019/20

### Oxford City Council – Support for Rough Sleepers and Single Homeless People



OXFORDSHIRE DISTRICT COUNCIL ACCOMMODATION FOR ROUGH SLEEPERS and SINGLE HOMELESS PEOPLE		WINTER SHELTER PROVISION	DAY SERVICES	EMPLOYMENT SUPPORT
Cherwell District Council	11 beds, O'Hanlon House (3 assessment, 8 complex); 13 beds, Banbury (progression, move-on)	Oxford City Council operates the <a href="#">Severe Weather Emergency Protocol (SWEP)</a> which provides additional beds in extreme weather. It is operated by OxSPOT according to demand and accommodation is provided at locations across the City.  <a href="#">Oxford Winter Night Shelter (OWNS)</a> provides an additional ten beds throughout winter.	Oxford City Council supports and funds <a href="#">O'Hanlon House Day Centre</a> and <a href="#">The Porch</a> which provide: <ul style="list-style-type: none"> <li>meals</li> <li>showers</li> <li>meaningful activity</li> <li>drop-in surgeries</li> </ul> <a href="#">The Gatehouse</a> provides an evening service.	Funded by Oxford City Council: <a href="#">Aspire Oxford</a> <a href="#">Emmaus (Second-hand Superstore)</a> <a href="#">The Big Issue Foundation</a> <a href="#">Tenant Ready Scheme</a>  <a href="#">Crisis Skylight</a> <a href="#">Arts at the Old Fire Station</a> <a href="#">RAW workshop (Response at Work)</a> Restore <a href="#">Oxfordshire Mind Wellbeing Service</a>
Vale of White Horse and South Oxon District Councils	12 beds, O'Hanlon House (4 assessment, 8 complex); 13 beds, Vineyard (progression, move-on) 13 beds, Goldsmiths Lane (low level mental health)			
West Oxon District Council	6 beds, O'Hanlon House (1 assessment, 5 complex); 6 beds, Chipping Norton (progression, move-on)			

Oxfordshire Mental Health Partnership Supported Accommodation	Accommodation with <a href="#">Response</a> (150+ beds) & <a href="#">Oxfordshire Mind</a> (85+ units cross County)	Floating Support/ Other Support Services	<a href="#">Connection</a> (Generic contract and Specialist Mental Health)/ <a href="#">MayDay</a> Asset Mentors/ <a href="#">Elmore Community Services</a> / <a href="#">Welfare Reform Team</a> / <a href="#">Luther St Medical Centre</a> (inc MH Practitioner)
<a href="#">Young Persons Pathway</a> (227 beds in Oxon)	Emergency Beds (2); Young Persons (57); Young Parents (17); & Specialist (15) beds – Home Group and Key 2; and LIFE Housing (Young Mothers)	Substance Misuse Services	<a href="#">Turning Point</a> ; Howard House (Rehab); Saplings Project (7)
Offender Accommodation	<a href="#">Compass</a> (40 units – Low to Medium support)	Community Safety Support	TVP/ Street Ambassadors / Sanctuary Scheme & target hardening/ Domestic Abuse Services

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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	07/03/2019	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-19 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.	07/03/2019	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-19 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'	07/03/2019	Rachel Lawrence	4	5	4	5				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-19 and on-going throughout the year			Rachel Lawrence

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**To:** City Executive Board  
**Date:** 13 March 2019  
**Report of:** Head of Law and Governance  
**Title of Report:** Review of Oxford City Council's flag flying arrangements

Summary and recommendations	
<b>Purpose of report:</b>	For the City Executive Board to consider the outcomes of a review of the Council's arrangements for flag flying and to agree a new protocol for flag flying and bell ringing together with lists of annual flag flying and bell ringing commitments
<b>Key decision:</b>	No
<b>Executive Board Member:</b>	Councillor Susan Brown, Leader of the Council
<b>Corporate Priority:</b>	Efficient Effective Council; Strong and Active Communities
<b>Policy Framework:</b>	N/A
<b>Recommendations:</b> That the City Executive Board resolves to:	
<ol style="list-style-type: none"> <li><b>Adopt</b> the Oxford City Council Protocol for Flag Flying and Bell Ringing attached as Appendix 1;</li> <li><b>Agree</b> the List of Annual Flag Flying Commitments attached as Appendix 2;</li> <li><b>Agree</b> the List of Annual Bell Ringing Commitments attached as Appendix 3; and</li> <li><b>Delegate</b> responsibility to the Head of Law and Governance for the operation of the protocol, including the arrangements for considering one off requests, and for holding and maintaining the List of Annual Flag Flying Commitments and the List of Annual Bell Ringing Commitments.</li> </ol>	

Appendices	
Appendix 1	Oxford City Council Protocol for Flag Flying and Bell Ringing
Appendix 2	List of Annual Flag Flying Commitments
Appendix 3	List of Annual Bell Ringing Commitments

**Introduction and background**

1. The responsibility for the Council's arrangements for flag flying and bell ringing to mark events and occasions lies with the City Executive Board. The City Executive Board on 9 July 2015 agreed a flag flying protocol (the "original protocol") and delegated the operation of the protocol to the Head of Law and Governance. The protocol established a process for considering one-off flag flying requests and formalised the practice of flying the City flag at half-mast on the day of a funeral of a serving or former councillor. Prior to that the arrangements for flag flying operated by convention.
2. The Leader of the Council has reviewed these arrangements with officers and the outcomes of this exercise are contained in this report and its appendices.
3. The Council's arrangements for bell ringing currently operate by convention and it is proposed that these arrangements are formalised in an expanded protocol for flag flying and bell ringing (the "new protocol").

**Governance framework**

4. Flag flying on local government buildings is not bound by any specific directive. It is a matter for individual local authorities to establish their own flag flying protocols.
5. The UK Parliament's Flags and Heraldry Committee produced guidance on flag flying in 2010 entitled Flying Flags in the United Kingdom. The guidance covers simple rules which apply to flying flags in a variety of situations and aims to ensure flags across the nation are flown correctly and treated with dignity and respect.

**Planning consent**

6. Under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 flags are treated as advertising for the purposes of planning consent. In January 2012, the Department for Communities and Local Government (DCLG) published a discussion paper aimed at liberalising the planning regime for flying flags. Notable outcomes were that the Armed Forces Flag and the Pride (Rainbow) Flag were added to the lists of flags which may be flown without the express consent of the local planning authority (subject to conditions and limitations in the case of the Pride Flag).
7. The following categories of flags do not require planning consent:
  - a. Any country's national flag
  - b. Flags of any international organisations of which the UK is a member
  - c. A flag of any island, county, district, parish, city, etc. within the UK
  - d. The flag of any historic county within the UK
  - e. The flag of St. David
  - f. The flag of St. Patrick
  - g. The flag of any administrative area within any country outside the UK
  - h. Any flag of Her Majesty's forces
  - i. The Armed Forces Day flag
8. The following categories of flag may be flown without planning consent but are subject to certain restrictions, for example in relation to the size of the flag:
  - a. Flags bearing the name of the person or organisation occupying the building
  - b. Flags referring to a specific time-limited event taking place in the building

- c. The flag of any sports club
  - d. The Pride (Rainbow) Flag
  - e. Flags of certain specified awards schemes (such as 'Investors In People')
9. Flags that do not fall into the categories set out in paragraphs 7 and 8 require formal consent from the local planning authority before they can be displayed. This takes the form of advertisement consent, which has a financial cost (currently £462), and can take approximately 8-10 weeks. Some of the Council's existing annual flag flying commitments fall into this category. These are:
- a. The Suffrage flag on Women's Day;
  - b. The flag of the Royal British Legion in the week leading up to Remembrance Day;
  - c. The Morning Star flag on West Papua Independence Day, which is not the flag of an administrative area within Indonesia;
  - d. Potentially the European flag when the UK ceases to be a member of the European Union.
10. Planning consent can be obtained to fly multiple flags in a single application but this would not cover any one-off requests made during the year that require consent, for example, requests to mark events that are not taking place in the Town Hall.

### **Oxford City Council Protocol for Flag Flying and Bell Ringing**

11. Recommendation 1 asks the City Executive Board to adopt the new Oxford City Council Protocol for Flag Flying and Bell Ringing, which is attached as Appendix 1. The new protocol updates and expands the original protocol to include arrangements for bell ringing as well as flag flying. The substantive changes and additions from the original protocol are detailed below and highlighted in the appendix.
12. Recommendation 4 asks the City Executive Board to delegate the operation of the new protocol to the Head of Law and Governance. This recommendation replaces the existing delegation for flag flying while also delegating responsibility for bell ringing on a similar basis.

#### **Flagpoles**

13. The Council has access to three flagpoles or masts which are described in the protocol. No changes are proposed to these flagpoles or the terms of their use:
- The large mast above the main entrance to the Town Hall in St. Aldate's is used exclusively to fly the City Flag.
  - The mast above the 1930s extension to the Town Hall is used to fly flags marking a variety of events and occasions.
  - The mast on Carfax Tower is used to fly the Union Flag on certain national occasions and the Cross of St. George on St. George's Day.

#### **Flying of flags**

14. Occasionally it has not been possible for flags to be flown on agreed annual or one-off occasions due to restrictions on access to the masts or high winds or slippery conditions making it unsafe to hoist flags. In practice, all commitments will be subject to the weather, safe access to the flagpole and the availability of trained staff (hoisting a flag requires two trained members of Town Hall staff). The new protocol clarifies this conditionality. Where the council would normally be flying a

flag but is unable to because of these sorts of conditions, the Council will publicise this via social media.

15. The new protocol also clarifies that flags will not be flown if they are in a damaged or poor condition as that could imply disrespect to the nation, place, organisation, event or occasion they represent. Flags are stored in the robes cupboard in the Town Hall and are routinely inspected when they are taken down and a week or two before they are due to be flown. Most flags can be replaced within a couple of days if they are found to be damaged and the Council keeps spares of national flags. The exception is the large City flag which takes longer to replace because it is specially made for the Council.

#### **Delegations from twin towns**

16. The original protocol stipulated that the flags of twin towns will be flown when an official delegation from a twin town visits Oxford for the duration of the visit. Since its adoption the Council has extended its twinning links and the new protocol includes an updated list of Oxford's twin towns.

#### **Royal births**

17. The original protocol made no provisions for flag flying following the announcement of a royal birth. Following the announcement of the Duke and Duchess of Cambridge's third child, Prince Louis of Cambridge, the Council received correspondence from the Ministry of Housing, Communities and Local Government stating that Union Flags should be flown at full mast from all government buildings on 24 April 2018. This was treated as a one-off request at late notice, and was agreed. The new protocol formalises the flying of the Union Flag following the announcement of a royal birth in line with any guidance issued by the government.

