

# Agenda

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## Scrutiny Committee

Date: **Tuesday 1 October 2019**

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Time: **6.00 pm**

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Place: **St Aldate's Room - Oxford Town Hall**

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# Scrutiny Committee

## Membership

<b>Chair</b>	Councillor Andrew Gant
<b>Vice Chair</b>	Councillor Dr Joe McManners
	Councillor Mohammed Altaf-Khan
	Councillor Lubna Arshad
	Councillor Nadine Bely-Summers
	Councillor Tiago Corais
	Councillor Dr Hosnieh Djafari-Marbini
	Councillor Alex Donnelly
	Councillor James Fry
	Councillor Richard Howlett
	Councillor Ben Lloyd-Shogbesan
	Councillor Craig Simmons

The quorum for this Committee is four, substitutes are permitted.

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# AGENDA

	Pages
<b>1 APOLOGIES FOR ABSENCE</b>	
<b>2 DECLARATIONS OF INTEREST</b>	
<b>3 CHAIR'S ANNOUNCEMENTS</b>	
<b>4 MINUTES</b>	7 - 12
<p><b>Recommendation:</b> That the minutes of the meeting held on 03 September 2019 be APPROVED as a true and accurate record.</p>	
<b>5 REPORT BACK ON RECOMMENDATIONS</b>	13 - 14
<p>At its meeting of 11 September Cabinet considered the Committee's recommendations in relation to Monitoring the Community Grants Programme 2018/19. The Cabinet's response to all the Committee's recommendations is attached.</p>	
<b>6 WORK PLAN AND FORWARD PLAN</b>	15 - 32
<p>The Scrutiny Committee operates within a work plan which is agreed at the start of the Council year. The Work Plan is reviewed at each meeting so that it can be adjusted to reflect the wishes of the Committee and take account of any changes to the latest <a href="#">Forward Plan</a> (which outlines decisions to be taken by the Cabinet or Council). The Committee is asked to review and note its work plan for the 2019/20 Council year.</p> <p>The Committee is asked, first, to agree:</p> <ol style="list-style-type: none"> <li>1) Whether to hold a single, larger review group, or two review groups consisting of a regular review group and a smaller (two-meeting) one.</li> <li>2) Topic(s) for the review group(s). Two topics have been proposed: <ol style="list-style-type: none"> <li>a. Climate Emergency</li> <li>b. Public Participation in Decision Making</li> </ol> </li> <li>3) The chair(s), and should it wish to, the membership of the review group(s)</li> <li>4) Meeting dates</li> </ol> <p>The Committee is then asked to review and note its work plan for the remainder of the 2019/20 council year.</p>	
<b>7 COMMISSIONING OF SERVICES AT FLOYDS ROW</b>	33 - 54
<p>At its meeting on 03 October 2019, the Cabinet will consider a report on the Commissioning of services at Floyds Row. This item provides an opportunity for the Committee to comment on the report and make such recommendations to the Cabinet as it wishes.</p>	

<b>8</b>	<b>MODERNISING LEISURE CONCESSIONS</b>	55 - 72
	At its meeting on 09 October 2019, the Cabinet will consider a report on Modernising Leisure Concessions. This item provides an opportunity for the Committee to comment on the report and make such recommendations to the Cabinet as it wishes.	
<b>9</b>	<b>PERFORMANCE MONITORING - 2019/20 QUARTER 1</b>	73 - 84
	At its meeting on 09 October 2019, the Cabinet will consider a report on Performance Monitoring - 2019/20 Quarter 1. This item provides an opportunity for the Committee to comment on the report and make such recommendations to the Cabinet as it wishes.	
<b>10</b>	<b>REPORTS FOR APPROVAL</b>	85 - 112
	The Committee is asked to review and approve the following reports:	
	<ul style="list-style-type: none"> <li>1) Draft Scrutiny Annual Report 2018/19</li> <li>2) Report to Cabinet on the Annual Air Quality Status Report 2018</li> <li>3) Report to Cabinet on Performance Monitoring Quarter 1</li> </ul>	
<b>11</b>	<b>DATES OF FUTURE MEETINGS</b>	
	Meetings are scheduled as followed:	
	<b>Scrutiny Committee</b>	
	<ul style="list-style-type: none"> <li>• 05 November</li> <li>• 03 December</li> <li>• 14 January</li> <li>• 04 February</li> <li>• 03 March</li> <li>• 06 April</li> </ul>	
	<b>Standing Panels</b>	
	<ul style="list-style-type: none"> <li>• Housing Standing Panel: 03 October, 07 November, 05 March</li> <li>• Finance Standing Panel: 05 September, 05 December, 06 January</li> <li>• Companies Panel: 14 November, 12 March</li> </ul>	
	All meetings start at 6.00 pm.	

## **DECLARING INTERESTS**

### **General duty**

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

### **What is a disclosable pecuniary interest?**

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

### **Declaring an interest**

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

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

### **Members' Code of Conduct and public perception**

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

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

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## **Minutes of a meeting of the SCRUTINY COMMITTEE on Tuesday 3 September 2019**



### **Committee members:**

Councillor Gant (Chair)	Councillor McManners (Vice-Chair)
Councillor Arshad	Councillor Bely-Summers
Councillor Corais	Councillor Djafari-Marbini
Councillor Lygo (for Councillor Donnelly)	Councillor Fry
Councillor Howlett	Councillor Lloyd-Shogbesan
Councillor Simmons	Councillor Harris (for Councillor Altaf-Khan)

### **Cabinet Members:**

Councillor Tom Hayes, Cabinet Member for Zero Carbon Oxford.  
Councillor Marie Tidball, Cabinet Member for Supporting Local Communities

### **Officers:**

Andrew Brown, Committee and Member Services Manager  
Tom Hudson, Scrutiny Officer  
John Mitchell, Committee and Member Services Officer  
Mai Jarvis, Environmental Quality Team Manager  
Julia Tomkins, Grants & External Funding Officer

### **Apologies:**

Councillors Altaf-Khan and Donnelly sent apologies.

## **24. Declarations of interest**

None.

## **25. Chair's Announcements**

The Chair welcomed Tom Hudson the new Scrutiny Officer to his first meeting of the Committee.

With the Committee's agreement and at the Chair's suggestion the agenda was re-ordered to take account of the convenience to guest speakers.

## **26. Monitoring the Community Grants Programme - Report for 2018/19**

The Cabinet Member for Supporting Local Communities, Councillor Marie Tidball, introduced the report which would be considered by the Cabinet at its meeting later in the month. At a volatile and challenging time for the charitable and voluntary sector, grants from the City Council provided vital support which had a significant social impact. It was particularly noteworthy that the £1,515, 043 awarded by the council leveraged a further £4,264,575 of funding for the sector, or nearly £3 for every £1 invested. This support benefited some 200,000 people in one way or another (this would include some people who benefitted from more than one opportunity as well as some from outside the City). Particular attention was being paid to ensure that the programme supports those with protected characteristics in an equitable fashion. An event was being held later in the year, intended to alert the BAME community in particular to the opportunities available via the grant programme.

The introduction of the Oxford Lottery in March 2019 was an innovative means of securing additional funding to support local voluntary and community groups in the city. Simplifying the process for applying for funding had encouraged applications from organisations which might otherwise not have done so. Support for social enterprises was something that could be looked at (they were generally not eligible). It was difficult to quantify the extent to which the help provided by grants supported statutory and other services which had been cut (e.g. loss of Children's Centres). Julia Tomkins, the Grants & External Funding Officer, said that there was however a discernible increase in both demand and support for those experiencing multiple difficulties. Councillor Tidball agreed to take this question to the Children's Trust. Similarly, it was difficult for grant holders to measure and for the Council to aggregate data relating to the returns on investment of the programme arising from negative outcomes avoided.

The Grants & External Funding Officer agreed to find out how much funding was directed to supporting those who are homeless and rough sleeping.

The Committee were very appreciative of the contribution made by the grants programme and agreed to make the following recommendations to Cabinet:

1. That the Council produces a plan of action to raise the profile of the Oxford lottery, particularly through promotion to residents, large local businesses and within the Council itself.
2. To consider how the grants programme eligibility criteria may be altered to enable social enterprises in the City to access and deliver grant funded projects.

The Chair thanked Councillor Tidball and the Grants & External Funding Officer for their contribution to this important discussion.



## **27. Annual Air Quality Status report - 2018**

The Cabinet Member for Zero Carbon, Councillor Tom Hayes Oxford introduced the report by reminding the Committee of the unequivocal connection between poor air quality and people's health. Progress in improving air quality in the city had been good but the rate of improvement was slowing down. The period 2008- 2018 had seen a 37% reduction in NO<sub>2</sub> levels in places where it was measured. Air quality was measured at 72 city locations and the air pollution levels at 4 of them exceeded the annual mean legal limit value for NO<sub>2</sub> (compared with 17 locations five years previously). The Council had built up considerable expertise in this area and its innovative and proactive approach had led, among other things, to grant funding which will enable the purchase of electric delivery vehicles, the installation of EV charging points across the city and the development of an 'Energy Superhub'. As a result of this investment good progress was now being made with introduction of buses, taxis and the council's own fleet of vehicles with reduced emission levels in anticipation of the introduction of a Zero Emissions Zone in 2020 in the city centre. There was a growing consensus about the risks associated with poor air quality it was important for everyone to do what was necessary to reduce the risks associated with air pollution.

The question of being more prescriptive in relation to the Low Emissions Zone than is currently the case (e.g. that it should apply to HGVs as well as buses) was constrained by the fact that the Council is not the transport authority and any proposals must be agreed in partnership with the County Council, notwithstanding the good and growing relationship the City Council had with the County about these matters. Consideration would be given to exploring the initiative made in Sheffield which has run vehicles on biogas generated from the raw sewage treatment process.

It was noted that some parts of the city were not subject to air quality monitoring but were, at the same time, areas of relative poverty. In these areas it was likely that some residents would suffer from poor health and therefore be more vulnerable. Mai Jarvis, Environmental Quality Team Manager, said that while monitoring for the purposes of the annual status report was subject to strict guidelines, the Oxair project offered the opportunity to use low cost sensors much more flexibly.

The anti-idling campaign which had focussed on schools had been valuable. Consideration might be given to extending it to other areas. It was noted that while powers are available in relation to idling, the legislation make it difficult to take action against individuals. The Government however intends to introduce revised powers which will address this point.

The Committee noted that harmful emissions from diesel train engines and engines in canal and river boats close to residential areas should be subject to controls. The Environmental Quality Team Manager said that analysis of NO<sub>2</sub> emissions from trains in the city had shown that, because of their distance from residential areas and the speed of dispersion, they did not reach levels which would justify action being taken.

In relation to boats, a letter had been written to the then Environment Secretary arguing that emissions from boats should be capable of being subject to control. No response had been received but a further request could be sent.

In seeking to limit access to vehicles to parts of the City, sight must not be lost of the parallel need to make those areas pleasant and practical to use for pedestrians and cyclists alike.

There might be merit in alerting drivers to the perhaps less obvious risks to them of sitting in vehicles in slow or heavily congested traffic as an added incentive not to travel by car.

The Committee agreed to recommend to the Cabinet that:

1. Further consideration be given to measures to control emissions arising from the exemption of trains and canal boats from the Clean Air Act, particularly with regard to boats at non-permanent moorings close to residential areas.
2. The County Council be encouraged to consider implementing parking exclusion zones close to schools in the City; and
3. It seeks in every way to ensure that the City Council is empowered in the forthcoming Environment Act to take enforcement action against idling vehicles.

The Chair thanked Councillor Hayes and the Environmental Quality Team Manager for their contribution to this important matter.

## **28. Minutes**

The Committee resolved to APPROVE the minutes of the meeting held on 04 June 2019 as a true and accurate record subject to the correction of a number of minor typographical errors.

## **29. Work Plan and Forward Plan**

Councillor Lygo left during this item.

The Scrutiny officer alerted the Committee to suggestions for changes to the Committee's work plan consequent upon slippage in the Cabinet Forward Plan and other factors. This included adding the Quarter 1 Monitoring Report to the October Committee's agenda as no Finance Panel meeting was scheduled for that month. The Committee agreed to these suggestions.

In discussion about potential review groups for the present council year, the Chair noted that capacity to run them would be constrained to some extent by the limited time available (a later Autumn start than usual and an earlier end as a result of pre-local election purdah in April 2020). In practice there would be time for one substantive review or, perhaps, one slightly less substantive review and one very short and focused review, the latter to take place during February.

In discussion it was suggested that Community Wealth Building could be merged with the Monitoring Social Value item on the Finance Panel work plan. An item on early outcomes from the Citizen's Assembly would be desirable at some point, perhaps in December, in addition to a wider item on Public Participation in Decision Making and Citizen Involvement. It was agreed that the scheduling of these items would be subject to decisions the Committee makes on establishing review groups.

The Committee agreed to decide upon review group subjects at its next meeting. It was also agreed that Members should scope their proposed subjects in advance of the meeting. Suggestions (and draft scopes) should be sent to the Scrutiny Officer as soon as possible in order that they may be circulated before the next meeting.

### **30. Performance monitoring - quarter 1**

Councillors Arshad, Djafari-Marbini and Bely-Summers left during this item.

Councillor Fry had, prior to the meeting, posed a number of detailed questions about the performance monitoring report and provided them to the Scrutiny Officer. The questions were tabled for the benefit of the Committee and the Scrutiny Officer was able to read out responses received from officers. Those questions and responses are attached as an appendix to these minutes.

The Committee agreed to recommend to the Cabinet that:

1. There should be clarification about which, if any, of these indicators included data from Oxford Direct Services or Oxford City Housing Limited and the way in which these were used, particularly in reference to whether under measure BI001 – Percentage of Council spend with local businesses - Oxford Direct Services is recorded as a recipient of Council spend, a contributor to Council spend or both?;
2. That the wording of indicator ED002 – Implementation of measures to reduce the City Council's carbon footprint by 5% each year - should be reviewed as it could, at the moment be misinterpreted as meaning that it is Council policy to become carbon neutral in 20 years rather than making a reduction against a notional projected level of emissions.
3. That LP220 – the number of people from the Council's target groups using its leisure facilities - be supplemented with two further measures: i) revenue vs previous periods, and ii) progress against maintenance targets.
4. CoS031 – Effective delivery of the capital programme. It is recommended that the measure be changed to either i) disbursements, or ii) contractual commitments as a percentage of budgetary targets. It is currently unclear what the percentage measure actually refers to: milestones, total spend or projects?
5. WR001 – Number of people moved into work by the Welfare Reform Programme. It is recommended that in light of the challenges facing this team, the criterion is no longer realistic and that a revised target be agreed.
6. CS054 – Time taken to determine DHP applications. It is recommended that in light of the growth of Universal Credit and the increasing influence factors external to the Council have on the delivery of this criterion that Cabinet considers whether this measure remains fit for purpose.