#### **Flying flags at half mast**

18. The original protocol stated that flags will be flown at half-mast when "Royalty" dies and defined this to include the Queen, the Duke of Edinburgh, the Queen's children and their current spouses and Prince William for as long as he is directly in line to the throne. The new protocol removes this paragraph and replaces it with references to the Council's Protocol for Marking the Death of the Sovereign or a Senior National Figure. This protocol sets out the Council's arrangements for flag flying in those circumstances and is aligned with government guidance. This change will help to ensure that the new protocol is future-proof and prevent misalignment with the other protocol from occurring.
19. In a separate change, the revised protocol includes the lowering of flags on national days of mourning. These days are designated by the government as a means of honouring persons of particular significance who have recently died or to mark a national tragedy such as a fatal accident or natural disaster. The last major period of national mourning in the UK took place following the terrorist bomb attacks in London on 7 July 2005.

#### **Managing additional one-off requests**

20. The protocol sets out the arrangements for the consideration of one-off flag flying requests. Requests must be made by a serving city councillor providing at least 4 weeks' notice in writing to the Head of Law and Governance, who will consult with the Leader of the Council before making a decision. This is a change from the original protocol which required the Head of Law and Governance to consult with a cross-party panel. The four week notice period allows sufficient time for:

- a. The Head of Law and Governance to consider the request in consultation with the Leader of the Council and make a decision.
  - b. The relevant flag to be obtained if the Council does not already have one.
  - c. The availability of trained Town Hall staff to be secured.
21. The new protocol includes an additional paragraph clarifying that requests for the flying of flags must be consistent with the values of the Council and sensitive to the views of communities in the city.
22. The new protocol also stipulates that planning consent must be obtained, where required by regulations. Under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 consent is generally likely to be required to fly flags in support of causes or organisations that are not represented by place-based flags or to mark events that are not taking place in the Town Hall.
23. Table 1 sets out the one-off flag flying requests that have been made by councillors since September 2017 and the outcomes of these.

**Table 1: List of one-off flag flying requests**

<b>Occasion</b>	<b>Date</b>	<b>Flag</b>	<b>Outcome</b>
Bi Visibility Day 2017	23 September 2017 (also flown in 2018)	Bisexual Pride flag	Agreed and flown
Living Wage Week	6-11 November 2017	Living Wage Employer flag	Not agreed due to an existing commitment
Trans Day of Remembrance	20 November 2017	The Transgender flag	Agreed and flown
Centenary of the passing of the Representation of the People's Act 1918	6 February 2018	Votes for Women flag	Agreed and flown
Birth of The Duke and Duchess of Cambridge's third child	24 April 2018	Union flag	Agreed and flown
First anniversary of the Grenfell Tower fire	14 June 2018	City flag at half-mast	Agreed and flown
England playing in the semi-final of the World Cup	11 July 2018	Cross of St. George	Agreed and flown
Bi Visibility Day 2018	23 September 2018 (also flown in 2017)	Bisexual Pride Flag	Agreed but not flown due to unsafe conditions
Centenary of the 1918 general election (the first at which some women and all men could vote)	14 December 2018	Suffrage flag	Agreed and flown

Earth Day	22 April 2019	Earth Day flag	Not agreed due to a public holiday and clash with other commitments
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24. The timing of Living Wage week is set annually by the Living Wage Foundation and while it has previously taken place in the last week of October, it more often clashes with the Council's commitment to fly the Royal British Legion Flag in the week leading up to Remembrance Day.

25. Earth Day happened to fall on Easter Monday in 2019 which will not be the case every year. However, given that the date of Earth Day is between two existing flag flying commitments, it would be difficult to mark this occasion if it fell on a weekend.

### **Bell ringing**

26. Bells are rung on behalf of the Council by Oxford Society of Change Ringers (OSCR) on occasions that have been agreed annually with the Civic Office. Occasionally additional bell ringing requests have been made by OSCR to mark one-off events such as royal weddings and births. The new protocol formalises these arrangements and establishes a process for the Council to agree one-off bell ringing requests made by OSCR on a similar basis as one off requests for flag flying (made by councillors).

### **Hierarchy of commitments**

27. The original protocol did not provide clarity about what will happen if two or more events or occasions the Council has decided to mark fall on the same day; for example if an official delegation from a twin town visits Oxford on dates when other flags are due to be flown. The new protocol includes a hierarchy of commitments to guide the Head of Law and Governance in deciding which commitment(s) the Council will honour in the event of a clash. State and royal occasions or visits are given the highest priority, followed by national memorial or celebration days, twinning visits, other occasions on which the Council has agreed to mark annually and finally one-off requests. For flag flying the Head of Law and Governance will also refer to the general order of precedence for flags in the UK which is set out in the British Flag Protocol<sup>1</sup>, which supports the hierarchy described above.

### **List of Annual Flag Flying Commitments**

28. An annex to the original protocol listed the occasions on which flags would be flown annually. A new List of Annual Flag Flying Commitments is attached as Appendix 2. Recommendation 2 asks the City Executive Board to agree this list. The changes and clarifications from the original list are explained below and highlighted in the appendix.

### **New flag flying commitments**

29. The Leader of the Council has reviewed the list of annual flag flying commitments and asked that in addition to the existing commitments, flags are flown annually on the following occasions: Holocaust Memorial Day, LGBT History Month, Transgender Day of Remembrance and the anniversary of the passing of the Representation of the People Act 1918.

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<sup>1</sup> [British Flag Protocol, The Flag Institute \(accessed 1 February 2019\)](#)



30. Other annual occasions such as Black History Month and Hiroshima Day have been suggested as new commitments for inclusion in the list but for those occasions there is no universally recognised flag that could be flown. The Council may wish to consider how else it could mark these and other occasions in future.

### **Royal birthdays**

31. Flags are flown from UK government buildings on the birthdays of a number of senior members of the royal family. The original list commits the Council to flying the Union Flag on the birthdays of Her Majesty the Queen, His Royal Highness the Duke of Edinburgh and HRH the Prince of Wales but not on the birthdays of other members of the royal family. The new list clarifies that the commitments are based on royal roles (i.e. the Monarch, Monarch's consort and the heir to the throne) rather than individuals and does not extend these commitments to other members of the royal family.

### **Europe Day**

32. The original list committed the Council to flying the European Flag from the mast above the 1930s extension on 9 May each year for Europe Day. The European Flag symbolises the identity and unity of Europe as well as the EU itself and the new list maintains this commitment post-Brexit.
33. The College of Arms advises that where the European Flag is flown on this Europe Day, the Union Flag should fly alongside it and, on UK government buildings that only have one flagpole the Union Flag should take precedence (the Union Flag is above the European Flag on the general order of precedence for flags in the UK)<sup>2</sup>. In a change from the original protocol, the new protocol includes the flying of the Union Flag from the mast above Carfax Tower on Europe Day, in addition to flying the European Flag from the 1930s extension.

### **West Papua Independence Day**

34. The original list committed the Council to flying the West Papua Morning Star Flag on 1 December each year for West Papua Independence Day, subject to conditions. The Free West Papua campaign has been based in Oxford since 2004 and in 2018 the Council agreed to confer the Freedom of the City on Benny Wenda, the Chairman of the United Liberation Movement for West Papua.
35. The Foreign and Commonwealth Office has made representations to the Council that its support for West Papua Independence Day and the Free West Papua Campaign is a significant and sensitive issue in the context of the UK's bilateral relations with Indonesia. The UK government has also clarified that it respects the territorial integrity of Indonesia and does not support calls for Papuan independence, while maintaining that the Council is free to support whatever causes it wishes. The Indonesian Embassy has also recently made direct representations to the Council.
36. In agreeing the new list the Council is reaffirming its commitment to fly the West Papua Morning Star Flag annually on West Papua Independence Day.

### **List of Annual Bell Ringing Commitments**

37. Appendix 3 lists the occasions on which civic bell ringing normally takes place. As with the flag flying list, the bell ringing list clarifies that the royal occasions are linked

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<sup>2</sup> [Dates for flying the Union Flag on UK government buildings in 2019, College of Arms \(accessed 1 February 2019\)](#)

to the role of the Queen as Monarch, the Prince of Wales as heir to the throne, and Prince Phillip as the Monarch's consort. Recommendation 3 asks the City Executive Board to agree this list.

### **Financial implications**

38. The costs of purchasing new flags can be met from existing facilities management budgets assuming they remain very occasional. The cost of obtaining planning consent to meet the Council's annual flag flying commitments (currently £462) can be met from the member support budget.

### **Legal issues**

39. The responsibility for flag flying to mark events and occasions lies with the City Executive Board under the Local Government Act 2000 as it is not specifically reserved to full Council. The flying of flags is not the subject of statute across Great Britain and advice is issued by the Department for Culture, Media and Sport on the flying of national flags from government buildings. The advice relates to government buildings only, but many local authorities, such as Oxford City Council, also follow the advice on a voluntary basis (either in full or in part) and the advice has informed the proposed protocol. There are no specific legal implications for the Council in adopting a protocol for flag flying and bell ringing.
40. The requirements under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 to obtain planning consent in order to display certain flags are set out in paragraphs 6-10.

### **Level of risk**

41. Flag flying on civic buildings is a sensitive issue that can attract controversy and the attention of the press and public. The recommendations in this report are intended to ensure appropriate governance and democratic oversight of flag flying and bell ringing to provide clarity, manage expectations and minimise adverse publicity.
42. Council commitments to fly flags may be regarded by organisations as being a significant honour and the recommendations in this report do not have the effect of rescinding any such commitments. A risk register is attached as Appendix 4.

### **Equalities impact**

43. Flags are emotive symbols that have the potential to cause controversy or create tensions between communities or interest groups whose views and interpretations may differ. The Council has a responsibility to carefully consider the potential impacts of flying flags on communities, equalities and protected characteristics.
44. The protocol allows for the Council to fly flags on events or occasions that promote equality and diversity. The recommendations in this report do not propose changes that will adversely impact on equalities or serve to disadvantage any groups.

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<b>Background Papers:</b> None	

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## Appendix 1

### Oxford City Council Protocol for Flag Flying and Bell Ringing

1. Civic flag flying and bell ringing responsibilities are delegated to the Head of Law and Governance. This protocol guides the Head of Law and Governance in the exercise of those responsibilities.

#### Flagpoles

2. The Council has access to the following three flagpoles or masts:
  - a) The large mast above the main entrance to the Town Hall in St. Aldate's, known as the "main flagpole".
  - b) The mast above the 1930s extension to the Town Hall at Carfax above the premises occupied by the Edinburgh Woollen Mill.
  - c) The mast on Carfax Tower.
3. The mast at (a) is on Council occupied premises and is used exclusively to fly the City flag.
4. The mast at (b) is on premises owned by the Council. While it is not occupied by the Council it is still regarded as a civic building due to its position as an extension to the Town Hall. This mast can be used to fly flags marking a variety of events and occasions.
5. The mast at (c) is on premises owned but not occupied by the Council and is not generally regarded as being a civic building. The Council will not fly flags from this mast other than the Union Flag to mark certain national occasions and the Cross of St. George on St. George's Day.