The Chair asked for thanks to be passed to officers for their swift responses to the questions raised in advance. It was agreed that this represented an effective model for the future working of the committee.

## **31. Report back on recommendations**

In discussion about the Cabinet's response to the Committee's previous recommendations the Chair agreed to go back to the Cabinet in relation to:

1. The desirability of more regular (quarterly) reporting on the reasons for slippage in the capital programme;
2. To note that the Committee's challenge to the Seacourt Park and Ride was based on the fact that it was not, in the Committee's view, a sound financial investment and that this point had not been sufficiently addressed;
3. The absence of a number provided in response to the question about the number of children having received face to face safeguarding awareness training. An explanation regarding the County Council's role in delivering such training was provided instead; and
4. A request to see the report referred to in response to the recommendation about actions flowing from the Guest House Scrutiny Review Group.

## **32. Dates of future meetings**

Meetings are scheduled as followed:

### **Scrutiny Committee**

- 1 October 2019
- 5 November 2019
- 3 December 2019

### **Standing Panels**

- Housing Standing Panel: 3 October, 7 November, 5 March
- Finance Standing Panel: 5 September, 5 December, 6 January
- Companies Panel: 19 September, 14 November, 12 March

All meetings start at 6.00 pm

**The meeting started at 6.00 pm and ended at 7.55 pm**

**Chair .....**

**Date: Tuesday 1 October 2019**

## Scrutiny recommendation tracker 2019/20: September 2019

11 September CABINET

### Monitoring of the Community Grants Programme 2018/19

<b>Recommendation</b>	<b>Agree?</b>	<b>Comment</b>
1) That the Council produces a plan of action to raise the profile of the Oxford lottery, particularly through promotion to residents, large local businesses and within the Council itself.	Yes	Work on this has already commenced but any response will need to fit within the contractual requirements with the operator as well as any relevant legislation around the promotion of gambling.
13 2) That the Council provides and promotes additional guidance to prospective grant applicants from social enterprises (including co-ops and housing associations) to clarify the circumstances under which they would or would not meet the Council's requirement that grant applicants must have a legal status appropriate to the size and nature of the organisation.	Yes	Work has already been requested to achieve this and will be part of a larger piece of work reviewing our grants programme and raising its profile amongst a diverse range of eligible organisations.

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## SCRUTINY WORK PLAN

### October 2019 - May 2020

Published on: 19/09/19

The Scrutiny Committee agrees a work plan every year detailing selected issues that affect Oxford or its people. Time is allowed within this plan to consider topical issues as they arise throughout the year as well as decisions to be taken by the Cabinet. This document represents the work of scrutiny for the 2019-20 council year and will be reviewed at each meeting of the Scrutiny Committee.

The work plan is based on suggestions received from all elected members and senior officers. Members of the public can also contribute topics for inclusion in the scrutiny work plan by completing and submitting our [suggestion form](#). See our [get involved webpage](#) for further details of how you can participate in the work of scrutiny.

The following TOPIC criteria will be used by the Scrutiny Committee to evaluate and prioritise suggested topics:

**Timely** – is it timely to consider the issue?

**Oxford priority** – is it a council priority?

**Public interest** – is it of significant public interest?

**Influence** – can Scrutiny have a meaningful influence?

**Cost** – is there a significant financial impact?

Some topics will be considered at Scrutiny Committee meetings and others will be delegated to standing panels. Items for more detailed review will be considered by time-limited review groups.

The Committee will review the Council's [Forward Plan](#) at each meeting and decide which executive decisions it wishes to comment on before the decision is made. The Council also has a "call in" process which allows decisions made by the Cabinet to be reviewed by the Scrutiny Committee before they are implemented.

### Scrutiny Committee and Standing Panel responsibility and membership

Committee / Panel	Remit	Membership
Scrutiny Committee	Overall management of the Council's scrutiny function	Councillors; Andrew Gant (Chair), Mohammed Altaf-Khan, Lubna Arshad, Nadine Bely-Summers, Tiago Corais, Hosnieh Djafari-Marbini, Alex Donnelly, James Fry, Richard Howlett, Ben Lloyd-Shogbesan, Joe McManners (Vice Chair), Craig Simmons.
Finance Panel	Finance and budgetary issues and decisions	Councillors; James Fry (Chair), Chewe Munkonge, Craig Simmons, Roz Smith.
Housing Panel	Strategic housing and landlord issues and decisions	Councillors; Nadine Bely-Summers (Chair), Mike Gotch, Richard Howlett Sian Taylor, Elizabeth Wade, Dick Wolff and a tenant co-optee.
Companies Panel	Shareholder function for companies and joint ventures	Councillors; James Fry (Chair), Tom Landell Mills, Chewe Munkonge, Craig Simmons.

### Current and planned review groups

Topic	Remit	Membership
Review 1 TBC	TBC	TBC
Budget Review 2020/21	To review the 2020/21 budget proposals.	Finance Panel Membership

### Indicative timings of review groups

	Sept	Oct	Nov	Dec	Jan	Feb	March	April
<b>Review 1 TBC</b>	Scope agreed	Evidence gathering		Paused for Budget Review		Evidence gathering	Reporting	
<b>Budget review</b>			Scoping	Evidence gathering		Reporting		



## SCRUTINY COMMITTEE

### NO MEETING ALLOCATED

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Cycling / condition of cycle lanes	Yes	To be scoped. The Committee received several submissions from the public concerning the condition and quality of cycle lanes in the City. The case was made that improvements would ease pollution and congestion and improve safety.	Healthy Oxford	Jo Colwell, Service Manager Environmental Sustainability
Community wealth building	Yes	To consider what actions the Council could take, such as in Preston, to advance economic equality, social value and the positive impact of anchor institutions and local supply chains in the City.	Leader, Economic Development and Partnerships	Matthew Peachey, Economic Development Manager
Apprentices and NEETs	Yes	To consider the Council's and Oxford Direct Service's future plans for employing apprentices. This may include inviting the County Council to set out their work to support people not in education, employment or training (NEET).	Supporting Local Communities	Paul Adams, HR & Payroll Manager
Public participation in decision making and citizen involvement	Yes	To consider how the public could be better engaged with council decision making, such as through public meetings, consultations and other public forums, for example. A draft scoping document has been prepared for a possible scrutiny review.	Zero Carbon Oxford, Leader, Economic Development and Partnerships	Mish Tullar, Corporate Policy, Partnership and Communications Manager

### 1 OCTOBER 2019 - REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Commissioning of services at Floyds Row	Yes	Report outlining the short and longer term plans for the commissioning of services for rough sleepers and single homeless people at Floyds Row and seeking approval to commission the services in the first instance via short term contracting arrangements.	Deputy Leader (Statutory) - Leisure and Housing	Rachel Lawrence, Rough Sleeping and Single Homelessness Manager
Modernising Leisure Concessions	Yes	With the introduction of Universal Credit it is timely to review concessions to make sure they are effectively targeted to meet the council's strategic objectives.	Deputy Leader (Statutory) - Leisure and Housing	Ian Brooke, Head of Community Services

Integrated Performance Report for Quarter 1 2019/20	Yes	Financial and Performance data for Q1 2019/20	Deputy Leader - Finance and Asset Management	Anna Winship, Management Accountancy Manager
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### 5 NOVEMBER 2019 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Oxpens Lane Redevelopment Update	Yes	The report is an update position on the redevelopment of the Oxpens Lane key City Centre site; the required delivery structure to take the project forward and the procurement of a preferred development partner. The City Council has formed a joint venture company, OxWED, with Nuffield College to progress the delivery of this scheme	Leader, Economic Development and Partnerships	Tom Bridgman, Executive Director (Development)
The Oxford Waterways Project	Yes	To consider the current condition of the waterways network, and plans or options for improving its offer. This includes facilities and plans for future mooring provision for permanent long-term dwellers.	Zero Carbon Oxford	Tim Wiseman, Oxford Waterways Coordinator
Universal Credit	Yes	To consider the impact that the roll out of Universal Credit is having on the Council's finances, and on residents.	Safer Communities and Customer Focused Services, Supporting Local Communities	Tanya Bandekar, Service Manager Revenue & Benefits
Draft Corporate Strategy 20-24 - For consultation	Yes	Approval to externally consult on draft new Corporate Strategy to replace current Corporate Plan 16-20	Leader, Economic Development and Partnerships	Shelley Ghazi, Policy and Partnerships Officer
Annual Workplace Equality Report and update on Equalities Action Plan	Yes	A legal requirement to publish equality performance data relating to the demographics of the workforce.	Safer Communities and Customer Focused Services	Paul Adams, HR & Payroll Manager

### 3 DECEMBER 2019 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
East Oxford Community Centre - Improvement Scheme	Yes	To present an improvement scheme for the East Oxford Community Centre following public consultation.	Supporting Local Communities	Hagan Lewisman, Active Communities Manager

Annual Monitoring Report 2018/19	Yes	The AMR report is a statutory requirement providing information as to the extent to which the policies set out in the Local Plan are being achieved and the implementation of the Local Development Scheme.	Planning and Sustainable Transport	Amanda Ford, Planning Policy Team Leader
Citizen's Assembly on Climate Change: Outcomes	No	Outcomes of the Citizen's Assembly on Climate Change 2019	Leader, Economic Development and Partnerships, Councillor Tom Hayes  Councillor Tom Hayes, Leader, Economic Development and Partnerships	Mish Tullar, Corporate Policy, Partnership and Communications Manager
Performance Monitoring - 2019/20 Quarter 2	Yes	For the Committee to consider Council performance against a set of corporate and service measures.	Leader, Economic Development and Partnerships	Helen Bishop, Head of Business Improvement

#### 14 JANUARY 2020 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Go Ultra Low Pilot	Yes	To consider the outcome of the Go Ultra Low Pilot and any next steps.	Zero Carbon Oxford	Jo Colwell, Service Manager Environmental Sustainability, Stefan Robinson, Scrutiny Officer
Planning for the 2020 Zero Emission Zone	Yes	To consider what work is underway in conjunction with the County Council to prepare for the introduction of the 2020 Zero Emission Zone in the City Centre.	Zero Carbon Oxford, Planning and Sustainable Transport	Jo Colwell, Service Manager Environmental Sustainability
Oxford City Council Business Plan 2020-21	Yes	1 year business plan setting out outcomes for the 20-21 financial year. This document will expand on the ambitions set out in Corporate Strategy 20-24	Leader, Economic Development and Partnerships	Shelley Ghazi, Policy and Partnerships Officer

#### 4 FEBRUARY 2020 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Update of the 2016-2020 Corporate Plan (2020)	Yes	Annual update to the Corporate Plan detailing key achievements and future plans	Leader, Economic Development and Partnerships	Mish Tullar, Corporate Policy, Partnership and Communications Manager
Corporate Strategy 20-24 - final draft for approval	Yes	Following external consultation this is submission of a final draft for approval	Leader, Economic Development and Partnerships	Shelley Ghazi, Policy and Partnerships Officer

#### 3 MARCH 2020 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Climate Emergency / Carbon management	Yes	To consider the outcomes of the Citizens' Assembly and to review progress in the implementation of its recommendations / council carbon reduction policy and practice.	Zero Carbon Oxford	Jo Colwell, Service Manager Environmental Sustainability
Performance Monitoring - 2019/20 Quarter 3	Yes	For the Committee to consider Council performance against a set of corporate and service measures.	Leader, Economic Development and Partnerships	Helen Bishop, Head of Business Improvement

#### 6 APRIL 2020 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Council engagement with Oxford's diverse communities (Equalities Strategy)	Yes	To consider the outcome of the assessment of the Council's key services against the LGA's equalities framework.	Supporting Local Communities	Mish Tullar, Corporate Policy, Partnership and Communications Manager
Tourism Management Review Group Report - 12 month update	Yes	To consider a 12 month update on the implementation of the recommendations of the Tourism Management Review Group that were agreed by Cabinet.	Culture and City Centre	Matthew Peachey, Economic Development Manager
Economic and City Centre Strategies	Yes	New city-level and city centre strategies and actions are being developed from Sept 2019 to May 2019 with focus on triple bottom line actions: economic growth, social/equity, and environment.	Leader, Economic Development and Partnerships	Matthew Peachey, Economic Development Manager, Dan Hodge, Principal Regeneration & Economic Development Officer

## FINANCE PANEL

### 5 DECEMBER 2019 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Integrated Performance Report for Quarter 2 2019/20	Yes	Financial and Performance data for Q2 2019/20	Deputy Leader - Finance and Asset Management	Anna Winship, Management Accountancy Manager
Budget Review 2019/20 - recommendations update	Yes	To monitor progress on the implementation of the recommendations made in regard to the Budget Review 2019/20.	Deputy Leader - Finance and Asset Management	Nigel Kennedy, Head of Financial Services

### 6, 8 & 13 JANUARY 2020 - ANNUAL BUDGET REVIEW

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Consultation Budget 2020-21 and Medium Term Financial Plan 2021-22 to 2023-24	Yes	Draft Consultation Budget 2020-21 and Medium Term Financial Plan 2021-22 to 2023-24	Deputy Leader - Finance and Asset Management	Anna Winship, Management Accountancy Manager

### 20 JANUARY 2020

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Treasury Mid-Year Report 2019/20	Yes	To report on the performance of the Treasury Management function for the 6 months to 30th September 2019	Deputy Leader - Finance and Asset Management	Bill Lewis, Financial Accounting Manager

### 29 JANUARY 2020 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Treasury Management Strategy 2020/21	Yes	To present the Council's Treasury Management Strategy for 2020/21 together with the Prudential Indicators for 2020/21 to 2023/24	Deputy Leader - Finance and Asset Management	Bill Lewis, Financial Accounting Manager
Capital Strategy 2020/21 – 2024/25	Yes	To present the Capital Strategy for approval	Deputy Leader - Finance and Asset Management	Bill Lewis, Financial Accounting Manager

Monitoring social value	Yes	To review the Council's current social value weighing in procurement of 5%.	Deputy Leader - Finance and Asset Management	Nigel Kennedy, Head of Financial Services
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### TBC MARCH 2020 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Integrated Performance Report for Quarter 3 2019/20	Yes	Financial and Performance data for Q3 2019/20	Deputy Leader - Finance and Asset Management	Anna Winship, Management Accountancy Manager

## HOUSING PANEL

### NO MEETING ALLOCATED

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Tenant Satisfaction	Yes	To consider the outcome of the Tenant Satisfaction Survey for council tenants.	Affordable Housing	Bill Graves, Landlord Services Manager
Private rented sector housing	Yes	To be scoped: consideration of housing issues in the private rented sector and the Council's response. Could include regulatory changes concerning no fault and revenge evictions and engagement with the tenants' union.	Deputy Leader (Statutory) - Leisure and Housing	Head of Regulatory Services & Community Safety
Building Control - outcomes of the Hackitt Review of Building Regulations and Fire Safety	Yes	To consider the outcomes of the Hackitt Review of Building Regulations and Fire Safety.	Planning and Sustainable Transport	Ian Wright, Head of Regulatory Services and Community Safety, Paul Smith, Building Control Team Leader

### 3 OCTOBER 2019 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Appointment of Housing Panel Co-optee 2019/20	No	To consider the appointment of Tony Buchanan as a tenant co-optee until the end of the civic year 2019/20, and to consider how to manage broadening involvement of non-OCC representatives		Tom Hudson, Scrutiny Officer

Housing performance - 2019/20 Quarter 1	Yes	For the Panel to consider performance against a set of housing measures.	Deputy Leader (Statutory) - Leisure and Housing, Affordable Housing	Stephen Clarke, Head of Housing Services / Director Housing Companies
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### 7 NOVEMBER 2019 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Housing and Homelessness Strategy mid-point update	Yes	To consider a mid-point review of the current Housing and Homelessness Strategy 2018-21.	Affordable Housing	Nerys Parry, Housing Strategy & Needs Manager
Outcome of the Homelessness Trailblazer and early intervention analysis	Yes	To review the outcome and lessons learnt from the Homelessness Trailblazer Project, which ends in 2019. Further, to consider a cost benefit analysis of early homelessness intervention to the Council and wider public services and systems.	Deputy Leader (Statutory) - Leisure and Housing	Paul Wilding, System Change Manager - Homelessness Prevention
No local connection review	Yes	To consider the report of the No Local Connection Review Group.	Deputy Leader (Statutory) - Leisure and Housing	Nerys Parry, Housing Strategy & Needs Manager
Community Land Trusts	Yes	To consider the benefits of community land trusts, and how they might help the Council deliver its Local Plan.	Affordable Housing, Planning and Sustainable Transport	Dave Scholes, Housing Strategy & Needs Manager (Affordable Housing Supply Lead)

### 5 MARCH 2020 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Housing Performance - 2019/20 Quarter 3	Yes	For the Panel to consider performance against a set of housing measures.	Affordable Housing, Deputy Leader (Statutory) - Leisure and Housing	Stephen Clarke, Head of Housing Services / Director Housing Companies

## 8 APRIL 2020 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Tenancy Management Standards	Yes	To consider performance and good practice in tenancy management standards with representatives from housing associations	Affordable Housing	Stephen Clarke, Head of Housing Services / Director Housing Companies

## COMPANIES PANEL

## 16 JULY 2019 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Annual Report and Accounts 2018-19 - Oxford Direct Services	Yes	This report provides a set of the 2018/19 unaudited company and consolidated accounts, along with a draft Annual Report for the company Shareholder.	Safer Communities and Customer Focused Services	Anita Bradley, Monitoring Officer, Nigel Kennedy, Head of Financial Services
Annual Report and Accounts 2018-19 - Housing Group	Yes	This report provides a set of the 2018/19 unaudited company and consolidated accounts, along with a draft Annual Report for the company Shareholder.	Affordable Housing	Anita Bradley, Monitoring Officer, Nigel Kennedy, Head of Financial Services

## 19 SEPTEMBER 2019 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Companies & Joint Ventures - Quarterly performance monitoring report 2019-20	Yes	Quarterly reports for the Council's companies and joint ventures.	Leader, Economic Development and Partnerships	Anita Bradley, Monitoring Officer, Nigel Kennedy, Head of Financial Services



#### 14 NOVEMBER 2019 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Companies & Joint Ventures - Quarterly performance monitoring report 2019-20	Yes	Quarterly reports for the Council's companies and joint ventures.	Leader, Economic Development and Partnerships	Anita Bradley, Monitoring Officer, Nigel Kennedy, Head of Financial Services

#### 12 MARCH 2020 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Companies & Joint Ventures - Quarterly performance monitoring report 2019-20	Yes	Quarterly reports for the Council's companies and joint ventures.	Leader, Economic Development and Partnerships	Anita Bradley, Monitoring Officer, Nigel Kennedy, Head of Financial Services



# FORWARD PLAN

## October 2019 - April 2020

### REPORTS TO CABINET AND COUNCIL

#### CABINET 03 OCTOBER

<b>ITEM 11: ID: I022357</b>	<b>COMMISSIONING OF SERVICES AT FLOYDS ROW</b> <b>Report Status: Confirmed for this meeting</b>
Report outlining the short and longer term plans for the commissioning of services for rough sleepers and single homeless people at Floyds Row and seeking approval to commission the services in the first instance via short term contracting arrangements.	

#### COUNCIL: 07 OCTOBER

<b>ITEM 12: ID: I020684</b>	<b>COMMUNITY GOVERNANCE REVIEW - HEADINGTON NEIGHBOURHOOD PLAN REFERENDUM AREA</b> <b>Report Status: Provisional: Decision reliant on another action or process</b>
October 2019 - Report to Council on consultation outcomes and recommendation.	

<b>ITEM 13: ID: I022058</b>	<b>APPOINTMENT OF INDEPENDENT PERSONS 2019</b> <b>Report Status:</b>
<p>The Localism Act 2011 requires Oxford City Council to appoint one or more Independent Persons to assist the Monitoring Officer in dealing with complaints about councillors' standards of behaviour and alleged breaches of the Members' Code of Conduct.</p> <p>In addition, The Local Authorities Regulations 2015 require the Council to invite relevant Independent Persons to join the Investigation and Disciplinary Committee to consider evidence and provide advice on the course of action to follow whenever there is the prospect of dismissal of a statutory officer of the Council (these are the Chief Executive, Chief Finance Officer and Monitoring Officer).</p> <p>Council will be asked to approve the appointment of up to four Independent Persons for a period of five years to July 2024.</p>	

<b>ITEM 14: ID: I022538</b>	<b>OUTSIDE ORGANISATION REPORT - OXFORDSHIRE ENVIRONMENT PARTNERSHIP</b>
To consider a report for information about the work of the Oxfordshire Environment Partnership.	

## CABINET: 09 OCTOBER 2019

<b>ITEM 15:</b> <b>ID: I021771</b>	<b>INTEGRATED PERFORMANCE REPORT FOR QUARTER 1 2019/20</b> <b>Report Status: Confirmed for this meeting</b>
Financial and Performance data for Q1 2019/20	

<b>ITEM 16:</b> <b>ID: I021568</b>	<b>MODERNISING LEISURE CONCESSIONS</b> <b>Report Status: Confirmed for this meeting</b>
With the introduction of Universal Credit it is timely to review concessions to make sure they are effectively targeted to meet the council's strategic objectives.	

<b>ITEM 17:</b> <b>ID: I020879</b>	<b>WOLVERCOTE NEIGHBOURHOOD PLAN</b> <b>Report Status: Confirmed for this meeting</b>
Report to Cabinet to endorse the Examiner's modifications to the Wolvercote Neighbourhood Plan, following the Examination, and to move to a Referendum	

<b>ITEM 18:</b> <b>ID: I022562</b>	<b>LETTING OF 24-26 GEORGE STREET</b> <b>Report Status: Confirmed for this meeting</b>
Terms have been agreed for a new lease at 24-26 George Street, Oxford, the rent is over the officer delegated threshold of £125,000 so approval is sought to progress this transaction	

<b>ITEM 19:</b> <b>ID: I022692</b>	<b>OXFORD SPORTS PARK - ASSIGNMENT OF LEASE</b> <b>Report Status: Provisional: Decision reliant on another action or process</b>
The Council is looking to assign the lease that is currently in place with Fusion Lifestyle for the operation and management of the sports park to Oxford United FC. This will help improve sport and community outcomes for the wider community. It will be on broadly similar terms and there will be a community use agreement put in place to help protect and develop community sport use.	

## CABINET : 13 NOVEMBER 2019

<b>ITEM 20:</b> <b>ID: I019467</b>	<b>OXPENS LANE REDEVELOPMENT UPDATE</b> <b>Report Status: Provisional</b>
The report is an update position on the redevelopment of the Oxpens Lane key City Centre site; the required delivery structure to take the project forward and the procurement of a preferred development partner. The City Council has formed a joint venture company, OxWED, with Nuffield College to progress the delivery of this scheme	

<b>ITEM 21:</b> <b>ID: I022658</b>	<b>OXFORD STADIUM</b> <b>Report Status: Provisional</b>
To put in place a mechanism for the City Council to assist in bringing forward the Local Plan proposals for Oxford Stadium if the policy approach to retain the stadium is supported by the Planning Inspector examining the Oxford Local Plan 2036.	
<b>Key Decision</b>	Yes It is likely to result in the Council incurring expenditure which is greater than £500,000

<b>ITEM 22: ID: I021449</b>	<b>APPROVAL TO DISPOSE OF HRA LAND FOR THE PURPOSE OF COMMUNITY-LED HOUSING DELIVERY</b> <b>Report Status: Provisional: Awaiting further information, advice or input.</b>
To seek approval to dispose of land at less than market value for the provision of three units of affordable housing, on an abandoned garage site, for the purpose of Community-Led Housing delivery.	

<b>ITEM 23: ID: I022333</b>	<b>ANNUAL WORKPLACE EQUALITY REPORT AND UPDATE ON EQUALITIES ACTION PLAN</b> <b>Report Status: Provisional: Decision reliant on another action or process</b>
A legal requirement to publish equality performance data relating to the demographics of the workforce.	

<b>ITEM 24: ID: I022356</b>	<b>BLACKBIRD LEYS DEVELOPMENT PROJECT DETAILED DESIGN</b> <b>Report Status: Confirmed for this meeting</b>
To provide an update on the Blackbird Leys Development Project and seek approval to proceed to the detailed design phase.	

<b>ITEM 25: ID: I022531</b>	<b>SINGLE DEPOT FOR OXFORD DIRECT SERVICES AT REDBRIDGE</b> <b>Report Status: Provisional: Decision needs further consideration or information</b>
To seek project approval to commence work on the single depot proposition for oxford Direct Services at Redbridge	

<b>ITEM 26: ID: I022533</b>	<b>DRAFT CORPORATE STRATEGY 20-24 - FOR CONSULTATION</b> <b>Report Status: Provisional:</b>
Approval to externally consult on draft new Corporate Strategy to replace current Corporate Plan 16-20	

<b>ITEM 27: ID: I022694</b>	<b>BULLINGDON COMMUNITY CENTRE - PROJECT APPROVAL AND AWARD OF CONTRACT</b> <b>Report Status: Provisional:</b>
To seek project approval for the new build replacement of the existing Bullingdon Community Centre that is in poor condition and beyond its lifespan.  The report also seeks approval for delegated authority for the Executive Director Communities in consultation with the Head of Finance to award the construction contract subject to it being within approved budgets.	
<b>Key Decision</b>	Yes It is likely to result in the Council incurring expenditure which is greater than £500,000

## **COUNCIL: 25 NOVEMBER**

<b>ITEM 28: ID: I022537</b>	<b>COUNCIL AND COMMITTEE MEETINGS PROGRAMME MAY 2020 - MAY 2022</b> <b>Report Status:</b>
To agree the programme of Council and Committee meetings from Annual Council in May 2020 to Annual Council in May 2021 To agree an indicative programme from Annual Council in May 2021 to June 2022	

<b>ITEM 29:</b> <b>ID: I022364</b>	<b>CONSTITUTION ANNUAL REVIEW 2019</b> <b>Report Status:</b>
Council will be recommended to amend the Constitution to reflect changes in regulations and governance practices.	

## **CABINET: 11 DECEMBER 2019**

<b>ITEM 30:</b> <b>ID: I015275</b>	<b>EAST OXFORD COMMUNITY CENTRE - IMPROVEMENT SCHEME</b> <b>Report Status: Provisional : Decision needs further consideration or information</b>
To present an improvement scheme for the East Oxford Community Centre following public consultation.	

<b>ITEM 31:</b> <b>ID: I022287</b>	<b>CONSULTATION BUDGET 2020-21 AND MEDIUM TERM FINANCIAL PLAN 2021-22 TO 2023-24</b> <b>Report Status: Confirmed for this meeting</b>
Draft Consultation Budget 2020-21 and Medium Term Financial Plan 2021-22 to 2023-24	

<b>ITEM 32:</b> <b>ID: I020878</b>	<b>ANNUAL MONITORING REPORT 2018/19</b> <b>Report Status: Confirmed for this meeting</b>
The AMR report is a statutory requirement providing information as to the extent to which the policies set out in the Local Plan are being achieved and the implementation of the Local Development Scheme.	