#### Flying of Flags

6. All flag flying commitments are subject to the weather, safe access to the flagpoles and the availability of suitably trained staff.
7. Flags should not be flown in a worn, damaged or soiled condition and will be inspected when they are taken down and before they are due to be flown, with sufficient time allowed for a replacement to be obtained if necessary.
8. The List of Annual Flag Flying Commitments sets out the days when the City will fly flags. In addition the Council will also fly flags on certain irregular occasions as set out below:

#### Delegations from twin towns

9. The flags of Oxford's twin towns will be flown from the mast above the 1930s extension when an official delegation from a twin town visits Oxford for the duration of the visit. The twin towns are:
  - Bonn
  - Leiden
  - Grenoble
  - Perm
  - Leon
  - Wroclaw
  - Padua (pending formal twinning agreement)
  - Ramallah (pending formal twinning agreement)

## Appendix 1

### Monarch's official visits

10. The Union Flag will fly from the 1930s extension and from Carfax Tower whenever the Monarch pays an official visit to Oxford.

### Royal births

11. The Union Flag will be flown from the masts above the 1930s extension and the Carfax Tower following the announcement of a royal birth in accordance with any guidance issued by the government.

### Flying flags at half mast

12. Flags will usually be flown at half-mast on these occasions:
- When a serving or former Lord Mayor or councillor (including Honorary Aldermen and Honorary Alderwomen) dies the City Flag will be flown at half-mast on the day of the funeral.
  - When a person on whom the Council has conferred the Freedom of the City dies the City Flag will be flown at half-mast on the day of the funeral.
  - On the day of a State Funeral the City Flag will be flown at half-mast and the Union Flag will be flown at half-mast from both the 1930s extension and the Carfax Tower.
  - When the Monarch or a senior member of the royal family dies the City Flag will be flown at half-mast and the Union Flag will be flown at half-mast from both the 1930s extension and the Carfax Tower in accordance with the Oxford City Council Protocol for the Marking of the Death of the Sovereign or the Oxford City Council Protocol for Marking the Death of a Senior National Figure.
  - On a day of national mourning the City Flag will be flown at half-mast and the Union Flag will be flown at half-mast from both the 1930s extension and the Carfax Tower.

### Managing additional one-off requests

13. Consideration will be given to one-off additional requests by the Head of Law and Governance in line with the following procedures.
- The request must come from a serving City Councillor and be made at least 4 weeks before the event in writing to the Head of Law and Governance.
  - The request will only be considered if the relevant mast is available on the date(s) in question.
  - The request should reflect the values of the Council, be sensitive to the views of communities and be made in the spirit of displaying allegiance, support or respect or to celebrate or mark a significant international, national or local occasion.
  - Where planning consent is required by regulations, this must be obtained before the flag can be displayed (which can take 8-10 weeks).
  - The Head of Law and Governance will consult the Leader of the Council.
  - The decision of the Head of Law and Governance is final.
14. Decisions on annual or regular flag flying commitments must be considered by the City Executive Board.



## Appendix 1

### Bell ringing

15. Bells are rung by Oxford Society of Change Ringers on behalf of Oxford City Council on the occasions set out in the List of Annual Bell Ringing Commitments.
16. Bell ringing requests may be made by the Oxford Society of Change Ringers to mark one-off events. These requests will be considered by the Head of Law and Governance who will consult the Leader of the Council. The decision of the Head of Law and Governance will be final.

### Hierarchy of commitments

17. In the event that this protocol results in a clash of commitments on a particular date the Head of Law and Governance will be guided by the order of precedence of flags in the United Kingdom (as set out in the British Flag Protocol<sup>1</sup>) and the principles of the following hierarchy in determining which commitment will be honoured:
  1. State and royal occasions / visits
  2. National memorial or celebration days
  3. Twinning visits
  4. Other occasions the Council has chosen to recognise annually
  5. Other occasions the Council has chosen to recognise on a one-off basis

**Note:** Highlighted text represents changes

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<sup>1</sup> [British Flag Protocol, The Flag Institute \(accessed 1 February 2019\)](#)

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## Appendix 2

### Oxford City Council List of Annual Flag Flying Commitments

Date	Event	Town Hall	1930s extension	Carfax Tower
At all times	At all times (sometimes lowered)	City flag		
27 January	Holocaust Memorial Day	City flag	Holocaust Memorial Day flag	
The month of February	LGBT History Month	City Flag	Pride flag	
*Second Monday in March	Commonwealth Day	City flag	Union flag	Union flag
8 March	International Women's Day	City flag	Suffrage flag	
21 April	Birthday of Her Majesty the Queen (the Monarch's birthday)	City flag	Union flag	Union flag
23 April	St George's Day	City Flag	Cross of St George	Cross of St George
8 May	VE day	City flag	Union flag	
9 May	Europe Day	City flag	European flag	Union Flag
End May	Election of new Lord Mayor	City flag		
2 June	Coronation Day	City flag	Union flag	Union flag
*First or second Saturday in June	Official celebration of Her Majesty's birthday (the Monarch's official birthday)	City flag	Union flag	Union flag
10 June	Birthday of the Duke of Edinburgh (the Monarch's consort's birthday)	City flag	Union flag	Union flag
Last Saturday in June	Armed Forces Day	City flag	Armed Forces Day flag	
June	Oxford Pride	City flag	Pride flag	
15 August	VJ day	City flag	Union flag	
24 October	United Nations Day	City flag	UN flag	
Week leading to 11 November	Week leading to Remembrance Day	City flag	RBL flag	
11 November	Remembrance Day	City flag	RBL flag	Union flag
14 November	Prince Charles' birthday (the heir to the throne's birthday)	City flag	Union flag	Union flag
20 November	Transgender Day of Remembrance	City flag	Transgender flag	
1 December	West Papua Independence Day	City flag	Flag of West Papua	
14 December	Anniversary of the passing of the Representation of the People Act 1918	City flag	Suffrage flag	

\*Dates that change from year to year.

**Note:** Highlighted text represents changes



## Appendix 3

### Oxford City Council List of Annual Bell Ringing Commitments

Date	Time	Event	Notes
February 6	12:30	Queen's Accession Anniversary (the Monarch's Accession Anniversary)	Changed in 2017 to 13:30 because Merton and Lincoln colleges had exams scheduled at the times
April 21	12:30	Queen's Birthday (the Monarch's Birthday)	The Queen celebrates two birthdays each year: her actual birthday on 21 April and her official birthday on (usually) the second Saturday in June.
April 23	18:00	St George's Day	
TBC usually mid-May	17:45 Approx	Election of new Lord Mayor	Phone call to bell ringers to start, once ceremony ends
June 2	12:30	Queen's Coronation Anniversary (the Monarch's Coronation Anniversary)	
June 9	12:30	Queen's Official Birthday (the Monarch's Official Birthday)	The Queen celebrates two birthdays each year: her actual birthday on 21 April and her official birthday on (usually) the second Saturday in June.
June 10	12:30	Duke of Edinburgh's Birthday (the Monarch's consort's birthday)	
November 14	12:30	Prince of Wales' Birthday (the heir to the throne's birthday)	Time changed in 2017 to 13:30 as Merton and Lincoln colleges had exams scheduled at the times
If required, does not happen every year	TBC	Awarding of the Freedom of the City	Phone call to bell ringer when award is confirmed

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## Appendix 4: 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
Damaged flags	Flags flown in a damaged or soiled condition	Threat	Wear and tear / exposure to adverse conditions	Disrespect implied to the place, organisation or event the Council has chosen to mark or celebrate	12/03/2019	David Hawkins	3	3	3	1	3	1		Suitable storage and regular inspection of flags. Spares kept for national flags. Quick replacement of damaged flags	12/03/2019 and ongoing			David Hawkins
Planning restrictions	Planning consent not obtained to fly certain flags	Threat	Applications refused / insufficient time to obtain planning consent	Commitments are not met.	12/03/2019	Andrew Brown	3	3	3	3	3	2		Consent to be obtained in advance for regular commitments. Clarity in the protocol that consent must be obtained for one-off requests, where required.	12/03/2019 and ongoing			Andrew Brown
Availability of trained staff	Flags not flown or not flown correctly	Threat	Lack of trained staff	Commitments are not met / disrespect may be implied to the place, event or organisation the Council has chosen to mark or celebrate	12/03/2019	David Hunt	3	3	3	1	3	1		Staff trained to hoist and fly flags correctly in adherence with the Flying Flags in the United Kingdom guidance. 4 week notice requirement for one-off requests provides time for trained staff to be made available.	12/03/2019 and ongoing			David Hunt

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**To:** City Executive Board  
**Date:** 13 March 2019  
**Report of:** Assistant Chief Executive  
**Title of Report:** Annual Update Report on the Corporate Plan 2016 -20

Summary and recommendations	
<b>Purpose of report:</b>	To seek approval for the 2018-19 Annual Update on the Corporate Plan 2016-20
<b>Key decision:</b>	Yes
<b>Executive Board Member:</b>	Councillor Susan Brown, Leader of the Council
<b>Corporate Priority:</b>	All Corporate Plan priorities
<b>Policy Framework:</b>	Policy Framework - Corporate Plan
<b>Recommendations:</b> That the City Executive Board resolves to:	
<ol style="list-style-type: none"> <li><b>Approve</b> the Annual Update on the Corporate Plan 2016-20, as set out in Annex 1; and</li> <li><b>Delegate</b> authority to the Assistant Chief Executive to make minor textual/formatting changes to the Annual Update Report in advance of formal publication.</li> </ol>	

Appendices	
Appendix 1	Annual Update on the Corporate Plan 2018-19
Appendix 2	Oxford City Council Corporate Plan 2016-20 can be found at : <a href="http://mycouncil.oxford.gov.uk/documents/s28130/Appendix%201%20Draft%20Corporate%20Plan%202016%20-%202020.pdf">http://mycouncil.oxford.gov.uk/documents/s28130/Appendix%201%20Draft%20Corporate%20Plan%202016%20-%202020.pdf</a>

## Introduction and background

- The Corporate Plan is the Council's overarching strategy for delivering high quality services to the people of Oxford. The Corporate Plan 2016-20 was agreed by Council in February 2016. It sets out a clear vision, corporate priorities and

objectives, and how the Council aims to achieve them. The Annual Update 2018-19 sets out what we have achieved against these themes in 2018 and outlines our major objectives and priorities for 2019-20.

2. The Plan also provides a guide for the Council's extensive and important work with partners and aims to communicate the Council's vision and priorities to the wider community as a whole.
3. The Annual Update attached in Annex 1 has been developed from input from Service Heads and Directors and members of the City Executive Board.
4. The content of the Annual Update complements the draft Medium Term Financial Strategy, which will also be presented at the 12th February 2019 meeting of the City Executive Board. The two are developed in tandem to ensure that the Council's resources are aligned with its objectives.