<b>ITEM 33:</b> <b>ID: I021433</b>	<b>ENERGY &amp; WATER SUPPLY PROCUREMENT 2020 – 2024</b> <b>Report Status: Provisional: Decision needs further consideration or information</b>
To seek approval for the approach to the procurement of the Council's energy and water for the period 1 October 2020 to 30 September 2024	

<b>ITEM 34:</b> <b>ID: I021772</b>	<b>INTEGRATED PERFORMANCE REPORT FOR QUARTER 2 2019/20</b> <b>Report Status: Provisional: Decision reliant on another action or process</b>
Financial and Performance data for Q2 2019/20	

<b>ITEM 35:</b> <b>ID: I022770</b>	<b>ENFORCEMENT OF THE REGULATIONS IN RELATION TO ENERGY EFFICIENCY IN DOMESTIC AND NON-DOMESTIC PROPERTIES FOLLOWING DELEGATION OF POWERS BY OXFORDSHIRE COUNTY COUNCIL</b> <b>Report Status: Provisional: Decision reliant on another action or process</b>
Report to ask for formal approval to enforce legislation applicable to: a) Domestic Private Rented Energy Performance Certificates (EPCs) b) Commercial Minimum Energy Efficiency Standards (MEES)	

## **CABINET : 22 JANUARY 2020**

<b>ITEM 36: ID: I021700</b>	<b>TREASURY MID-YEAR REPORT 2019/20</b> <b>Report Status: Confirmed for this meeting</b>
To report on the performance of the Treasury Management function for the 6 months to 30th September 2019	

<b>ITEM 37: ID: I022534</b>	<b>OXFORD CITY COUNCIL BUSINESS PLAN 2020-21</b> <b>Report Status: Provisional: Awaiting further information, advice or input.</b>
1 year business plan setting out outcomes for the 20-21 financial year. This document will expand on the ambitions set out in Corporate Strategy 20-24	

## **CABINET: 12 FEBRUARY 2020**

<b>ITEM 38: ID: I022288</b>	<b>BUDGET 2020-21 AND MEDIUM TERM FINANCIAL PLAN 2021-22 TO 2023-24</b> <b>Report Status: Confirmed for this meeting</b>
Budget 2020-21 and Medium Term Financial Plan 2021-22 to 2023-24	

<b>ITEM 39: ID: I021702</b>	<b>CAPITAL STRATEGY 2020/21 – 2024/25</b> <b>Report Status: Provisional: Decision reliant on another action or process</b>
To present the Capital Strategy for approval	

<b>ITEM 40: ID: I021701</b>	<b>TREASURY MANAGEMENT STRATEGY 2020/21</b> <b>Report Status: Provisional: Decision reliant on another action or process</b>
To present the Council's Treasury Management Strategy for 2020/21 together with the Prudential Indicators for 2020/21 to 2023/24	

<b>ITEM 41: ID: I022535</b>	<b>CORPORATE STRATEGY 20-24 - FINAL DRAFT FOR APPROVAL</b> <b>Report Status: Provisional: Awaiting further information, advice or input.</b>
Following external consultation this is submission of a final draft for approval	

## **COUNCIL 13 FEBRUARY COUNCIL 24 FEBRUARY - IF REQUIRED**

## **CABINET: 11 MARCH 2020**

<b>ITEM 42: ID: I021773</b>	<b>INTEGRATED PERFORMANCE REPORT FOR QUARTER 3 2019/20</b> <b>Report Status: Provisional: Decision reliant on another action or process</b>
Financial and Performance data for Q3 2019/20	

## **COUNCIL 30 MARCH**

<b>ITEM 43:</b> <b>ID: I022334</b>	<b>PAY POLICY STATEMENT</b> <b>Report Status: Provisional: Decision reliant on another action or process</b>
Annual review of the pay policy statement The current policy statement came into effect on 1st April 2019, superseding the 2017/18 statement and will continue to be reviewed on an annual basis.	

## **CABINET 15 APRIL**

<b>ITEM 44:</b> <b>ID: I022312</b>	<b>ECONOMIC AND CITY CENTRE STRATEGIES</b> <b>Report Status: Provisional: Awaiting further information, advice or input.</b>
New city-level and city centre strategies and actions are being developed from Sept 2019 to May 2019 with focus on triple bottom line actions: economic growth, social/equity, and environment.	



**To:** Cabinet

**Date:** 3 October 2019

**Report of:** Head of Housing

**Title of Report:** Floyds Row – Single Homelessness Engagement and Assessment Centre – Approvals for additional capital funding and commissioning the delivery of the services from this new facility

Summary and recommendations	
<b>Purpose of report:</b>	To seek approval to increase the capital budget envelope for the Floyds Row project; to delegate authority to commission further capital works; and to commission the service contract to operate services from this new project.
<b>Key decision:</b>	Yes
<b>Executive Board Member:</b>	Councillor Linda Smith, Deputy Leader and Cabinet Member for Leisure and Housing
<b>Corporate Priority:</b>	Meeting Housing Needs
<b>Policy Framework:</b>	Housing and Homelessness Strategy 2018 to 2021
<b>Recommendations:</b> That the Cabinet resolves to:	
<ol style="list-style-type: none"> <li><b>Recommend that Council</b> revise the capital budget for this project, to take the capital envelope of the project to £1,892,300, including contingencies, as outlined in Appendix 3 Option A, increasing the budget by £1,134k. Noting grant funding already secured of £275k capital funding from the Ministry of Housing, Communities and Local Government (MHCLG), and £100k from Public Health England, which will reduce the funding requirement from the Council's 2019/20 capital programme accordingly, and noting that additional external funding contributions are being progressed from a variety of sources, including the MHCLG; Oxfordshire District and County Councils; the Oxfordshire Clinical Commissioning Group and other charitable sources; and</li> <li><b>Recommend</b> that Council make budget provision for the gross revenue costs of providing Floyds Row in the sum of £1.069 million in 2019-20 funded by grants and contributions; and</li> <li><b>Delegate authority</b> to the Assistant Chief Executive, in consultation with the Head of Finance and Head of Law and Governance, to enter into contracts to complete the full capital works to convert the building (phases 1 and 2), on the basis that in the opinion of the Head of Finance, that this continues to</li> </ol>	

represent best value; and	
4.	<b>Delegate authority</b> to the Regeneration and Major Projects Service Manager, in consultation with the Heads of Housing and Finance, to enter into a lease of Floyds Row for a peppercorn rent, on the basis as summarised in this report; and
5.	<b>Delegate authority</b> to the Head of Housing, to enter into a Service Contract as set out in this report, for the delivery of services at Floyds Row from 1 <sup>st</sup> April 2020 to 31 <sup>st</sup> March 2021, and to
6.	<b>Note</b> that the current Street Outreach Team contract with the Council will be varied to include the interim service arrangements (worth c.£400k) up to end March 2020 within existing budget and funding envelopes; and
7.	<b>Delegate authority</b> to the Head of Housing to undertake the re-procurement of the Street Outreach and Floyds Row commissioned services during 2020/21, noting a further report will be brought to Cabinet in late 2020, to recommend the award of contract; and the annual report on rough sleeping and single homelessness commissioning spend, will be brought to Cabinet in March 2020; and
8.	<b>Agree</b> to provide the grant funding proposed in this report in order to facilitate the initial trial period of operation of the Floyds Row assessment centre; and to
9.	<b>Note</b> the progress with the development of this venue and new services, as part of a wider transformation programme. Noting that interim Somewhere Safe to Stay and Winter Shelter services will commence from Simon House from late October 2019, with some services moving to Floyds Row in January 2020, with the current programme expecting the completion of Floyds Row by end March 2020.

Appendices	
Appendix 1	Risk Register
Appendix 2	Equality Impact Assessment
Appendix 3	Financial Analysis and Comparability Statement of Proposed Options

## Introduction and Background

1. This report provides an update to Cabinet on the continued progress of the development of Floyds Row, as the venue for the delivery of a new engagement and assessment centre for rough sleepers and single homeless people. Project Approval was given at City Executive Board on 10<sup>th</sup> April 2019, and the CEB recommendation to amend the initial capital budget for the project was agreed at Council.
2. As with other areas of the country, Oxfordshire has seen a dramatic increase in the numbers of rough sleepers on its streets. Whilst rough sleeping is most visible in Oxford where the majority of services are provided, single homelessness is experienced – and its' impacts felt - across the county. Quarterly street counts

carried out by Oxford City Council continue to show that whilst the number of people sleeping rough fluctuates, the general trend remains high and most people sleeping rough in the city do not have a connection to Oxford.

3. The high number of rough sleepers and people at risk of rough sleeping calls for a rapid and effective response. On average, over the past year, the City's outreach team have identified 20 individuals each month who were brand new to rough sleeping in Oxford, with this sometimes being much higher – 42 in May 2019. The human cost of rough sleeping is severe; the average age of death for a person who dies whilst living on the streets or in homeless accommodation is 47 years old compared to 77 for the general population. A high and increasing proportion of people sleeping rough and accommodated in the Adult Homeless Pathway are experiencing multiple disadvantage, including drug and alcohol dependency and mental health issues.
4. The Oxfordshire councils and the Oxfordshire Clinical Commissioning Group have already recognised that there is a need to work together to tackle this issue, and build on the current joint commissioning arrangements to review needs and services across the county and develop a strategy for rough sleeping and single homelessness in Oxfordshire. The City Council and District Council partners have committed through successive funding bids to delivering the government's ambition to halve rough sleeping by 2022 and end it by 2027. The successful bids to Rough Sleeping Initiative (RSI) and Rapid Rehousing Pathway (RRP) funding submitted by Oxford City Council and Cherwell District Council on behalf of partner authorities, have helped to develop more co-ordinated services for persons sleeping rough or at risk of homelessness.
5. In Oxford, the City Council's successful bid for (RSI) funding has already delivered positive results. 44% of rough sleepers who visited the new multi-agency service hub between September and March 2019 were in long term accommodation by the end of the period and only 27% were still rough sleeping (almost two thirds of whom were rough sleeping prior to 2018/19). The November street count in Oxford was down from 61 in 2017 to 45 in 2018, suggesting a good impact from the initiatives in place so far.
6. Floyd's Row is the first step towards the transformation of Oxfordshire's services and support for rough sleepers and single homeless people, with the focus on prevention and early intervention, engaging people with services and co-producing accurate assessments of need in order to prevent a return to the street.
7. The vision for Floyds Row is that it will deliver a range of services that will be available to all those in need (regardless of local connection), including:
  - Dedicated **winter shelter** (16 spaces) and an **assessment hub** operating 24/7, 365 days a year, as a safe venue to support people rough sleeping and often with complex needs
  - Specialised clinical **treatment hub** for single homeless people with drug and alcohol issues which will greatly improve opportunities to engage people in

- services when they seek accommodation; improve health outcomes; and reduce dependency on emergency services
  - **Somewhere safe to stay service** (20 spaces) stays of up to seven days including some provision to those without recourse to public funds, and
  - **Staging Post** (20 spaces), to accommodate people for up to 28 days to facilitate them moving forward with their housing plan.
8. The accommodation facilities will mostly be dormitory based, but will have separate provision for women, and separate rooms/ bedrooms that can be available for vulnerable people
  9. Crucially, Floyds Row will provide a front door available to clients at risk of rough sleeping. As such it is a key enabler for a new preventative focused way of working, building on the success of the current countywide Trailblazer programme, as well as joint working between Housing Options and outreach teams at the temporary RSI hub.

## **Progress Update**

10. The City Council was successful in its bid to the MHCLG, under the Rapid Rehousing Pathway fund, to support the project at Floyd's Row. The bid was led by the City council but made in partnership with the other Oxfordshire Councils. The grant awarded was for £275,000 capital funding and £483,700 revenue for spending in 2019/20. This was conditional on the Council delivering an interim Somewhere Safe to Stay Service in a temporary location prior to the service being delivered from Floyds Row, once the building is ready.
11. Public Health England has also awarded £100,000 of capital funding to the project, following a successful bid submission made in partnership with Oxfordshire County Council. This will fund a clinical treatment facility for drug and alcohol recovery, as part of the offer for clients visiting or staying in the building.
12. Since the City Executive Board meeting in April 2019, and the bid submission, the development of the building and services at Floyds Row has progressed at pace under existing budget approvals. Since then, the full extent of the works required to change the use of the building for this new purpose has been fully explored; costed and market tested. These costs have however, increased significantly from the initial estimates and the budget envelope originally envisaged, with both revenue and capital funding gaps currently identified.
13. The significant capital cost increases have mostly been driven from requirements to meet current building regulations due to the change of use of the building, and also the scale of the proposals. The capital cost of the project has developed as follows:

### **a) Initial Project Cost - April 2019 - c.£550k**

This estimate was based on in-house costings and limited property survey work, with no developed proposals as to what the new service would require.

**b) First works estimate - June 2019 - c.£750k**

This was based on the Quantity Surveyor's report at initial plan stage. This was a desk-top exercise but did not at that stage include full inspection information, and assumptions were made on certain physical aspects of the building.

**c) Overall Project Cost - August 2019 - c.£1.9m**

This final costing now fully takes into account the detailed design, including all the requirements to meet current building regulations due to the change of use. It includes fees; strip-out works; construction; fit-out, a construction contingency for any additional costs associated with phasing and a 10% project contingency. The construction element includes items of considerable cost:

- Thermal efficiency – including secondary glazing, photo voltaic panels; etc
- Disabled access – to include ramps; toilets; showers; door changes/ automated door opening
- Fire safety – additional fire detection and compartmentation measures considerably over the current installation
- Additional toilets and showers due to the change of use and numbers of clients that may be accommodated overnight
- Removal of the suspended ceiling for design; operational; housing management; health and safety; and fire safety reasons
- Full replacement of the heating system (including hot water supply)
- Replacement of lighting and power cabling, etc
- Mechanical ventilation sufficient to meet the change of use, the old system having been identified as not providing sufficient air-change capacity
- New stud walls; glazing; and decoration to provide a 'psychologically-informed environment' that meets with design principles of this being a welcoming; functional; familiar; calm; visibly safe; versatile; and busy space

14. In order to progress with the project and meet ambitious deadlines for the opening of additional services this winter, some works (within the existing budget envelope) have already been progressed, Oxford Direct Services Ltd (ODS) having successfully tendered for this work.

15. Due to the increased costs, beyond the current capital envelope, the construction of the project has been split into phased elements:

- Initial strip out works (early July to end of August 2019) – already completed – c.£80k
- Phase 1 construction (early September to end November 2019) – c.£720k – To complete one wing of the building and all plant/ core services. Work is underway with a letter of intent issued by the City Council to ODS for up to £600k of works, with this as the budget limit to ensure works are within existing budget approval.
- Phase 2 construction (early December to end of February 2020) – c. £713k (plus some additional costs, estimated as up to £70k due to the splitting of

the contract into two phases) – To complete the remaining two wings of the building

16. Further cost information is provided later in this report and in Appendix 3. The project requires additional spending approval of capital funding of c. £120k to complete phase 1, recognising that an additional sum of £250k has already been vired within capital budgets under officer delegations.
17. The timescales for completion of the building are now based on phase one completing (the first wing of the building) by December 2019, with snagging; fit-out; and staff training then expected to take place through December, for an opening at the start of January. The remaining wings are expected to be completed in Spring 2020, if funding is provided.

## **Service Delivery**

18. Officers now have greater certainty over the expected delivery costs of this service. These have also risen substantially since estimates in early Spring 2019, in the main, in order to provide a sufficient staffing cohort that can operate the building safely and achieve the desired outcomes for clients that the Council requires, not least in terms of rapid move-on, and to operate this in a shift pattern that allows for the 24/7 operation of the building, and full assessment and engagement processes, from breakfast to late night, on every day of the week.
19. Similar services delivered by St Mungo's in London have seen promising outcomes, with 1643 clients entering 'No Second Night Out' (NSNO) hubs in London in 2018-19, and only 20% subsequently seen sleeping rough.
20. Currently, in Oxford, St Mungo's are commissioned to deliver an outreach service at a cost of approximately £350k per annum, with eight full-time staff. Additional pots of funding have been secured throughout the year and have already been used to commission additional services on top of this core contract, as follows:
  - RSI funding - three additional outreach workers
  - Controlling Migration Fund - an EEA migrant focused worker
  - Rapid Rehousing Pathway funding - two additional "navigator" posts
21. St Mungo's will be commissioned to deliver the services at Floyds Row, including the Street Outreach team (although reducing the additional services, listed above, when these current funding streams end). The annual net cost of the full project to the Council is £1.2m (on average, over the four years). In addition to this, £120k will be contributed by St Mungo's each year, subject to the full project being progressed and a long-term lease being agreed.
22. The Council spend will be partly funded through the re-profiling of expenditure that currently goes towards the core outreach cost, and also funded partly by income from service charge (which contributes towards the cost of housing management

staff). In year one, costs are covered as they will also be supplemented by some MHCLG grant funding. From year two however, there is a deficit.

23. A Memorandum of Understanding on a Strategic Partnership between St Mungo's and Oxford City Council has been drafted for agreement. One element of this is for a 30 year lease of Floyds Row to be agreed between the Council and St Mungo's. This is proposed to be charged at a peppercorn rent only. The lease will require St Mungo's to enter into a reasonable management agreement with another provider should that provider be commissioned to provide the service after April 2021.
24. Break clauses will also apply at review points in the lease to allow each party to reassess the service requirement landscape, emerging needs, and other initiatives and financial circumstances. The current planning consent for Floyds Row, in terms of change of use, is currently only for five years also. The financial cost of seeking planning consent for change of use again, should that be required from year 6 on, is negligible.
25. The rental income assumptions within Council budgets for the lease rental return on the building, which is foregone, is proposed to be recompensed from the revenue funding for this project, and this assumption is included within the financial modelling .

### **Interim Service arrangements**

26. Given the challenges in delivering Floyds Row, the building is not expected to be ready for service delivery until late December 2019. As the Council has committed to the MHCLG to deliver the Somewhere Safe to Stay (SSStS) service by the 21<sup>st</sup> October 2019, and members have committed to provide a winter shelter from early winter, the Council has put in place arrangements for an interim service, to operate out of Simon House, managed by St Mungo's. This interim arrangement will have twelve spaces for an SSStS service and between ten and fifteen spaces for a winter shelter.

### **Procurement Arrangements**

27. In order to commission services up until March 2020, it is proposed that the current Street Outreach contract with St Mungo's is varied for this purpose. This contract is for £350k per annum and was granted on a 3 years+ the ability to extend for a further 2 years basis. Procurement rules allow for variation of up to 50% of the total contract value in certain circumstances. It is proposed that an additional c.£400k be added onto the contract, which is within this permitted level of flexibility and meets the further requirements of contract extension.
28. When the current contract with St Mungo's expires, it is proposed that to facilitate a trial period of the revised operation, a one year grant agreement be entered into with St Mungo's from 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2021, to fund the outreach and Floyds Row services, before going to full tender. This allows for the rapid mobilisation of this service; time for the service to bed in and for lessons to be

learnt; and to enable a full and evidenced specification to be written for tender. This trial period is important given this service is different to any delivered previously.

## Options

29. Officers recommend that Floyds Row is fully developed (Option A) as this provides the best value for money, as well as the best outcomes for clients.

30. However there are options to partially complete the project:

- **Option A:** Full completion of project, delivery of 20 Staging Post beds, 20 StSS beds and 16 Winter Shelter beds in addition to assessment hub
- **Option B:** Completion of two wings [with construction ceasing part way through Phase 2]. Delivery of 20 StSS beds and 16 Winter Shelter beds in addition to assessment hub. No Staging Post
- **Option C:** Completion of one wing only with construction ceasing at the end of Phase 1]. Delivery of 12 StSS beds and 4 Winter Shelter beds in addition to assessment hub. No Staging Post

31. Table One summarises each option in financial terms (further detail in Appendix 3)

**Table One: Financial Appraisal of Options:**

		£ 000			Revenue		
		Capital	Y1	Y2	Y3	Y4	Y5
Option A: Three Wings	Total Costs	1892	1069	1500	1500	1500	1500
	Total Income	934	1069	903	726	726	726
	<b>Total Gap</b>	<b>958</b>	<b>0</b>	<b>597</b>	<b>774</b>	<b>774</b>	<b>774</b>
Option B: Two Wings	Total Costs	1496	1069	1280	1280	1280	1280
	Total Income	934	1069	655	478	478	478
	<b>Total Gap</b>	<b>562</b>	<b>0</b>	<b>625</b>	<b>802</b>	<b>802</b>	<b>802</b>
Option C: One Wing	Total Costs	1131	1069	1180	1180	1180	1180
	Total Income	934	1069	572	395	395	395
	<b>Total Gap</b>	<b>197</b>	<b>0</b>	<b>608</b>	<b>785</b>	<b>785</b>	<b>785</b>

32. Option A represents the best value for money in terms of revenue spend. Option B leaves a higher revenue gap whereas Option C leaves a slightly lower gap – but by providing significantly fewer services and accommodation spaces.

33. Appendix 3 also illustrates that Option A represents best value, by showing a cost per bed calculation. Option A is shown with the net cost representing a cost per



bed space of £69,238. Option B represents £99,800 per bed space, rising to £197,488 in Option C, which has the least value for money.

34. The relative costs come about for the following reasons:

- In Option A, St Mungo's are providing £120k of additional funding to the model, on the basis of a long term partnership agreement.
- Also only in Option A, some of the rental costs of the building can be offset by rental income from the Staging Post. This is not possible in Options B or C.
- Option A allows for staffing efficiencies to be made when running multiple services from the same location.

35. It is possible that under Options B and C, alternative use of the unused wings could be made which could generate additional income. However significant work would be required to assess whether this is viable, and additional capital improvement works will be required. It is not expected that full market rent would be achieved.

36. Options B and C are not recommended due to poor expected client outcomes (no step change from current provision) and that the costs required do not therefore represent best value. In particular, Option C is not recommended as it leads to an overall net loss of beds (some sit-up beds will be lost and only 16 beds gained at Floyds Row).

37. If the recommended option to proceed with the full contract (Option A) is not proceeded with, then there are still cost impacts that need to be funded. If the Council was not to proceed with Option A these would be:

- a. The remainder of phase 1 costs (to bring one wing into use). As detailed in paragraph fifteen, this requires an additional £370k spending – £120k of which has yet to be approved by Council.
- b. Revenue costs (net of reduced income) to operate the service as set out above

## **Financial implications**

38. The financial modelling for each options costs and funding, for capital budgets, with revenue modelling, are set out in Appendix 3. For the preferred option of 56 bed spaces the following financial implications are relevant :

### **Capital**

- Increase the capital budget from £758k to £1,892k noting the need to borrow to finance this additional spend with a cost of capital of around 6% and noting existing grant funding of £375k.

### **Revenue**

- Agreeing a net revenue budget for the operation of Floyds Row of approximately £774k per annum and noting

- the cost of operating the service to the Council, as provided by St Mungo's at £1.2 million per annum (net of funding from St Mungo's of £120k per annum)
- the reduction in the sit up and outreach service of £410k per annum
- that the rent on the building estimated at £180k per annum is to be covered within the project finances
- the increased revenue cost can be covered initially from grants in year 1 of operation in 2019-20 and from the Councils homelessness reserve until this is exhausted in 2022-23. An alternative funding stream will be required from thereon if Floyds Row is to remain open.

39. In light of the increased costs associated with project delivery, the Council is pursuing a number of potential routes for additional funding:

#### **i) Capital**

The identified funding gap of £958k is likely to reduce, if all of some of these deliver:

##### **a) Further MHCLG grant**

The Leader of the Council has written to Robert Jenrick MP, the new Secretary of State at MHCLG, outlining the full costs of the scheme and requesting further contribution. Officials have indicated that they expect that further funding will be made available for 2020/2021 ahead of consideration for longer term funding as part of the comprehensive spending review in 2021/2022. Nationally, a sum comprising of more than the national Rough Sleeper Initiative (RSI) and Rapid rehousing Pathway (RRP) funding streams has been provided for the 2020/2021 year, suggesting that a continuance of current programmes at current rates may be possible. £275k capital funding has been provided to date.

##### **b) Fundraising**

Fundraising from the Oxfordshire Community Foundation; St Mungo's and other community options are expected to deliver additional funding into the project. Two easily identified areas for this, at the lowest scale, would be to fund the fit-out (£50k) and landscaping work costs (£25k)

##### **c) Contingencies**

Provision for contingencies has been included for phase 1 and phase 2 of the construction project, however, as indicated by the risk register, extensive survey; opening-up; and strip-out work has already been undertaken to minimise this risk. Any contingency not spent reduces the capital requirement of the project

#### **ii) Revenue**

The identified funding gap of £785k pa, from year 3, is likely to reduce if all of some of these deliver:

##### **a) Further MHCLG grant**

As indicated above, further funding has already been requested from the MHCLG for Floyds Row. Nationally, the funding for rough sleeping and single

homelessness has been maintained (and slightly increased overall) for 20/21, and we expect to work with the MHCLG to co-produce a proposal this Autumn. £452k has already been awarded for Floyds Row/ interim service revenue costs in 19/20 from the RRP fund. The continuance of RSI funding is also possible in addition to this (c.£500k awarded for 19/20) and likely to be considered together.

**b) Contributions from Countywide partners**

The Chief Executive has asked the County Council and Oxfordshire District Councils to also consider each making a contribution to this project for at least two years, in recognition of the countywide impact of rough sleeping and the services that are to be developed at this site. The OCCG (Oxfordshire Clinical Commissioning Group) has also been asked to consider this request.

**c) Fundraising Strategy**

The Council is developing a fund raising strategy with St Mungo's and the Oxfordshire Community Foundation (OCF) to seek contributions from donors. St Mungo's have already agreed to fund three posts – equivalent to c.£120k per year. The Council has committed to developing a longer term strategic partnership with St Mungo's and for a leasing arrangement that would facilitate further fund raising by St Mungo's, with consideration of sharing some of the financial risk of these funding streams being insufficient to meet identified funding gaps.

**d) Service transformation**

Service transformation of the adult homeless pathway is also underway and savings from current commissioning are also expected to help fund the additional revenue costs of this project.

40. Without any of these sources of funding secured, the project will not be viable in the longer term. Little of this fundraising strategy can be relied on at this current moment. If no further funding is identified, the shortfall could be funded initially from reserves. There are additional pressures from the cost of homelessness which is already charged to the homelessness reserve besides of Floyds Row and in the absence of any savings or grant assuming Flexible Homeless Support Grant of £500k per annum, which has yet to be confirmed past this year then the reduction on the homelessness reserve would be exhausted by the end of year 3 (2021/22) of this project.

41. Given the time pressure to continue with the construction of the 56 bed accommodation to meet opening times in January 2020, and then Spring 2020, Members will need to consider initially how the increased costs can be accommodated pending the review of the Councils budget in December 2020. If funding from other sources (including MHCLG grants and contributions from other partners) were secured, this would allow the use of reserves to be re-profiled and spread over a longer period of time. Any remaining funding gap will need to be met through further transformation of the Countywide adult homeless pathway or through identifying funding from other sources.

42. Given the time pressure to continue with the construction of the 56 bed accommodation to meet opening times in January 2020, then Spring 2020, Members will need to consider initially how the increased costs can be accommodated pending the review of the Councils budget in December 2020.

### **Legal issues**

43. The capital and service contract arrangements and route to commissioning the full service are considered to comply with The Public Contracts Regulations 2015. In particular the contract extension with St Mungo's meets the requirements of Regulation 72 (1)(c) as all of the following conditions are fulfilled:
- (i) the need for modification to the contract has been brought about by circumstances which a diligent contracting authority could not have foreseen;
  - (ii) the modification does not alter the overall nature of the contract;
  - (iii) any increase in price does not exceed 50% of the value of the original contract
44. The Council has a duty to try to prevent and relieve homelessness under the Housing Act 1996, as amended and its responsibilities and duties under the Homelessness Reduction Act 2017 to prevent and relieve homelessness for all eligible applicants threatened with homelessness, regardless of priority need.. The Council also has general powers under the Localism Act 2011 that it may use to provide additional community well-being services.

### **Level of risk**

45. A Risk Register is provided at Appendix 1.

### **Equalities impact**

46. 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 persons in housing need under all the options considered, with the greatest positive impact, for more people, resulting from Option A.

### **Conclusion**

47. That the Council should look to use this rare opportunity to deliver a new and exceptional service at the Floyds Row location that will deliver a new range of early service interventions to persons sleeping rough and single people at risk of homelessness, and provide a step-change in transforming provision in Oxford and Oxfordshire.
48. That officers will continue to develop all the initiatives identified above to close the funding gaps identified through alternative funding streams.