### **The Annual Update on the Corporate Plan 2016-20**

5. The Council's core ambition is to build a world class city for all of its citizens; to achieve this objective the Council has to continue to transform the way in which services are structured and delivered. The Council aims to create a successful economy and an integrated community which respects and celebrates diversity, protects and enhances the environment, and offers extensive accessible opportunities for residents' leisure time.
6. The Council's priorities for the next two years remain those that were identified in the Corporate Plan 2016-20:
  - A Vibrant and Sustainable Economy
  - Meeting Housing Needs
  - Strong and Active Communities
  - A Clean and Green Oxford
  - An Efficient and Effective Council.
7. The Plan recognises that many of the issues that are important to the wellbeing of our city and its people are not exclusively or directly controlled by the City Council. Achieving our objectives involves close partnership working with other local authorities, public agencies, community groups, local businesses and third sector organisations. This has become ever more important as public resources have reduced due to the government's austerity agenda, and new ways of delivering services are developed. The Council works with its partners to align our resource allocation and our plans. The Corporate Plan 2016-20 therefore includes the two cross-cutting priorities of Partnership and Devolution which have underpinned the Council's approach to most areas of its work.

## **Key challenges**

8. The key challenges facing the city and the Council include:

- The impact of Brexit on Oxford's economy and residents, particularly in the circumstances of a no-Deal exit from the European Union, or if uncertainty is prolonged.
- Working jointly with our neighbouring district councils, Oxfordshire County Council, Oxfordshire Local Enterprise Partnership (OxLEP) and other partners to deliver the four workstreams of the Oxfordshire Housing and Growth Deal: housing, infrastructure, productivity and the Oxfordshire 2050 Plan.
- Taking forwards delivery of a number of major development projects and proposed schemes including Barton Park Phase 2, Blackbird Leys, Oxpens, the Station area redevelopment, and South Oxford Science Village.
- Achieving a step change in housing delivery following the lifting of the Government's Housing Revenue Account borrowing cap, Tackling high levels of family and single person homelessness, and overcrowded housing.
- Implementation of the proposed Zero Emissions Zone in central Oxford, working jointly with Oxfordshire County Council, and evaluation of options for traffic demand management measures more widely across the city.
- Increasing internal financial pressures from the reduction in the level of grant that we receive from the Government to zero in 2019/20.
- Managing the transition around reducing levels of income from off-street parking, as we continue to encourage greater use of public transport, cycling and walking in the city.

## **Key achievements in 2018-19**

9. Some key achievements in 2018 were:

- Oxford City Council has continued to deliver efficiency savings during 2018/19 to a value of £0.5 million in addition to £2.9 million achieved in the previous 3 years.
- Successful partnership work to secure the Oxfordshire Housing and Growth Deal which is delivering £215 million investment in affordable housing and infrastructure projects.
- Enabled the delivery of more than 90 affordable homes, with 30 social rented units built in Barton Park through the Council's housing company OCHL.
- Extensive public engagement and consultation to develop the draft Oxford Local Plan 2036 which will shape sustainable development of the City.
- Invested an additional £5 million to buy affordable homes through the National Homeless Property Fund. Secured £3.9 million through the planning system to build further affordable housing.
- Opened a new £4.9m Sports Park on Horspath Road which features floodlit 3G football pitches, grass football pitches, cricket and softball pitches, practice areas, a pavilion and changing rooms.
- Launched the Public Spaces Drugs Taskforce in partnership with Thames Valley Police, Oxfordshire County Council and Turning Point, to address drug dealing and misuse in the city.

- Supported over 40 refugees and migrants to improve their English language skills, and facilitated the volunteering of more than 700 hours to their local community, improving cohesion and integration.
- Established a city centre partnership, bringing together private and public partners to identify key priorities and improvements to benefit the city centre.
- Secured £1.7 million for the first fully electric buses in Oxford, £200,000 to purchase electric delivery vehicles and install charging points for Covered Market traders, and almost £0.5 million to trial the world's first 'pop up' EV charging points. All which will support a future Zero Emission Zone.
- Improved the energy performance of Houses in Multiple Occupation (HMO) in the private rented sector, with over 272 properties checked, and 90 improvements made to meet the minimum energy standards. Energy advice provided to 2,600 tenants.
- Council Fraud Investigation Team became the first nationally to win the Excellence in Counter Fraud award for 2018 three years running from the Institute of Revenues Rating and Valuation.

### **Priorities for 2019-20**

10. Priorities for the Council in 2019-20 will include:

- Continue the successful delivery of Oxfordshire Housing and Growth Deal investment to provide affordable homes and transport improvements for Oxford's residents.
- Publish the Oxford Local Plan 2036. The Planning Inspectorate will examine the plan later in 2019 with a view to adoption in early 2020.
- Publish a refreshed Oxford Economic Growth Strategy that will set out a range of economic initiatives and interventions to safeguard the continued economic success of the city as well as ensuring this is delivered in an inclusive and sustainable manner.
- Take forward Living Wage initiatives with the aim of Oxford becoming the first fully accredited Living Wage city in England.
- Delivery of the updated Oxford Direct Services business plan, which will increase capital investment and boost the rate of growth and income generated for the Council
- Increase in homelessness budget by £200,000 to £1.7 million a year for services for homeless people, and make leisure services available for free to homeless pathway clients.
- Work through OCHL and with Registered Providers to increase the delivery of affordable housing in Oxford, including social rented homes, through Growth Deal funding, with work starting on over 600 units by Mar 2021
- Implement Premium Council Tax of 100 per cent additional tax for properties that have been empty for more than two years with effect from 01 April 2019 to encourage more empty properties back into use.
- Review of the provision and maintenance of Council-managed community centres and continue the modernisation of other community centres, focusing on increasing usage and satisfaction levels.

- Detailed work in partnership with the County Council on implementation plans for the Zero Emissions Zone 2020 and further public consultation on the final proposals.
- Continue to invest in critical digital and technology to further improve the security of the City Council's systems, ensure the health and safety of staff, residents and service users; and to enable staff to better work remotely, increase their efficiency in responding to service users' needs, facilitate collaboration, and increase digital skills.
- Deliver the GoodGym project that organises jogging and running events and promotes volunteering to help support older people.
- Work with partners on the development of County Wide Strategies including the Oxfordshire Health & Wellbeing Strategy and Older People's Strategy to meet the needs of residents in the city.
- Invest £250,000 for new cycle infrastructure, to be part of matched funding with other Public bodies.
- Continue to work with the Environment Agency to deliver the Oxford Flood Alleviation Scheme.

### **Corporate Performance Targets**

11. The Corporate Plan 2016-20 also sets out a limited set of corporate performance measures for each of the Council's priority areas. An update on progress on the targets is included within the Annual Update Report. Where the success measure targets have not been met an explanation has been provided.

### **Publication of Annual Update of the Corporate Plan 2016-20**

12. Once approved for adoption, the Annual Report Update on the Corporate Plan 2016- 20 will be made available in hard copy, accessible format and placed on the Council web site.

### **Corporate Plan beyond 2020**

13. Over the course of 2019-20 a new Corporate Plan will be developed for the period beyond 2020. Working with the Leader, officers will develop a draft that go to CEB for approval prior to full public consultation. Following this a final version will go further consideration by Scrutiny and CEB before being presented to Council for approval.

### **Legal Issues**

14. There are no direct legal implications relating to the Draft Annual Update Report on the Corporate Plan 2016-2020.

### **Financial Issues**

15. The Draft Annual update on the Corporate Plan is underpinned by the Council's draft Medium Term Financial Plan which outlines how the objectives within the Corporate Plan will be funded. The Council's draft Budget for 2019-2023 is presented elsewhere on this CEB agenda.



## Environmental Impact

16. The commitment to improving Oxford's environment and reducing the environmental impact of the city is directly reflected in the Clean and Green Oxford corporate priority and underpins all of the Council's activities.

## Level of Risk

17. The Corporate Plan 2016-20 is an overarching strategic document, which is underpinned by a series of supporting documents. Details of projects and actions which contribute to the delivery of corporate priorities will be found in the Council's service plans and other delivery plans. Risks are detailed in service and corporate risk registers.

## Equalities Impact

18. An equalities impact assessment was undertaken on the Corporate Plan 2016-20. The City Council's overriding concern in formulating its budget and Corporate Plan has been to expand the options and opportunities available to the people of our city. We particularly aim to reduce inequalities and expand opportunities for those suffering from deprivation.

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**Background Papers:** None

## 1. A Vibrant and Sustainable Economy

A smart and entrepreneurial city with a thriving local economy supported by improved infrastructure, training and skills

### Oxford City Council Corporate Plan Priorities 2016-2020

**Make the case for greater local control** and devolution of decisions and investment in transport, housing, skills and business growth to meet the needs of our economy.

**Promote growth** and increased investment in enterprise and the knowledge economy.

**Improve infrastructure**, public transport and opportunities for walking and cycling across the city to reduce congestion, and support economic and housing growth.

**Deliver effective support** to attract new businesses and allow local businesses to prosper and grow.

**Improve workforce skills** to meet local demand by working with Oxfordshire Skills Board to support educational attainment, traineeships, apprenticeships and better targeting of funding for skills across the spectrum.

**Promote and shape development** and unlock land for housing and employment sites to help meet the needs of the city.

### Key Achievements for 2018

Successful partnership work to secure the Oxfordshire Housing and Growth Deal which will deliver £215 million investment in affordable housing and infrastructure projects.

Delivery of first Growth Deal projects in Oxford including cycle path improvements, and public consultation on the Oxfordshire 2050 Plan.

Built on our partnership with Network Rail and others to look at options for redevelopment of Oxford Station and the area around it.

Worked with Independent Oxford to create a new incubation space for independent and local start-ups in Oxford City Council owned properties.

Extensive public engagement and consultation to develop the draft Oxford Local Plan 2036 which will shape sustainable development of the City.

Established a city centre partnership, bringing together private and public partners to identify key priorities and improvements to benefit the city centre.

Successful implementation of a community employment plan for Westgate and Barton projects benefitting 140 people.

Working with the Living Wage Foundation, launched a living wage initiative for the city and committed to raising the Oxford Living Wage from £9.69 to £10.02 per hour in April 2019.

Consulted on the City Centre Conservation Area, which will inform future alterations, development and demolition and ensure that its character and appearance are not harmed.

Achieved near £12 million in rental income and raised £15 million from sales of property, including the

disposal of Temple Cowley Pool and land at Oxpens.

Acting as custodian of the Covered Market on behalf of the residents of Oxford, committed to invest £3.1 million over 6 years to secure its future and completed the lease renewal programme for another 15 years.

Successfully delivered Phase 1 of the £380,000 European Social Fund (ESF) grants programme that funded community-based organisations supporting the most vulnerable residents to access the job market.

### Areas of Focus 2019 – 2020

Continue the successful delivery of Oxfordshire Housing and Growth Deal investment to provide affordable homes and transport improvements for Oxford's residents.