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<b>Background Papers:</b>	<b>None</b>

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Appendix 1: Risk Register - Cabinet - 3 October 2019

last updated: 06/09/19

Polly McKinlay  
Dave Scholes  
Rachel Lawrence

PM  
DS  
RL

Project Manager - Senior Commissioning Officer (Rough Sleeping and Single Homelessness)  
Project Sponsor - Housing Strategy and Needs Manager  
Rough Sleeping and Single Homelessnes Manager

Ref	Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Controls						
								I	P	I	P	I	P	Control description	Due date	Status	Progress %	Action Owner		
1	Further building control requirements	Building control identifies items required not currently costed - e.g. fire modifications, energy efficiency measures, additional showers and toilets, etc	Threat	Draft costings did not take into account building regulations	Would increase overall cost	11.3.19	PM/DS		3		3	4	5	2	2	There is a 10% project contingency and a 10% build contingency, built into the costings. We have done some initial work with building control, and will make it a priority when the architectural team is appointed. We will investigate similar projects to see how they navigated requirements.	Ongoing	Building control requirements have increased the cost significantly	90	PM and DS
2	Council governance delays	Council governance processes are unable to agree to move the project forward at exactly the point where this is needed	Threat	Council governance processes are slow and/or officers not understanding of processes and deadlines	Delay in award of and progression with build contract	11.3.19	PM/DS		2		3	2	2	1	1	A project timeline will be assembled so that the project team are aware of critical points and when submissions must be made	Ongoing	Key dates are being scheduled in and papers being prepared- e.g. the April CEB. Risk of leaders not approving funds for phase 1. Phase 2 being delayed until approval from cabinet and council in October but phasing approach means little overall impact.	50	PM
3	Capital costs shortfall	The funds required to build the project cannot be met from income sources and so need to be covered by housing reserves.	Threat	Unsuccessful bid to MHCLG and failure of fundraising attempts	Housing reserves reduce significantly and by the end of the current MTFP period, the Council would need to assess homelessness risks against the size of the reserves and potentially make financial adjustments to improve the position	13.3.19	PM/RL		3		3	4	4	3	3	Bid being submitted to RRP Fund. Advice of RS advisor will be sought prior to submitting bid to ensure maximum chance of success. External trusts (e.g. OCF) pursued for fundraising opportunities.	Ongoing	Capital costs are much higher than originally projected and thus whilst funding has been secured from MHCLG and PHE, there is still a shortfall	70	PM/RL
4	Provider (revenue) costs increase and there is a shortfall in meeting them	A service provider cannot be identified to provide the service specified within the cost envelope envisaged. Lease and revenue cannot be agreed with new provider	Threat	Unrealistic demands from service provider, poor relationship and/or negotiation between client and service provider, unrealistic cost estimates from client	Service revenue costings increase without income to meet them and/or reduced service offer must be put in place	13.3.19	PM/RL		4		4	3	3	3	2	Advice of initial service provider is being sought, so they can provide input into costings which appear realistic and appropriate. Cost information from comparable services have been used, with the staff team required and FTEs considered	Ongoing	Revenue costs are much higher than originally anticipated. Significant mitigation has already taken place, with costs much reduced from the initial position. Receipt of further government funding is likely, however this remains a significant risk. Delays in opening service have led to delays in decommissioning of other services, also impacting on revenue position.	60	PM/RL
5	Phase 2 not given approval	Cabinet does not give approval to Phase 2 of project so that only one wing is developed	Threat	Cabinet decides that Phase 2 is unaffordable given capital cost increase	Second and third wings are not built and cannot be used for the service. Poor VfM given phase 1 costs include some overall building costs	6.9.19	PM/DS		4		2	4	2	2	2	Advise cabinet and council of reasons to undertake Phases 1 & 2 - that this represents best value for money. Consider alternative uses for other wings if not developed for this use.	Ongoing	This will be known by mid October	50	PM/DS
6	Design stage identifies further and currently uncoded build requirements	Additional and previously unidentified issues being identified during the build process that require additional works or spend	Threat	Build requirements not being thought through in draft design, e.g. air circulation systems, etc	Could increase time or cost	11.3.19	PM/DS		3		3	4	5	2	2	There is a 10% project contingency and a 10% build contingency, built into the costings. Feasability work has been undertaken to ensure draft design is based on building requirements as far as possible. Process of co-design will help further ensure this.	Ongoing	Well controlled risk	90	PM/DS
7	Design stage identified further planning requirements	Design stage identifies further works that require further planning permission	Threat	Original planning application did not foresee additional requirements	This could create delays on process & further risk of no approvals	11.3.19	PM		2		3	2	5	2	2	We have liaised with planning to ensure that the initial correct planning application was made and we will be clear with the architectural team that external works should be avoided where at all possible	Ongoing	This was the case (unavoidable) and has had a small impact on cost, but was approved in good time	90	PM
8	Building Control not approved	Building Control does not give approval to overall design concept	Threat	Design concept did not take into account building control	Unable to deliver concept and/or need to spend money/time reconfiguring	11.3.19	PM		4		2	3	1	3	1	Advance conversations were had with building control. Will seek to engage them with architectural consultants early.	Ongoing	Tracker being updated. Majority of items are green. Few items still to be cleared with further information to be provided by architects. However no outstanding major	75	PM

9	Phased approach	Project is being completed in two phases in order that it can start to be delivered as early as possible.	Threat	Increased costs of phasing (e.g. erecting barriers), risks to clients if building work taking place whilst building already being occupied.	Need to deliver project as early as possible to deliver services	13.3.19	PM/DS/MS		3	4	2	4	2	4	Ensure that phased approach is properly costed and that health and safety guidance is followed and given to architects/constructors as relevant.	Ongoing	Phased approach is planned. Phasing impact on price known and accounted for. Pre-construction meetings and ongoing meetings with contractors to minimise H&S risks.	50	PM/DS/MS
10	ODS build/supply chain delays	Direct Services cannot schedule the work to start as expected, nor can complete within the proposed contract length, or experience difficulties mobilising required suppliers - e.g. for a new boiler.	Threat	ODS not prepared and/or timeframe unrealistic and/or suppliers not mobilised quickly enough	Would create delays on the project and delay opening	11.3.19	PM/DS		4	3	3	3	2	3	Advance planning, consideration of a phased approach to delivery and internal discussions with ODS to make them aware of timeframe and prepare to deliver project. Advance planning for supply chain issues - e.g. being aware of lead in time required to source new boiler.	Ongoing	Initial discussions taken forwards with ODS. Phasing still being considered	30	DS/MS
11	Architectural delay	Architects firm does not complete the work in the required timeframe	Threat	Architects do not have sufficient time. Client does not manage sufficiently, or timeframe unrealistic	Would create delays on the project	11.3.19	PM/DS		3	3	3	3	2	2	The limited timeframe has been made very clear in the tender and will further be made clear when architects appointed, with a timetable laid out from the start. The client will manage the architects throughout the design process, to ensure they stay on track.	Ongoing	Architects have completed work in good time however there have been some delays - e.g. getting M&E information and providing it to building control. Further delays could still occur - e.g. in phasing of project. Regular meetings taking place to ensure project completed on time	80	PM/DS
12	HB income insufficient	Insufficient income from housing benefit	Threat	Rate card is knocked back for being excessive. Claims are not made and/or clients are not followed up for payment	Scheme is forced to draw on reserves more than intended	13.3.19	PM/RL		4	4	3	2	2	2	Clients will not be asked to pay a direct service charge in the 72h SStS service. The service specification will include making HB claims as a specific role requirement. Voids and bad debt provision have already been factored into calculations and HB Service Manager has been consulted on scheme and agrees with the concept/ HBV eligibility expectations	Ongoing	Detail being finalised with rate card and spec, however positive foundations have been laid with service internally to fast-track claims. St Mungos foresee high risk with claiming full rent/service charge - final approach yet to be	70	PM/RL
13	Difficulty in mobilising service provider	Service Provider does not have staff and sufficient logistics in place in order to open service by early winter.	Threat	Service Provider is unable to mobilise sufficiently in order to provide service specified, and on time, due to poor time management and planning, any legal difficulties (e.g. TUPE implications), or unrealistic demands from the Client	Service cannot be provided on time	13.3.19	PM/RL		4	4	3	2	3	2	Early and consistent consultation with service provider, quick resolution by Client to any issues that arise, advice sought promptly and as needed, Client to provide realistic timeframe and mitigations for delays in getting to full staffing capacity	Ongoing	Many discussions have been had with service provider who are aware of timeframe. Recruitment has now started in good time. Advice has been sought on legal implications e.g TUPE. Some early issues apparent - e.g. senior service manager going out to advert again following no suitable candidate found. Secondment opportunities being identified as Plan B	60	PM/RL
14	Poor constructor quality	Contractors do not complete the work to the required standard	Threat	Poor quality instruction and/or poor quality leadership and workmanship	Could mean project of poor quality	6.9.18	PM/DS		4	2	4	2	4	2	ODS are subject to rigorous checks on quality. JCT contract being put in place to ensure expectations clear. Strong internal relationships to manage any disputes or issues	Ongoing	Regular meetings held between client, architects and constructors to ensure high quality and any misunderstandings resolved	50	PM/DS
15	Poor architectural quality	Architects firm does not complete the work to the required standard	Threat	Architects do not have sufficient expertise or time. Client does not instruct sufficiently. Result in building not being well designed for use.	Could mean project of poor quality	11.3.19	PM/DS		4	3	4	2	2	2	A tendering process has been undertaken to ensure that a high quality firm is selected, and a draft specification written to ensure the brief is clear. They will be managed closely throughout the process by a client who has sufficient understanding of project requirements.	Ongoing	Architects appointed through competitive tender and with clear specification. Finalising specification for stage 5 to ensure continued high quality input.	80	PM/DS
16	Costs/Variation exceeding contingency	The price of construction goes over the price quoted due to variations required	Threat	Quote was unrealistically low or building surveys/scope of work was incomplete and did not foresee necessary variations	Would make the project more expensive.	11.3.19	PM/DS		3	3	2	2	2	2	Architect and constructor has been made aware of limited cost envelope. Contract includes contingency and a minimum of provisional items.	Ongoing	Gavin Cumberland in charge of any variations and has enough knowledge to interrogate necessity well	50	PM/DS



17	Poor service outcomes	The service does not succeed in moving people off of the street and into sustained positive outcomes	Threat	Poor performance by service provider, insufficient enablers (e.g. poor sytems, limited availability of move-on options, staffing issues). Undefined expectations - people expect too much from it	Service attains a poor reputation and only has limited success in ensuring that nobody has to sleep rough on streets of Oxford	13.3.19	PM/RL		3	3	3	2	3	2	Tightly specified service specification with clear monitoring arrangements in place to ensure outcomes are achieved. Broader transformation programme of work to ensure that enablers are in place - e.g. expansion of move on accomodation	Ongoing	Further work to do on wider transformation programme and on specifying and defining service outcomes and measurements but we have a good base to progress from including a draft specification and clear expectations with provider. Not a current risk	50	PM/RL
18	Project not used by clients	Client refusal to use project/insufficient engagement	Threat	Poor reputation, design creates risks for clients	Project cannot reduce rough sleeping numbers as hoped	13.3.19	PM/RL		3	3	3	3	2	2	Clients are engaged in deisgn of project, to ensure it reflects service user needs. All rough sleeping data indicated high levels of need for this service. Street engagement approaches will be amended to reflect this new provision, as will the relationship between this service and others in the adult homeless pathways/ other pathways. New area plan to be developed inc community safety	Ongoing	Co-design and consultation being built into design process. No current concerns	50	PM/RL
19	Impacts of service on local area	Clients using project behave in a way that has impacts on other clients in the project and on the surrounding area/city centre	Threat	Behaviour of clients is not appropriatley managed by service providers, design of building facilitates antisocial behaviour	Scheme gets a bad reputation amonst rough sleepers and amongst the public/neighbours which takes officer time to resolve and decreases project outcomes, clients are scared to use it and continue to sleep rough, major incidents happen which gives poor reputation and puts people at risk	13.3.19	PM/RL		3	4	3	3	3	2	Design will seek to include features that help provide a safe environment and reduce anti-social behaviour. Specification will include an anti-social behaviour management plan and stakeholder engagement	Ongoing	Architects spec includes concepts such as PIE, which will help to design a safe environment. ASB management plan will be based on work already undertaken at Bonn Square. No current concerns	50	PM/RL
20	Demand too high/Supply too low	Too many rough sleepers need to use the service and it does not have capacity, resulting in waiting lists	Threat	The number of rough sleepers increases more than anticipated or move-through the project is insufficient	The project does not have (or is perceived not to have) the expected impact on reducing numbers of rough sleepers, and members and public call for additional initiatives which cannot be funded.	13.3.19	PM/RL		2	4	2	4	2	3	Demand modelling for service, flexible capacity, flexible approach to commissioning of other services as required - subject to funding constraints. Tight management of adult homeless pathway, of voids etc, to ensure maximum throughput	Ongoing	Work has started on maximising effectiveness of services and adult homeless pathway - more to be undertaken	30	PM/RL
21	Demand too low/supply too high	There are not enough clients in need to fill the capacity of the service	Threat	Lower numbers of rough sleepers than expected. Particularly a risk in later years of the project, where we hope demand will decrease	Number of clients too low means insufficient housing benefit income	13.3.19	PM/RL		3	2	3	2	1	2	Other options for use of the space to be idenfitied so that some space can continue to attract income without the entire service needing to be decommissioned. Staff numbers to be flexible, by some posts being awarded on temporary contracts	Ongoing	Other options for income generation/use of space are still being explored	30	PM/RL
22	Dissatisfaction from other local stakeholders	Other providers may challenge the approach of client not initially procuring the service but instead awarding a grant contract	Threat	Initial service provision will not be procured - instead, existing contract wll be modified	Other providers service performance in other projects declines. RS&SH team members time is taken up in resolving disputes. Potential (though unlikely) legal challenge.	13.3.19	PM/RL		2	3	2	2	1	2	Maintain good relationships with other service providers and give them some input into project. Seek legal/procurement advice on likelihood and basis for any challenge. Seek to tender the new contract from year 2 on.	Ongoing	Other service providers being made aware of approach to be taken and being included in discussions about other ways they can contribute. No current concerns raised.	65	PM/RL
23	QS delays	QS requires longer than a week to cost the works schedule	Threat	Timeline unrealistic or architect does not appoint QS with sufficient time and/or expertise	Would create delays on the project	11.3.19	PM/DS		2	4	2	2	2	2	The limited timeframe has been made very clear in the tender and will further be made clear to the architectural team who will be closely managed by the client to ensure that appointment of QS is not delayed	Ongoing	Q/S appears to be producing work according to schedule. All Q/S work now produced	100	PM/DS
24	ODS tender delays	Direct Services require more than a week to provide a costed tender	Threat	Timeline unrealistic or ODS do not have sufficient time and/or expertise	Would create delays on the project	11.3.19	DS/MS		2	3	2	3	2	2	Advance planning and internal discussions to make clear to ODS that timeframe is had	Ongoing	Further discussions to be had with ODS. ODS quote now received.	100	DS
25	Procurement delay	Use of the portal creates delays in process	Threat	Portal has minimum time requirements	Would create delays on the project	11.3.19	PM		2	4	0	0	0	0	Solved - timeline reflects accurate speed of procurement which is not creating delays	Ongoing	Solved	100	PM/RL
26	Planning permission not approved	Planning permission not awarded or conditions unacceptable	Threat	Objections are raised against the application that lead members to vote against the proposal	Scheme cannot go ahead/appeal must be sought	11.3.19	PM		5	2	2	1	1	1	PM attending planning committee	Closed	Planning permission was granted 12.3, limited conditions were made, with expectation of discharge. Planning permission for the external was granted on 9.7	100	PM

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# Appendix 2

## Appendix 2: Equality Impact Assessment – Floyds Row – Cabinet 3 October 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 rough sleepers and vulnerable homeless persons through ensuring access to emergency short-stay accommodation and new engagement and assessment services.

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*

Consideration as to the protected characteristics of customers has been considered throughout the design and service specification stages of this project, and action taken to provide the most appropriate assistance to customers circumstances and needs, in this service and across the adult homeless pathway. The new services proposed offer access to more clients than previously, including those rough sleeping in Oxford but without local connection or recourse to public funds. The need to ensure the safety and security of all persons using the building is key, recognising that the services will be assisting highly vulnerable people, many with complex needs, with a key requirement being the safety and needs of vulnerable women and persons who may identify as LGBTQI+. The design brief also requires effective disabled access provision to be made to all services.

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 people as outlined. As much co-design was incorporated into initial designs as the timescale for rapid delivery allowed, and further service user engagement opportunities are to be identified and exploited in later phases of this work, and in the operation of the services themselves.

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

All plans and requirements will be monitored throughout the development period, and through regular contract management and monitoring once the new services are commissioned.

## Appendix 2

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

Appendix 3 - Floyds Row Financial Analysis and Comparability - Cabinet - 3rd October 2019

	Notes	Option A Develop All Wings						Option B Develop 2 Wings						Option C Develop One Wing					
		Year 1 2019/20	Year 2 2020/21	Year 3 2021/22	Year 4 2022/23	Year 5 2024/25		Year 1 2019/20	Year 2 2020/21	Year 3 2021/22	Year 4 2022/23	Year 5 2024/25		Year 1 2019/20	Year 2 2020/21	Year 3 2021/22	Year 4 2022/23	Year 5 2024/25	
		£	£	£	£	£		£	£	£	£	£		£	£	£	£	£	
Capital																			
Expenditure																			
External Fees		94,500	-	-	-	-		94,500	-	-	-	-		94,500	-	-	-	-	
Planning Fees		3,900	-	-	-	-		3,900	-	-	-	-		3,900	-	-	-	-	
Furniture and Fittings		50,000	-	-	-	-		40,000	-	-	-	-		25,000	-	-	-	-	
Demolition/Strip Out		82,400	-	-	-	-		82,400	-	-	-	-		82,400	-	-	-	-	
Landscaping		25,000	-	-	-	-		25,000	-	-	-	-		25,000	-	-	-	-	
Construction Costs (incl. contingency)		1,636,500	-	-	-	-	7	1,250,000	-	-	-	-	8	900,000	-	-	-	-	
Total Expenditure		1,892,300	-	-	-	-		1,495,800	-	-	-	-		1,130,800	-	-	-	-	
						1,892,300						1,495,800						1,130,800	
Funded by;																			
Original 2019/20 Capital Programme	1	( 59,000)	-	-	-	-		( 59,000)	-	-	-	-		( 59,000)	-	-	-	-	
Brought Forward from 2018/19	2	( 125,000)	-	-	-	-		( 125,000)	-	-	-	-		( 125,000)	-	-	-	-	
Rapid Rehousing Pathway Fund	3	( 275,000)	-	-	-	-		( 275,000)	-	-	-	-		( 275,000)	-	-	-	-	
Virement from Homeless Property Acq	4	( 250,000)	-	-	-	-		( 250,000)	-	-	-	-		( 250,000)	-	-	-	-	
Public Health England	5	( 100,000)	-	-	-	-		( 100,000)	-	-	-	-		( 100,000)	-	-	-	-	
Dilapidation Contributions	6	( 50,000)	-	-	-	-		( 50,000)	-	-	-	-		( 50,000)	-	-	-	-	
Feasability Funding		( 50,000)	-	-	-	-		( 50,000)	-	-	-	-		( 50,000)	-	-	-	-	
Charitable contribution : Landscaping	11	( 25,000)	-	-	-	-		( 25,000)	-	-	-	-		( 25,000)	-	-	-	-	
Total Funding		( 934,000)	-	-	-	-		( 934,000)	-	-	-	-		( 934,000)	-	-	-	-	
						( 934,000)						( 934,000)						( 934,000)	
						Shortfall	958,300					Shortfall	561,800					Shortfall	196,800
Revenue																			
Expenditure																			
Core Funded Outreach Contract		350,000	-	-	-	-		350,000	-	-	-	-		350,000	-	-	-	-	
Additional Costs (RRPF/RSI)		110,000	-	-	-	-		110,000	-	-	-	-		110,000	-	-	-	-	
Interim Service Costs		389,000	-	-	-	-		389,000	-	-	-	-		389,000	-	-	-	-	
Floyds Row Contract Costs		-	1,320,000	1,320,000	1,320,000	1,320,000		-	1,100,000	1,100,000	1,100,000	1,100,000		-	1,000,000	1,000,000	1,000,000	1,000,000	
Rental Costs		180,000	180,000	180,000	180,000	180,000		180,000	180,000	180,000	180,000	180,000		180,000	180,000	180,000	180,000	180,000	
Bills and business Rates	9	40,000						40,000						40,000					
Total Expenditure		1,069,000	1,500,000	1,500,000	1,500,000	1,500,000		1,069,000	1,280,000	1,280,000	1,280,000	1,280,000		1,069,000	1,180,000	1,180,000	1,180,000	1,180,000	
						7,069,000						6,189,000						5,789,000	
Income																			
Core Funded Outreach Contract		( 350,000)	-	-	-	-		( 350,000)	-	-	-	-		( 350,000)	-	-	-	-	
Contribution from St Mungos	10	( 120,000)	( 120,000)	( 120,000)	( 120,000)	( 120,000)		( 120,000)	( 120,000)	( 120,000)	( 120,000)	( 120,000)		( 120,000)	( 120,000)	( 120,000)	( 120,000)	( 120,000)	
Reserves		( 153,000)	-	-	-	-		( 153,000)	-	-	-	-		( 153,000)	-	-	-	-	
Navigator Funds		( 99,000)	-	-	-	-		( 99,000)	-	-	-	-		( 99,000)	-	-	-	-	
RSI Funds		( 166,000)	-	-	-	-		( 166,000)	-	-	-	-		( 166,000)	-	-	-	-	
Re-profiled Funds - Sit up/Outreach		( 410,000)	( 410,000)	( 410,000)	( 410,000)	( 410,000)		( 410,000)	( 410,000)	( 410,000)	( 410,000)	( 410,000)		( 410,000)	( 410,000)	( 410,000)	( 410,000)	( 410,000)	
Rapid Rehousing Pathway Fund	1	( 428,000)	( 24,000)	-	-	-		( 428,000)	( 24,000)	-	-	-		( 428,000)	( 24,000)	-	-	-	
Contribution to staffing costs from rent and service charge	12	( 26,000)	( 196,000)	( 196,000)	( 196,000)	( 196,000)		( 26,000)	( 68,000)	( 68,000)	( 68,000)	( 68,000)		( 26,000)	( 45,000)	( 45,000)	( 45,000)	( 45,000)	
Total Income		( 1,069,000)	( 903,000)	( 726,000)	( 726,000)	( 726,000)		( 1,069,000)	( 655,000)	( 478,000)	( 478,000)	( 478,000)		( 1,069,000)	( 572,000)	( 395,000)	( 395,000)	( 395,000)	
						Year 3 Gap: ( 4,150,000)						Year 3 Gap: ( 3,158,000)						Year 3 Gap: ( 2,826,000)	
						774,000	2,919,000					802,000	3,031,000					785,000	2,963,000
						Shortfall	3,877,300					Shortfall	3,592,800					Shortfall	3,159,800
						Total Shortfall						Total Shortfall						Total Shortfall	
Beds Spaces						Option A 56						Option B 36						Option C 16	
Cost per bed	13						69,238						99,800						197,488

Notes

1 This was the original budgetary provision provided as per Appendix 6 of the 2019/20 Budget Report approved in February 2019.

2 Unused resources from 2018/19 were carried forward and made available for the current financial year.

3 This represents the capital element of the £758,700 grant received. The remainder is to fund revenue activities.

4 Council approved a capital 2018/19 carry forward of £250k for Homelessness Property Acquisitions. However, the Head of Finance approved a virement of these resources to Floyds Row.

5 OCC received £100,000 from Public Health England.

6 This represents potential dilapidation claims from the previous commercial tenant that can be pursued as contribution towards the proposed development activity.

7 This is an estimate as there has been no costed quote for ODS undertaking two wings only

8 This is a very rough guestimate for ODS undertaking the work for one wing being developed.

9 Bills and business rates are covered by service charges once Floyds Row is occupied.

10 St Mungos are contributing 120,000pa, but only if the full model is developed.

11 If landscaping cannot be funded by charitable donations then the work will not be completed.

12 Rent and service charge also covers other building costs & occupancy costs (e.g. repairs, bills) as well as voids and bad debt provision.

13 Cost is shown as cost of the overall shortfall (capital and five years revenue costs) that requires additional funding

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**To:** Cabinet  
**Date:** 9 October 2019  
**Report of:** The Head of Community Services  
**Title of Report:** Leisure concessions

Summary and recommendations	
<b>Purpose of report:</b>	To present recommendations to improve how leisure concessions are used.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Linda Smith (Deputy Leader) - Leisure and Housing
<b>Corporate Priority:</b>	Strong Active Communities, Efficient Effective Council.
<b>Policy Framework:</b>	Leisure and Wellbeing Strategy, 2015 to 2020.
<b>Recommendations:</b> That the Cabinet resolves to:	
<ol style="list-style-type: none"> <li>1. <b>Approve</b> use of the Council Tax Reduction Scheme and or the housing element of Universal Credit as the primary criteria for concessions;</li> <li>2. <b>Approve</b> implementation of the changes shown in Appendix 2 in parallel with promotion of alternative memberships and discounted prices;</li> <li>3. <b>Agree</b> that the age that someone is able to qualify for an older person concession should be increased from 60 to 65, and then until it reaches 66 in October 2020 and 67 between 2026 and 2028.</li> <li>4. <b>Instruct</b> officers to conduct an annual review of concessionary categories alongside the annual fees and charges process;</li> <li>5. <b>Instruct</b> officers to look to implement improvements to the leisure concessions offer from 1<sup>st</sup> April 2020; and</li> <li>6. <b>Instruct</b> officers to review the target groups and decide any changes for when the leisure contract is retendered in 2023.</li> </ol>	

Appendices	
Appendix 1	Leisure sites in Oxford
Appendix 2	Benefits attracting concessionary rates (Bonus) and members
Appendix 3	A comparative benchmark of annual membership fees, 2018/19
Appendix 4	Benchmarking of leisure concessions, 2018/19
Appendix 5	Risk implications
Appendix 6	Initial Equality Impact Assessment

## Introduction

1. This report follows on from the June 2019 Cabinet meeting where Fusion Lifestyle's Annual Service Plan, which shows how Fusion will manage and develop Oxford's leisure centres, was agreed.
2. Prior to starting the contract with Fusion Lifestyle (Fusion) in 2009, the leisure centres were costing the Council over £2 million per year. This has now reduced to just under £100,000 per year, alongside absorbing increases in Oxford Living Wage, utility costs and adding in additional free swimming sessions for young people.
3. Over this time the Sport England Active Lives survey shows that Oxford has gone from being one of the least active places in the country to one of the most active. This is down to very strong leadership by the City Council, effective partnership working, well-coordinated activities and improved facilities. The facilities part of the leisure offer is shown in Appendix 1.
4. A study was undertaken in 2014 which showed Oxford's leisure centres deliver c£18m of social value; much of this is due to the high numbers of concessionary users at Barton and The Leys Pools & Leisure Centres. Affordable pricing is a key part of the mix to ensure that the leisure centres are accessible for everyone.
5. The leisure contract with Fusion has a pricing structure where we charge the market rate to people who can afford to pay and offer a concessionary scheme to ensure there is equitable access.
6. There are a wide range of criteria that entitle residents to a concessionary membership. The categories and uptake are shown in Appendix 2. With the introduction of Universal Credit it is timely to review concessions to make sure they are effectively targeted to meet the Council's strategic objectives.
7. The Cabinet Member for leisure requested the review to ensure that concessionary rates are supporting people who are most in need of the Council's support and are not available to people on higher incomes.
8. There is also an aspiration to better understand how effective concessions are at increasing usage from people in the Council's target groups – these are young people, older people, people with impairments, BAMER groups and people on low incomes.
9. This report updates on the work that officers have been doing to explore how we can modernise leisure concessions, although the changes to the criteria could apply across Council services.
10. The report recommends that the most effective way to ensure people on higher incomes do not qualify for concessions is to use the Council Tax Reduction Scheme in combination with the housing element of Universal Credit. This means that, apart from the non-income related groups such as people with impairments, only households with an income of less than c£20,000 qualify for concessions.