Continue initiatives with the aim of encouraging further take up of the Oxford Living Wage and Oxford becoming the first fully accredited Living Wage City in England.

Publish a refreshed Oxford Economic Growth Strategy that will set out a range of economic initiatives and interventions to safeguard the continued economic success of the city as well as ensuring this is delivered in an inclusive and sustainable manner.

Success Measures	2018/2019 Targets	2018/2019 Projected Outcome
Amount of employment space permitted for development	15,000	15,000 – <i>On track Apr-Sept 2018 delivered 8412 so far)</i>
Number of jobs created or safeguarded in the city as a result of the City Council's investment and leadership	1,100	<i>750 to end Dec – expected outturn below target due to economic uncertainty</i>
Net annual increase in number of businesses operating in the city	200	<i>40 to end-Dec - expected outturn below target due to economic uncertainty</i>

## 1. A Vibrant and Sustainable Economy

**A smart and entrepreneurial city with a thriving local economy supported by improved infrastructure, training and skills**

Publish the Oxford Local Plan 2036. The Planning Inspectorate will examine the plan later in 2019 with a view to adoption in early 2020.

Progress Oxford Station redevelopment plans, working closely with Network Rail and partners. This will involve station works, bridge works, additional tracks, as well as the wider commercial development and transport interchange proposals.

Develop Blackbird Leys masterplan in consultation with local people for new shops and affordable homes.

Develop a new Asset Management Plan for 2020-2025 so our investment portfolio continues to make a significant contribution to the Council's revenue.

Develop a Vision for Oxford's City Centre to guide the Council's policies and support our ambition that it is a world class, attractive and vibrant centre for culture, retail, commerce, learning and leisure.

Take forward our capital investment programme to develop, for example, Seacourt Park & Ride and East Oxford Community Centre.

Work with traders in the Covered Market to increase footfall and awareness so it continues to be a sustainable and vibrant place to work.

Successfully deliver phase 2 of our ESF project to provide a further £195,000 to community based organisations supporting the most vulnerable residents in the community to access the job market.

The Council's digital technology partnership Smart Oxford will provide co-working space with support and mentors for 10-20 digital technology start-ups to deliver apps and solutions to support health and wellbeing.

## 2. Meeting Housing Needs

Improving Oxford residents' access to affordable and high-quality homes in good environments that are close to jobs and facilities

### Oxford City Council Corporate Plan Priorities 2016-2020

**Tackle the city's housing crisis** by promoting high quality development in the city and in locations near to Oxford with good transport links working in partnership with developers, universities, businesses and neighbouring District Councils to build the homes that Oxford needs.

**Build more affordable homes** in partnership with developers, housing associations, universities and the health sector to meet the needs of different income groups and types of employment in the city, including those on low incomes and those who are vulnerable.

**Improve conditions for private tenants** by actively enforcing standards for private rented housing and managing the impact on neighbourhoods of Houses in Multiple Occupation (HMOs).

**Improve homes** for our existing tenants by refurbishing our properties above national standards, making homes more energy efficient and improving the general environment of our estates.

**Tackle homelessness and rough sleeping** by securing appropriate accommodation and support for those affected.

### Key Achievements for 2018

Enabled the delivery of more than 90 affordable homes, with 30 social rented units built in Barton Park through the Council's housing company OCHL.

Invested an additional £5 million to buy affordable homes through the National Homeless Property Fund. Secured £3.9 million through the planning system to build further affordable housing.

Undertook recladding and refurbishment of the city's Tower Blocks.

Developed a new Tenancy Strategy with a commitment to deliver genuinely affordable housing and rented accommodation let with Secure (Lifetime) Tenancies.

Secured over £1 million from the Central Government Rough Sleeping Initiative Fund to expand the number of beds available, provide a hub and additional support services in the city for rough sleepers in time for winter 2018/19.

Developed a citywide partnership to deliver a coordinated and effective response to rough sleeping.

Through the Trailblazer initiative, implemented homelessness prevention services and developed Community Navigators and a Champions' Network that provides housing training and peer support to other local services.

Expanded the Rent Guarantee Scheme that helps people access private rented accommodation and reduces the demand for social rented housing.

Continued to improve housing standards for residents in private rented homes. Carried out over 800 investigations into unauthorised dwellings, served 390 notices on landlords to improve substandard accommodation, with 26 financial penalties totalling £244,000 issued to landlords, and two prosecutions,

Introduced an innovative Housing Assistance and Disabled Adaptation Policy to increase help for elderly and disabled people that is now used nationally as a best practice example.

### Areas of Focus 2019 – 2020

Work through OCHL and with Registered Providers to increase the delivery of affordable housing in Oxford, including social rented homes, through Growth Deal funding, with work starting on over 600 units by Mar 2021.

Continue joint venture working with Grosvenor Developments Ltd to bring forward up to 885 new homes at Barton Park together with a new primary school and sports facilities.

Complete the development of a 37 bedroom supported housing scheme in Cowley.

Continue our Trailblazer programme by securing additional appropriate accommodation and early intervention support for households who are homeless or at risk of homelessness.

Increase homelessness budget by £200,000 to £1.7 million a year for services for homeless people, and make leisure services available for free to homeless pathway clients.

Provide further support to achieve our aim that no one needs to sleep rough on our streets, including more winter provision and continuing our active role in the citywide partnership to tackle rough sleeping.

Success Measures	2018/2019 Targets	2018/2019 Projected outcomes
Number of new homes granted permission	400	Achieved
The percentage of HMOs licensed in the city	70%	Exceeded
Limit our use of temporary accommodation at 2015 levels	120	Achieved

## 2. Meeting Housing Needs

**Improving Oxford residents' access to affordable and high-quality homes in good environments that are close to jobs and facilities**

Continue enforcement against rogue landlords, utilising new legal powers to improve the management of the private rented sector and to protect and improve tenants' lives.

Renew the Private Sector Housing Policy to reflect the impact of the Additional Licensing Scheme for HMOs, and consider whether further property licensing would provide the step change in standards that is needed to improve tenant's lives.

Implement Premium Council Tax of 100 per cent additional tax for properties that have been empty for more than two years with effect from 01 April 2019 to encourage more empty properties back into use.

### 3. Strong and Active Communities

#### Socially cohesive and safe communities

#### Oxford City Council Corporate Plan Priorities 2016-2020

**Tackle inequality** through improved prosperity and by targeting resources to those who need most support.

**Provide high quality community and leisure facilities** and seek to increase participation in regular physical activity to improve people's health and quality of life.

**Improve opportunities for young people** to engage in positive activities and develop the skills and ambition to achieve to the best of their abilities.

**Celebrate diversity** and support our different communities by understanding their needs, supporting voluntary and community groups and delivering high quality cultural events and activities.

**Promote safe neighbourhoods** and tackle anti-social behaviour through education and early engagement with problems, backed by enforcement action if required.

**Safeguard and support vulnerable people** including improving quality of life for older people and protecting children, families and adults at risk of exploitation or crime.

#### Key Achievements for 2018

Launched our Children & Young People's Strategy in November 2018 and worked with partners to set up a pilot Community Impact Zone in East Oxford to target support for troubled families and children in an area of deprivation.

Completed the £1 million redevelopment of Barton Neighbourhood Centre into a health and community hub that hosts a range of support services for the health needs of residents.

Developed plans with the local community for the redevelopment of Bullingdon Community Centre.

Increased use of Council-managed community centres by 11%. Broadened provision in community centres, for example with partners launched the Early Pregnancy Assessment Unit at Rose Hill Community Centre.

Creation of our 'Springboard' service, which supports new Universal Credit applicants with claims and budgeting.

Supported 30 Syrian refugee families through the Government-funded Resettlement programmes.

Supported over 40 refugees and migrants to improve their English language skills, and facilitated the volunteering of more than 700 hours to their local community, improving cohesion and integration.

Launched 'MyConcern' as a new way to record and monitor safeguarding concerns, identify gaps in knowledge and strengthen our good practice.

Our Sports and Physical Activity Team achieved excellent in the QUEST UK Quality scheme for Active Communities. Also received national award of 'Highest Achieving Active Communities Team' in Quest (the UK quality standard for sport and leisure).

Our Youth Ambition Team achieved accreditation from the National Youth Agency.

Won two awards for the Adaptations service and the Handyperson Service and nominated for the Chartered Institute of Environmental Health Heroes award.

Increased the number of people who attended our cultural events, with May Morning, St Giles Fair, Christmas Lights and Dancin' Oxford reaching over 200,000. Raised over £220,000 to support culture and events in the city.

A further [£1.67 million] was raised from the public towards the ongoing Museum of Oxford redevelopment.

Launched the Public Spaces Drugs Taskforce in partnership with Thames Valley Police, Oxfordshire County Council and Turning Point, to address drug dealing and misuse in the city.

2,500 antisocial behaviour and environmental cases investigated by the Community Response Team and Antisocial Behaviour Investigation Team. Cases ranged from environmental crimes, noise problems and neighbour disputes.

#### Areas of Focus 2019 – 2020

Open a new £4.9m Sports Park on Horspath Road to feature floodlit 3G football pitches, grass football pitches, cricket and softball pitches, practice areas, a pavilion and changing rooms.

Help shape and support the launch and delivery of GoodGym Oxford which organises jogging activities and links them with volunteering opportunities to help support

Success Measures	2018/2019 Targets	2018/2019 Projected Outcomes
Resident satisfaction with their area as a place to live	81%	On track
The number of people taking part in our Youth Ambition programme	5,700	On track
Increase leisure centre participation in target groups	3% increase	On track

### **3. Strong and Active Communities**

#### **Socially cohesive and safe communities**

communities and older people in particular.

Review of the provision and maintenance of Council-managed community centres and continue the modernisation of other community centres, focusing on increasing usage and satisfaction levels.

Continue to deliver the Community Impact Zone initiative in East Oxford to make a difference to children and young people under 21.

Deliver a safe and clean public realm through engagement and enforcement activities and deal with the challenges of drug markets in the city through the Drugs Taskforce.

Continue to build on 'Investor in Volunteers' accreditation and maximise the quality and relevance of our support to the community and voluntary sector.

Start engagement on a Vibrant, Active Oxford Strategy to further enhance our active population, engaging with communities to develop a five year action plan.

Raise funds to continue our community cohesion and integration work until 2020.

Conclude and evaluate our £734k Building Better Opportunities project that aims to engage entrenched NEETs (Not in Education, Employment or Training).

Work with partners on the development of County Wide Strategies including the Oxfordshire Health & Wellbeing Strategy and Older People's Strategy to meet the needs of residents in the city.



## 4. A Clean Green Oxford

An attractive and clean city that minimises its environmental impact by cutting carbon, waste and pollution

### Oxford City Council Corporate Plan Priorities 2016-2020

**Save energy and reduce carbon emissions** through energy saving and renewable energy schemes that bring down energy bills, tackle fuel poverty and reduce the city's carbon footprint.

**Tackle congestion and pollution** that frustrates growth and damages peoples' health through a better public transport offer, our low emission zone and by promoting cycling and walking.

**Improve cleanliness of our streets,** neighbourhoods and open spaces so that Oxford is an attractive, clean and safe place which residents, visitors and those who work in the city enjoy.

**Reduce the total amount of waste** and increase the proportion of the waste stream that is recycled providing excellent recycling services and facilities across the city and working with partners to promote recycling.

**Protect the city from extreme weather events** and flooding by working with partners to invest in effective flood defences

### Key Achievements in 2018

Secured £1.7 million for the first fully electric buses in Oxford, £200,000 to purchase electric delivery vehicles and install charging points for Covered Market traders, and almost £500,000 to trial the world's first 'pop up' electric vehicle (EV) charging points. All which will support a future Zero Emission Zone.

Provisionally secured over £10 million of funding support for the Environment Agency's planned Oxford Flood Alleviation Scheme including in-kind contribution of land towards the overall scheme.

Reduced City Council carbon emissions by 5%. We are now generating the equivalent of 10% of

our annual electricity requirement from renewables saving more than £100,000 a year.

Improved the energy performance of Houses in Multiple Occupation (HMO) in the private rented sector, with over 272 properties checked, and 90 improvements made to meet the minimum energy standards. Energy advice provided to 2,600 tenants.

Continued to improve homes for Council tenants above national standards, with improved loft insulation, installation of new efficient storage heaters in 64 homes, and gas central heating to flats in Southfield Park.

Installed home improvements funded by the Winter Warmth Grant and Gas Safe that helped 61 homes occupied by elderly people to keep warm.

Planning permission received for a Recycling Transfer Station at Redbridge and now moving into the design stage for the facility.

In partnership with Friends of the Earth and Oxford schools our Schools Tackling Oxford's Air Pollution (STOP) project won a National Air Quality Award as the best communications initiative.

In response to an increase in graffiti for example on Meadow Lane and the Thames footpath, staff numbers were increased and extensive graffiti in these and other areas removed. Also set up an anti-graffiti project resulting in community street art activities.

### Priorities for 2019 – 2020

Detailed work in partnership with the County Council on implementation plans for the Zero Emissions Zone 2020 and further public consultation on the final proposals.

Continue to promote the uptake of low emission vehicles through the delivery of EV on-street charging and EV taxi charging infrastructure, and through the second Oxford EV summit.

Continue to improve homes for tenants through a programme of energy efficiency and refurbishment work, provision of energy advice and information to residents, and regeneration of our estates.

Develop a multi-agency approach to enforcing new legalisation prohibiting landlords from renting out poor energy-rated properties.

Success Measures	2018/2019 Targets	2018/2019 Projected Outcome
Amount of non-recyclable waste produced in the city per households decreases each year	419kg	Above target at 350kg
Satisfaction with our street cleaning services	77%	No new target data available for this financial year
Implementation of measures to reduce City Council's carbon footprint by 5% each year	5%	Achieved

#### 4. A Clean Green Oxford

##### An attractive and clean city that minimises its environmental impact by cutting carbon, waste and pollution

Take forward energy efficiency work to ensure all commercial leased properties achieve compliance to the minimum energy efficiency standard concentrating on heating and insulation.

Continue to lobby government for necessary powers and resources to make local action on climate change easier and involve Oxford's citizens in drawing up further Council responses to the climate emergency.

Work with partners to develop longer term carbon targets for the city, and consult on an Oxford City Council Sustainability Strategy which will help set a course to a cleaner, ultra-low carbon future for the city.

Continue to work with the Environment Agency to deliver the Oxford Flood Alleviation Scheme.

Develop innovative renewable energy projects for example local energy production, battery energy projects and support distributed energy across Oxford.

Develop a programme to encourage a reduction in the use of single-use plastics within the Council among our suppliers.

Invest £250,000 for new cycle infrastructure, to be part of matched funding with other Public bodies.

Invest £24,000 for the installation and operation of drinking fountains in three parks.

## 5. An Efficient and Effective Council

A customer-focused organisation, delivering efficient, high quality services that meet people's needs

### Oxford City Council Corporate Plan Priorities 2016-2020

**Continue to deliver high quality services** to residents and businesses in the city ensuring the flexibility to deal with uncertainty about future funding.

**Continue to invest in technology** to provide customers with more flexible and lower cost ways of accessing services.

**Manage our property and assets** effectively to generate savings and maximise returns.

**Manage our contracts and procurement processes** effectively to deliver maximum value for money and continue to develop our anti-fraud capability to protect public money.

**Recruit, develop and value** a diverse workforce which reflects the make-up of the community that we serve, tackling barriers to employment and career progression.

### Key Achievements in 2018

Oxford City Council has continued to deliver efficiency savings during 2018/19 to a value of £0.5 million in addition to £2.9 million achieved in the previous 3 years.

Successful launch of Oxford Direct Services Ltd, wholly-owned by Oxford City Council, which provides services to more than 150,000 residents on our behalf, and with income generated from working for other clients reinvested in services for Oxford's residents.

Improved the Council's website, achieving the 2nd highest satisfaction level for a local authority website nationally as measured by GovMetric Satisfaction Index.

Introduced on-line tools to analyse the number and type of interactions with our customers and improve our on-line form design.

Increased self-service transactions through web chat, automated payment and telephone services. Launched on-line landlord portal.

Commissioned a new housing software system that, when implemented in 2019, will streamline working practices and provide an opportunity for customers to make online housing applications.

Launched a smartphone service so customers can submit recordings in support of noise complaints.

Relaunched Oxford City Council's community newsletter *Your Oxford*, changing the format to provide more detailed information, increasing frequency and saving public money.

Achieved Customer Service Excellence re-accreditation.

Established a new approach to managing major development and ICT projects, with 16 projects completed during 2018/19 resulting in community benefits or internal efficiencies.

Council Fraud Investigation Team became the first nationally to win the Excellence in Counter Fraud award for three years running from the Institute of Revenues Rating and Valuation. [Winner of/Shortlisted as Finalists tbc for] the Local

Government Chronicle Team of the Year award.

Achieved significant growth in our Fraud service working with other organisations in the private & public sector, increasing target income for the council by 400%.

### Priorities for 2018 – 2020

Delivery of the updated Oxford Direct Services business plan, which will increase capital investment and boost the rate of growth and income generated for the Council.

Continue to work to increase the diversity of the Council's workforce to better reflect the communities we serve and ensure we are seen as an employer of choice.

Maintain our awards including Customer Service Excellence Payroll Assurance Scheme and Investors in People accreditation.

Deliver a new Customer and Digital Technology Strategy to further improve our customer experience, self-service opportunities and automation of our processes.

Implement a new system to make it easier for residents to make payments through a range of digital and non-digital channels.

Continue to invest in critical digital and technology to further improve the security of the City Council's

Success Measures	2018/2019 Targets	2018/2019 Projected Outcome
Level of staff engagement based on best companies staff survey results	Positive	Achieved
The percentage of customer satisfied at first point of contact	85%	On track
Delivery of the Council's cost savings and income targets	£4684,000	On track.

## 5. An Efficient and Effective Council

**A customer-focused organisation, delivering efficient, high quality services that meet people's needs**

systems, ensure the health and safety of staff, residents and service users; and to enable staff to better work remotely, increase their efficiency in responding to service users' needs, facilitate collaboration, and increase digital skills.

Formation of a Social Housing Provider Data Hub to proactively tackle tenancy fraud and abuse.

Invest £34,000 to create a mobile accessibility app to make it easier for people with a disability to access city venues.

Development of a new Oxford City Council Corporate Plan to set out our strategy and objectives for delivering high quality services for the people of Oxford for the period beyond 2020.

**To:** City Executive Board

**Date:** 13 March 2019

**Report of:** Head of Regulatory Services and Community Safety

**Title of Report:** Approach to the City Centre Public Spaces Protection Order

<b>Purpose of report:</b>	To approve the approach to setting standards of behaviour in the City Centre.
<b>Key decision:</b>	Yes
<b>Executive Board Member:</b>	Councillor Tom Hayes, Board Member for Safer, Greener Oxford
<b>Corporate Priority:</b>	Strong and Active Communities.
<b>Policy Framework:</b>	Corporate Enforcement Policy, Anti-social Behaviour Policy

**Recommendations:** That the City Executive Board resolves to:

1. **Approve** a city centre consultation process to determine the standards of acceptable behaviour in the city centre and the acceptability and appropriateness of a City Centre Public Spaces Protection Order for tackling particular behaviours; and
2. **Endorse** the use of the Anti-social Behaviour Enforcement Policy to address behaviours in the city centre addressed by the 2016-19 City Centre Public Space Protection Order.

Appendices	
Appendix 1	2016-19 City Centre Public Spaces Protection Order
Appendix 2	City Centre Public Spaces Protection Order intervention activities: 1st Feb 2016 – 31st Dec 2019

Appendix 3	Equality Impact Assessment
Appendix 4	Risk Assessment

## Introduction and background

1. Oxford City Council is committed to reducing antisocial behaviour and building stronger cohesive communities. Working with partners – including Thames Valley Police - and communities, the Council takes a stand against antisocial behaviour, moving away from the situation where people tolerate problems to one where everyone enjoys the highest quality of life and work together to tackle problems.
2. Antisocial behaviour is that which is detrimental to the quality of life of people in a locality and is persistent and unreasonable. This can include graffiti, fly tipping, verbal or racial abuse, drug dealing or misuse, vandalism, and behaviour that cause harassment, distress or alarm to others.
3. Oxford City Council tackles antisocial behaviour with several tools, and that can include the use of Public Space Protection Orders (PSPO), as provided for by Section 59 of the Anti-Social Behaviour, Crime and Policing Act 2014 (2014 Act). This Council maintains community safety within a legal framework set by Government.
4. The City Centre PSPO (Appendix 1) began on the 1<sup>st</sup> February 2016 and expired on 31<sup>st</sup> January 2019.
5. The Council seeks to appraise whether that Order should be continued for each of the prohibitions contained within it to tackle anti-social behaviour, and public and business concerns about inappropriate behaviour.
6. Prior to considering a future City Centre PSPO the Council wishes to consult the people and businesses who make up the city centre on what they see as acceptable behaviour and the acceptability and appropriateness of a City Centre Public Spaces Protection Order for tackling it. A range of techniques will be engaged to ensure that all stakeholders have an opportunity to be heard.
7. The proposed open-ended consultation sits prior, and additional, to a consultation process, required by statute, which would be undertaken if this Council decided on the basis of the open-ended consultation to take forward a PSPO as a suitable option. Our intention is to have the broadest possible consultation and fully listen to a wide range of people and views on the Order. Our intention was not to take a decision on whether (or not) to renew the Order without hearing from those affected.
8. The consultation will include focus groups and a Public Attitude Survey. Focus groups will involve residents and visitors, businesses and people from the homeless sector including those with lived experience. Focus group insights will inform the content of the survey which will be available on-line. It will be promoted widely through social media, on-street activities and through stakeholder organisations.
9. By enabling the Order's expiry, the Council is able to appraise whether real-world behavioural change is in fact dependent upon an Order being in place for each of the prohibitions contained within it. A measure of success for the Order in relation to each prohibition is its effectiveness at changing behaviour from that which is

legally deemed anti-social in order that everyone can enjoy the highest quality of life and work.

10. We hope for Member review, through the formal Scrutiny process, of our proposed consultation(s) and the decisions take in responses to stakeholders' views.
11. The purpose of a PSPO), as defined by national law, is to set out standards of acceptable behaviour in an area, based upon those behaviours being, or likely to be detrimental, persistent and unreasonable to those in the area. A PSPO is similar in intent to a byelaw; they have a preventative purpose by setting out standards of acceptable behaviour in an area. This is a crucial difference to most other legal remedies to address anti-social behaviour which are used against a named individual in reaction to anti-social occurring.
12. Breaching a PSPO is a criminal offence and can be dealt with by serving a £100 Fixed Penalty Notice or prosecution in court, carrying a maximum fine of £1,000. The court decides on the appropriate sanction if a person is found guilty.
13. The Council has a graduated approach to enforcement that is set out in the Anti-social Behaviour Enforcement Policy. This requires officers to operate the lowest possible level of intervention that is suitable to the case, most often involving a process of engagement and words of advice.
14. The interventions used for breaches of the City Centre PSPO between 1<sup>st</sup> February 2016 and 31<sup>st</sup> December 2019 can be found in Appendix 2, Of the nearly 1,000 incidents that warranted intervention and advice over a three year period, it was deemed necessary to follow this up with enforcement action on six occasions; five fixed penalty notices (four for trading as a peddler and one for somebody in charge of a dog within a restricted area breaching the terms of the Order) and one prosecution for remaining in a public toilet without reasonable excuse.
15. The one prosecution involved an individual injecting drugs in Gloucester Green toilets, discarding drug paraphernalia and abusing Oxford City Council staff. After lengthy engagement, the City Council asked for a non-financial penalty and a Criminal Behaviour Order. This was obtained and has prevented the individual from accessing the city centre, continuing to be aggressive, discarding or showing drug paraphernalia in public, and leaving litter and rubbish lying around.

### **Setting standards of behaviour and protecting vulnerable citizens in the city centre**

16. The city centre is a unique area of the city, attracting millions of visitors each year, and as the retail and entertainment hub of the city, and the workplace for thousands of employees, it has a very high footfall.
17. Prior to considering a future City Centre PSPO the Council wishes to ascertain the views of the people and businesses that make up the city centre on what they see as acceptable behaviour. The consultation process will ensure that the voices of residents, rough sleepers, the business community, visitors and those that work in the city centre, during the day or at night, are included.
18. We are a listening Council and want to ensure our enforcement powers are right and proportionate for the types of behaviour deemed acceptable by the residents, rough sleepers, employees, employers, and visitors from Oxford, the county, and further away.



19. This Council is sensitive to the tough trading conditions of our high streets, and those across the country, and the need to encourage shoppers and visitors to spend more time in the city centre. Taking into account the views of businesses located in the city centre will be important.
20. The Council has a responsibility to all of Oxford's businesses, visitors, residents, and rough sleepers to provide a safer city, as well as a responsibility to the vulnerable population of the city, which the Council has a moral and statutory duty to protect, support, and treat with dignity and without discrimination.
21. This Council is sensitive to the concerns of some about the use of such powers in respect of vulnerable people, especially those sleeping rough in the city centre. The Council categorically will not serve any enforcement power on somebody because they are sleeping rough or are homeless. The Council addresses behaviours which meet the legal test of being anti-social, using the PSPO as a last resort in a long process of engagement, and these behaviours can be undertaken by people who are housed as well as sleeping rough homeless. As a compassionate and caring Council, this Council is working with partners to end the need for anyone to sleep rough on the city's streets.
22. Rough sleeping is a visible manifestation of a national homelessness crisis. Oxford and a number of cities are experiencing a sharp rise in homelessness and rough sleeping.
23. As this Council believes that rough sleeping is harmful and dangerous to both the physical and mental health of individuals, it focuses on early intervention and prevention approaches and operates an assertive outreach service to offer people all possible opportunities to move off the street.
24. The current Corporate Enforcement Policy and Antisocial Behaviour Policy has an explicit requirement to act proportionately to the risk – with consideration of a person's support needs and safeguarding risks always being the priority. Owing to the first-hand face-to-face contact by Oxford City Council with rough sleepers and the street-based population, we are conscious of and sensitive to needs and risks.
25. The Council's multi-agency case management approach provides an in-depth understanding of the history and current circumstances of vulnerable people causing anti-social behaviour in the city centre. In the majority of cases this approach enables the Council and other partners to address anti-social behaviour without the need of legal remedies.
26. The results of the consultation will be used to determine what behaviour is acceptable to the wide range of city centre residents, rough sleepers, businesses, and visitors consulted and whether a PSPO is an appropriate mechanism to change behaviour, so that everyone enjoys the highest quality of life and work.
27. A further consultation process, required by statute, will then be undertaken if this Council decided to take forward a PSPO as a suitable option. The Council will consult again with key stakeholders on the specific standards set out in the Order.

#### **Interim measures to address anti-social behaviour in the city centre**

28. While the Council consults on the kinds of behaviour which key stakeholders find acceptable, it will operate the range of existing legal remedies available to address anti-social behaviour, including Community Protection Notices (CPN), Civil Injunctions and Criminal Behaviour Orders (CBO).

29. The legal tests for CPNs are the same as a PSPO; behaviour needs to be detrimental, persistent and unreasonable. A City Executive Board review of the processes for the issuing of Community Protection Notices ran from October 2017 to January 2018, and had significant council and member involvement and attention given to these powers. A senior officer review of all five cases in 2016 and 2017 involving the issuing of CPNs against behaviour by rough sleepers was carried out by the Corporate Affairs Lead Officer and then reported to the Executive Director Sustainable City.
30. The CPN Review found that in all cases the Council's policies in respect of these matters had been followed appropriately. The Board Member initiated a Cross-Party Panel to examine the respective policy positions on enforcement against antisocial behaviour to consider the Senior Officer Review's findings and the policies underpinning the enforcement actions taken. The Panel agreed with the CPN Review and its conclusions. It also endorsed the current Corporate Enforcement Policy and Antisocial Behaviour Policy with their explicit requirement to act proportionately to the risk – with consideration of a person's support needs and safeguarding risks always being the priority.
31. There are two citywide PSPOs that include the city centre area, both expiring in October 2020. The Alcohol PSPO addresses alcohol-related disorder in public spaces. An offence is committed if a person refuses to surrender alcohol when requested by an authorised officer.
32. The Dog Control PSPO addresses dog fouling, the number of dogs a person has in their control, dogs in children's play areas and dogs on leads. The difference between the City Centre PSPO and the citywide Dog Control PSPO is the former required dogs to be on leads at all times, not by direction of an officer.
33. The City Centre PSPO contains restrictions on peddling, street entertainment and cycling restrictions. Cases that meet the detrimental, persistent and unreasonable test can be dealt with using a process which involves the CPN as a last resort.
34. The cycling prohibitions in Queen Street and Cornmarket Street are set by a Traffic Management Order and officers will continue to advise people cycling in contravention of the Order to desist from doing so.
35. Aggressive begging, remaining in a public toilet without a reasonable excuse and urination and defecation impact on all people, including with vulnerabilities or who may have limited financial means. The Council has an approach in place as such.
36. Where multi-agency engagement and support does not address the anti-social behaviour, the Council can issue a CPN Warning with the necessary advice, consistent with the agreed recommendations of the CPN Review from January 2018. Continuation of the behaviour will result in the Council determining, on a case-by-case basis, the public interest in serving a Fixed Penalty Notice or seeking a prosecution at Court and take the appropriate action.

## **Legal issues**

37. Section 59 of the Anti-Social Behaviour, Crime and Policing Act 2014 (2014 Act) provides Oxford City Council with the power to make a PSPO. The legal tests for a PSPO focus on the impact that anti-social behaviour is having on victims and communities. A PSPO can be made by the Council if it is satisfied on reasonable grounds that the activity or behaviour concerned, carried out, or likely to be carried out, in a public space:

- Has had, or is likely to have, a detrimental effect on the quality of life of those in the locality;
  - Is, or is likely to be, persistent or continuing in nature;
  - Is, or is likely to be, unreasonable; and,
  - Justifies the restrictions imposed.
38. The Council is further required by the Human Rights Act 1998 not to interfere disproportionately with the rights protected by the European Convention on Human Rights.
39. The use of anti-social behaviour enforcement powers are contained in the Council's Anti-social Behaviour Enforcement Policy and Procedures, updated recently in line with the recommendations of the CPN Review.

### **Financial issues**

40. The consultation process will be funded through existing budgets.

### **Level of risk**

41. There is a risk that the Council does not address the standards of behaviour expected by the public in the city centre. The consultation process will mitigate this risk by ascertaining what the public believe is acceptable behaviour.
42. There are risks associated with striking an appropriate balance in enforcement of anti-social behaviour and community protection. These are explored in the report.
43. There are risks resulting from the perceived relationship between the drugs supply and aggressive begging. Figures from our partner Thames Valley Police show that, from a total of 18 individuals served a second aggressive begging warning, 16 experienced substance misuse issues. Our aim is to support people with substance misuse issues to access recovery support which is available immediately to them. Oxford City Council is seeking the view of Thames Valley Police and Turning Point the substance abuse service, on the advisability of retaining the Order for aggressive begging on drugs supply-related grounds.
44. The powers to address anti-social behaviour are available to Council officers. The lack of officers available to deal with these issues at key times when they are most prevalent, will limit their effectiveness. If we choose to have the powers, the Council needs to have the people in the right places at the right times to change behaviour.

### **Equalities impact**

45. All people with protected characteristics, including people with vulnerabilities, will have an equal opportunity to engage with the consultation process.
46. People with vulnerabilities who are committing anti-social behaviour. These vulnerabilities and all safeguarding considerations are considered on a case-by-case basis.

<b>Report author</b>	Richard Adams
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Service area or department	Regulatory Services and Community Safety
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## **Appendix 1: 2016-19 City Centre PSPO**

### **OXFORD CITY COUNCIL ANTI-SOCIAL BEHAVIOUR, CRIME AND POLICING ACT 2014 PART 4, SECTION 59 PUBLIC SPACES PROTECTION ORDER**

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

1. The Order applies to the public areas shown delineated by the black line on the plan annexed to this Order (the Restricted Area):
  - a) No person shall aggressively beg. Aggressive begging includes begging near a cash machine or begging in a manner reasonably perceived to be intimidating or aggressive.
  - b) No person shall remain in a public toilet without reasonable excuse.
  - c) No person shall urinate or defecate in a public place. This includes the doorway or alcove of any premises to which the public has access.
  - d) No person shall cycle within Queen Street or Cornmarket Street outside the permitted cycling times of 6 p.m. to 10 a.m.
  - e) No person shall perform any type of street entertainment that causes a nuisance to nearby premises or members of the public. This includes obstructing the highway or shop entrances, or using street furniture including public seats, lamp posts and railings.
  - f) No person trading as a pedlar shall:
    - remain in any location for more than 10 minutes unless it is to complete a transaction.
    - locate themselves within 50 metres of their previous location.
    - return to any location already occupied in the last three hours.
    - obstruct the highway or shop entrances.
  - g) No person shall refuse to stop drinking alcohol or hand over any containers (sealed or unsealed) which are believed to contain alcohol, when required, to do so by an authorised officer in order to prevent public nuisance or disorder.
  - h) Any person in charge of a dog within the restricted area shall be in breach of this Order if he/she:
    - fails to keep the dog on a lead and under physical control at all times.
    - is found to be in charge of more than four dogs at the same time whilst in a public place.
    - allows the dog to foul in a public place and then fails to remove the waste and dispose of it in an appropriate receptacle.
    - allows the dog to enter any covered public space.

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

Any person who, without reasonable excuse, fails to comply with the requirements of this Order commits an offence and shall be liable, on summary conviction, to a fine not exceeding level 3 on the standard scale.

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## Appendix 2: City Centre PSPO intervention activities: 1<sup>st</sup> Feb 2016 – 31<sup>st</sup> Dec 2019

Prohibition	Intervention level
No person shall aggressively beg. Aggressive begging includes begging near a cash machine or begging in a manner reasonably perceived to be intimidating or aggressive.	Advice - 96 FPN - 0 Prosecution - 0
No person shall remain in a public toilet without reasonable excuse.	Advice - 1 FPN - 0 Prosecution - 1
No person shall urinate or defecate in a public place. This includes the doorway or alcove of any premises to which the public has access.	Advice - 2 FPN - 0 Prosecution - 0
No person shall cycle within Queen Street or Cornmarket Street outside the permitted cycling times of 6 p.m. to 10 a.m.	Advice - 661 FPN - 0 Prosecution - 0
No person shall perform any type of street entertainment that causes a nuisance to nearby premises or members of the public. This includes obstructing the highway or shop entrances, or using street furniture including public seats, lamp posts and railings.	Advice - 18 FPN - 0 Prosecution - 0
No person trading as a pedlar shall: <ul style="list-style-type: none"> <li>• remain in any location for more than 10 minutes unless it is to complete a transaction.</li> <li>• locate themselves within 50 metres of their previous location.</li> <li>• return to any location already occupied in the last three hours.</li> <li>• obstruct the highway or shop entrances.</li> </ul>	Advice - 154 FPN - 4 Prosecution - 0
No person shall refuse to stop drinking alcohol or hand over any containers (sealed or unsealed) which are believed to contain alcohol, when required, to do so by an authorised officer in order to prevent public nuisance or disorder.	Advice - 18 FPN - 0 Prosecution - 0
Any person in charge of a dog within the restricted area shall be in breach of this Order if he/she: <ul style="list-style-type: none"> <li>• fails to keep the dog on a lead and under physical control at all times.</li> <li>• is found to be in charge of more than four dogs at the same time whilst in a public place.</li> <li>• allows the dog to foul in a public place and then fails to remove the waste and dispose of it in an appropriate receptacle.</li> <li>• allows the dog to enter any covered public space</li> </ul>	Advice - 13 FPN - 1 Prosecution - 0

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## Form to be used for the Full Equalities Impact Assessment

<b>Service Area:</b> Community Services		<b>Section:</b> Community Safety	<b>Date of Initial assessment:</b> 25 <sup>th</sup> January 2019	<b>Key Person responsible for assessment:</b> Richard Adams	<b>Date assessment commenced:</b> 25 <sup>th</sup> January 2019
<b>Name of Policy to be assessed:</b>			CEB Report: To approve the approach to setting standards of behaviour in the City Centre.		
<b>1. In what area are there concerns that the policy could have a differential impact</b>			<b>Race</b>	<b>Disability</b>	<b>Age</b>
			<b>Gender reassignment</b>	<b>Religion or Belief</b>	<b>Sexual Orientation</b>
			<b>Sex</b>	<b>Pregnancy and Maternity</b>	<b>Marriage &amp; Civil Partnership</b>
<b>Other strategic/ equalities considerations</b>			<b>Safeguarding/ Welfare of Children and vulnerable adults</b>	<b>Mental Wellbeing/ Community Resilience</b>	
<b>2. Background:</b>  Give the background information to the policy and the perceived problems with the policy which are the reason for the Impact Assessment.			<p>Oxford City Council is proposing to consult on the standards of acceptable behaviour in Oxford City Centre, and endorse the use of anti-social behaviour powers to address the issues contained in the previous City Centre Public Spaces Protection Order.</p> <p>The assessment makes due regard to whether implementation of the order will:</p> <ul style="list-style-type: none"> <li>• Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited under the Equalities Act;</li> </ul>		

## Appendix 3: City Centre consultation on standards of behaviour – Equalities Impact Assessment

	<ul style="list-style-type: none"> <li>• Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;</li> <li>• Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.</li> </ul>
<b>3. Methodology and Sources of Data:</b>  The methods used to collect data and what sources of data	The equality impact concerns are: <ol style="list-style-type: none"> <li>1. All people with protected characteristics will have an equal opportunity to engage with the consultation process.</li> <li>2. People with vulnerabilities who are committing anti-social behaviour. These vulnerabilities and all safeguarding considerations are considered on a case-by-case basis.</li> </ol>
<b>4. Consultation</b>  This section should outline all the consultation that has taken place on the EIA. It should include the following. <ul style="list-style-type: none"> <li>• Why you carried out the consultation.</li> <li>• Details about how you went about it.</li> <li>• A summary of the replies you received from people you consulted.</li> <li>• An assessment of your proposed policy (or policy options) in the light of the responses you received.</li> <li>• A statement of what you plan to do next</li> </ul>	<p>The consultation process will ensure that the voices of residents, the business community, visitors and those that work in the city centre are included. The protected characteristics will be considered in the development of the consultation process and appropriate mechanisms used to ensure equal opportunity to engage with the process is available to all.</p> <p>When addressing anti-social behaviour by people with protected characteristics, the Council[s ASB Enforcement Policy and Corporate Enforcement Policy sets out requirements on officers to consider these issues. Safeguarding, engagement and support are key considerations in all cases, particularly those with vulnerabilities.</p>

### Appendix 3: City Centre consultation on standards of behaviour – Equalities Impact Assessment

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<p><b>5. Assessment of Impact:</b> Provide details of the assessment of the policy on the six primary equality strands. There may have been other groups or individuals that you considered. Please also consider whether the policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults</p>	<p><b>Use of legal remedies.</b> As described in the report, there are a range of existing legal remedies available to address anti-social behaviour, including Community Protection Notices (CPN), Civil Injunctions and Criminal Behaviour Orders (CBO). The legal tests for CPNs are similar to a PSPO; the behaviour needs to be detrimental, persistent and unreasonable.  Aggressive begging, remaining in a public toilet without a reasonable excuse and urination and defecation are more likely to impact on people with vulnerabilities.</p>
<p><b>6. Consideration of Measures:</b>  This section should explain in detail all the consideration of alternative approaches/mitigation of adverse impact of the policy</p>	<p>The Council's multi-agency case management approach provides an in-depth understanding of the history and current circumstances of vulnerable people causing anti-social behaviour in the city centre. In the majority of cases this approach enables the Council and other partners to address anti-social behaviour without the need of legal remedies.  Where multi-agency engagement and support does not address the anti-social behaviour, the Council can issue a CPN Warning with the necessary advice. Continuation of the behaviour will result in the Council determining, on a case-by-case basis, the public interest in serving a Fixed Penalty Notice or seeking a prosecution at Court and take the appropriate action.</p>
<p><b>6a. Monitoring Arrangements:</b>  Outline systems which will be put in place to monitor for adverse impact in the future and this should include all relevant timetables. In addition it could include a summary and assessment of your monitoring, making clear whether you found any evidence of discrimination.</p>	<p>The multi-agency case management panel will continue to assess the use of all enforcement actions, first taking into consideration the support needs of the individual.  Advice, warnings and enforcement of the PSPO will be logged in pocket notebooks and council and police databases.</p>
<p><b>7. Date reported and signed off by</b></p>	<p>January 2019</p>

### Appendix 3: City Centre consultation on standards of behaviour – Equalities Impact Assessment

<b>City Executive Board:</b>					
<b>8. Conclusions:</b>  What are your conclusions drawn from the results in terms of the policy impact		A consultation on acceptable standards of behaviour in the city centre will enable people who live, work or visit the city centre to give their views. Additional efforts will be made to ensure those with protected characteristics have an equal opportunity to engage in the process.  Use of enforcement powers to address anti-social behaviour in the city centre is governed by the Council's policies which require consideration of safeguarding and support needs of those involved in anti-social behaviour.			
<b>9. Are there implications for the Service Plans?</b>	No	<b>10. Date the Service Plans will be updated</b>	April 2019	<b>11. Date copy sent to Equalities Officer in HR &amp; Facilities</b>	January 2019
<b>13. Date reported to Scrutiny and Executive Board:</b>	February 2019	<b>14. Date reported to City Executive Board:</b>	February 2019	<b>12. The date the report on EqlA will be published</b>	February 2019

Signed (completing officer)

Signed (Lead Officer)

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

Richard Adams, Service Manager

Appendix 4: City Centre consultation on standards of behaviour - Risk Assessment

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Comments	Controls				
							I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner
Standard of behaviour in the city centre consultation	Negative public perception of Oxford city centre, impacting on safety and the local economy. The Council does not address the standards of behaviour expected by the public in the city centre.	T - ASB is not addressed	Expiry of the City Centre PSPO.	Negative public feedback	January 2019	Laurie Taylor	3	3	3	2	2	2		Consultation results inform the Council's approach to ASB in the city centre.	April 2019	On-going		Laurie Taylor, Richard Adams
Reputational risk when using legal remedies to address anti-social behaviour involving people with vulnerabilities or in an insecure housing situation.	Negative public perception due to negative press	Council reputation	Public understanding of the use of powers to address anti-social behaviour where a person is thought to be vulnerable.	Negative reputation of council	January 2019	Richard Adams	3	3	3	3	2	2	Comms approach has been assisting in informing the public that legal remedies are part of a graduated approach to enforcement that includes engagement, advice and support.	The application of the existing ASB Policy on a case-by-case basis.	February 2019	On-going		Richard Adams, Simon Manton



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