11. The Council, in partnership with Fusion, is working towards leisure facilities being able to stand alone financially. These changes could help the Council to get to this position.

## **The national picture**

12. Universal Credit was legislated for in the [Welfare Reform Act 2012](#) replacing six means tested "legacy" benefits and tax credits.
13. Most local authorities have similar concessions criteria to Oxford, albeit Oxford has a more comprehensive list of qualifying criteria than most places. A key difference is that while Oxford's standard membership rates (£47 per month) are relatively high cost (shown in Appendix 3) the Council's concessionary prices are low cost (Appendix 4).
14. Officers from the leisure and welfare reform teams have spoken to a number of councils who have reviewed their concessions, but local sensitivities and finding an improved and equitable option has meant only minimal changes have been made.
15. Where local authorities have increased their standard concessionary fees and charges they often bolster their offer with discounted or free sessions to help meet policy objectives in a similar way that The Council offer free swimming to under 17s.
16. Walsall is the only example Officers have found where household income is used; they include a threshold of £18,000 total household income and include other concessionary categories alongside this.

## **The review**

17. The review has involved checking how many people qualify under each criterion and working with Fusion to understand the levels of up take by people in all of the concessionary groups.
18. Any financial benefits from changes in fees and charges are contractually Fusion's as is the risk on achieving the income. The Council can though veto concessionary increases above RPIX, which means a shared benefit can be negotiated.
19. Any annual surplus achieved by Fusion, above that in the contractual agreement, would be shared between the Council and Fusion on the basis of an incremental percentage (i.e. additional surplus up to £50k would equate 60% to the Council and 40% to Fusion).
20. The Councils leisure centres are busy at peak times (4pm to 8pm on weekdays) and in common with many service providers we use off peak pricing to encourage usage at quieter times.
21. The Council has agreed that concessions will be given to people benefiting from Council Tax Reduction Scheme and/or receiving the housing element of Universal Credit. There are also concessionary categories that no longer exist and others that would no longer be relevant if we introduce the new criteria.

22. Officers have compared how many people qualify for the current benefits against how many people would qualify using the new criteria. This is difficult due to some benefits being awarded at a household level, rather than individual level. We know that 13,627 individuals and 11,065 households qualify under the current criteria and this would reduce to 1,600 Universal Credit housing element individuals and 5,500 Council Tax Reduction Scheme households under the proposed changes.
23. Using the Council Tax Reduction Scheme as a qualifying criterion would mean that all the members of a low income household, i.e. young people, would still be able to access the scheme as it would not be reliant on each leisure centre user having their own income type (which young people in education would not have). There are other ways of capturing these groups such as granting all under 17s or 18s etc. concession eligibility but this would mean that young people from high income families would be eligible.
24. The Universal Credit Housing Element is an important qualifying criterion as it means that people living with a housing cost, i.e. renting but who do not have a Council Tax liability, are included. This would affect a large number of single people on a low income and families who do not have a Council Tax liability such as those living in temporary accommodation. The Universal Credit Housing Element is slowly replacing Housing Benefit as Universal Credit is rolled out.
25. Due to the similarity of some of the concessionary categories Fusion have grouped these together when inputting the data into their management information system (highlighted in Appendix 2).
26. Additional to the categories in Appendix 2, over 60s and Council employees receive reduced rates and the Council also provides a number of free swimming sessions for under 17s.
27. Discussions have been held at the Leisure Partnership Board to increase the age criterion to bring it in line with the retirement age. There are an estimated 17,900 residents in the 60-67 age brackets in the city. Fusion's data shows that only 61 over 60s had a Bonus concessionary membership in 2018/19, this is because they can also qualify for a discounted standard membership.
28. Other local authorities offer certain professions discounts (e.g. NHS, police) to meet their policy objectives. This year's budget includes £5,000 to provide free use for people who are on the homelessness pathway.
29. The Cabinet Member has asked that we include a reduced rate for ex-service people; Fusion have indicated they could look to implement the official MOD discount service for UK armed forces and veterans (current and past armed forces, alongside their spouses / parents of currently serving personnel). The offer may include a 10% discount for the full Oxford and family leisure memberships.
30. Officers have explored other options to set an income threshold; this included free school meals and targeting postcodes. Free school meals does not provide as comprehensive a measure as combining the Council Tax Reduction Scheme with the housing element of Universal Credit so is not believed to be a suitable criteria.

31. Postcodes were also explored to see the impact of geographic targeting. 11.2% of Oxford City is located within the 20% most deprived areas nationally (2015 Index of Multiple Deprivation). This equals 17,144 people, or c6,000 households. While this is straightforward, postcodes do not necessarily correlate to individual income.
32. Both Working and Child Tax Credit are being replaced by Universal Credit so there are not any 'new' recipients of these, only people who have been receiving it already. People on a low income who receive one of these tax credits are likely to be in receipt of another qualifying benefit. Tax credits are also a lot more generous than normal welfare benefits so customers qualifying for concessions under these criteria can result in people on higher incomes qualifying for concessions.
33. It is relatively easy for a customer to evidence that they are in receipt of the Housing Element on Universal Credit, but procedures will need to recognise that the benefit doesn't provide letters confirming entitlement. Universal Credit doesn't issue letters regarding entitlement, and customers access this information on the journal via their statements. Customers are able to provide screenshots or print their statements as evidence.
34. A small number of customers will not have access to their journal in circumstances where it is impossible for them to use an online account, for example due to certain disabilities, being in hospital etc. These customers will be able to access their statements through the local Job Centre or any other arrangement they have agreed locally with the DWP.
35. It should be noted Universal Credit is always paid in arrears and offers no forward projection on entitlement. Therefore any verification will have to be for the recent past, this would normally be their last monthly statement, but does not guarantee the customer is currently entitled due to a change of circumstances.
36. The Head of Community Services is working with Sport England to help to improve the advice in their leisure contract procurement tool kit. Sport England are keen to develop advice that helps local authorities develop concessionary schemes that are more effective at achieving strategic outcomes and are more adaptable to changing local needs.
37. Sport England have not found any schemes, or thinking, that are more advanced than what has been covered in this review. As such, Sport England will be working with the National Association for Culture and Leisure (CLOA) to survey local authorities on how concessions can be used more effectively.
38. Concessions are in place to ensure equitable access to try to remove lack of income as a barrier to exercise. There are though a range of reasons why people do not exercise such as lifestyles, motivation and cultural differences. As part of the work on developing a new culture and leisure strategy, Officers are researching local barriers which may then enable a better range of activities to be offered. This strategy may then enable a more sophisticated approach to be taken to reduce inactivity.

## Legal implications

39. The contract with Fusion means that any changes need to be agreed with Fusion before they can be implemented.
40. This contract expires in 2024. This means that the Council could ask for costed options which would enable the cost of concessions to be understood.

## Financial implications

41. Fusion does not believe there will be any financial implications from the changes, although they will want to monitor this for a year.
42. For Council to be reassured on impact from the changes, data from the previous month prior to implementation will be used as the baseline and monitoring methodology will be agreed with Fusion.
43. If members wish to increase the 10% concession for ex-service people, a budget bid would need to come through the budget process.

## Risk register

44. A risk register is included as Appendix 5.

## Equalities Impact

45. An equalities impact assessment is included as Appendix 6.

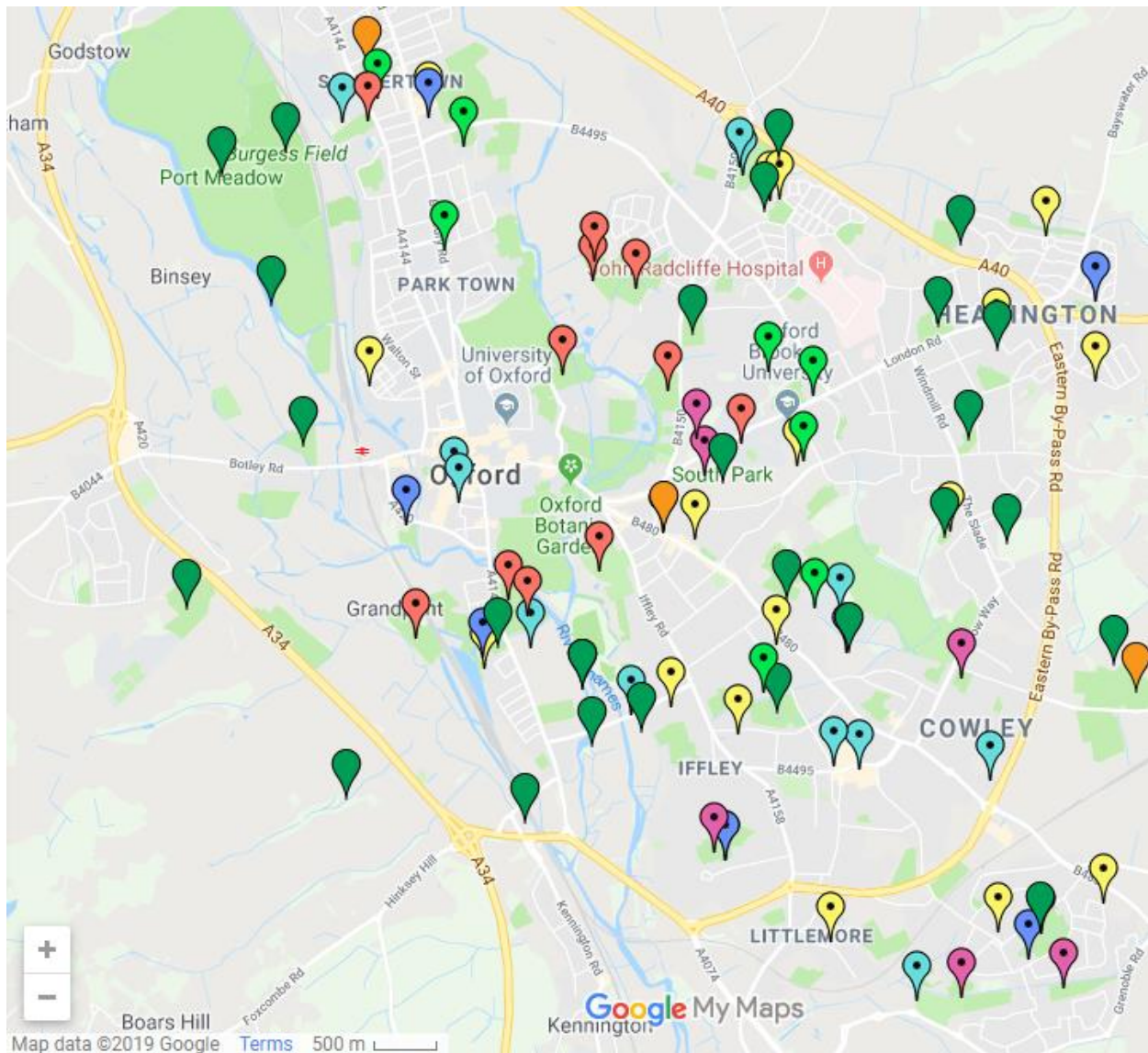
## Summary

46. The proposed changes will mean that concessions are limited to people with the greatest need, or where members have made policy choices. The changes will make the concessions scheme simpler for customers and easier for Fusion to promote.
47. Due to the complexities in the data and the assumptions on the impact on usage, it is likely that Fusion would want to monitor any changes for a year to get a better understanding of the impact on usage and income of any changes we ask them to make.









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## Appendix 1: Leisure Sites in Oxford

[Click here for the on-line version with key for each leisure offer type.](#)



### Summary key

- |  |   |
|--|---|
|  Oxford Council Leisure centres Clubs |  Commercial Gyms & Leisure Clubs       |
|  Community Centres (charge)           |  GO Active Fit Trails (Free of charge) |
|  Outdoor Courts and other Venues      |  Parks & Nature Reserves               |
|  Schools                              |  University Sites                      |

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**Appendix 2: Benefits attracting concessionary rates (Bonus card)**

<b>Current Criteria</b>	<b>Numbers eligible</b>	<b>Proposal</b>	<b>Number of memberships in 2018/19</b>
Job seeker's	Not available	Remove as many people claiming JSA will also claim CTRS. JSA is also being replaced over time by the introduction of UC.	60 (10%)
Income support	Not available	Remove as many people claiming IS will also claim CTRS. It is also being replaced over time by the introduction of UC.	19 (3%)
Employment and Support Allowance	3,594	Remove as many people claiming ESA will also claim CTRS. ESA is also being replaced over time by the introduction of UC.	Not known
Housing benefit (pension age)	2,471	Eligible.	Not known
Council tax benefit (pension age)	2,990	Eligible.	Not known
Pension credit	2,038	Eligible.	13 (2%)
Attendance Allowance	2,152	Remove as over 60s can receive a reduced rate through an alternative option.	Not known
Unemployed / interim payment	0	Not a drop down criteria captured by Fusion	Not known
Youth training courses / new deal	0	Remove - no longer exists.	1 (<1%)
Invalid Care Allowance/ Carer's Allowance/ Carers Card Holder	Not available	Carer's Allowance – Eligible. Remove others – no longer exist.	34 (5%)
Working tax credit	Not available	Remove. WTC is not a benefit and some recipients may claim CTRS.	73 (12%)
Child Tax Credit	Not available	Remove. CTC is not a benefit and some recipients may claim CTRS.	80 (13%)
Housing benefit (working age)	5,509	Remove as being replaced by Universal Credit Housing Element.	173 (28%)
Council Tax Reduction Scheme (working age)	5,556	Eligible.	86 (14%)
Universal Credit Housing Element	1,583	Eligible.	Not available
Personal Independence Payment (PIP)	2,695	Eligible.	7 (1%)
Disability Living Allowance/ Disability Benefit/ Registered blind or disabled / Severe Disablement Allowance / Incapacity Benefit	3,233	Eligible.	48 (8%)
Universal Credit	3,490	Remove - not eligible.	Not available
<b>Additional groups that are supported</b>			
NHS: AG2, AG3, HC2 or HC3 Certificate holders	Not available	AG2 and AG3 no longer exist. HC2 and HC3 are help with NHS costs such as prescriptions for people on low incomes. As such this would suggest people would probably get CTRS so remove.	11 (2%)
Foster Carers	50	Eligible.	6 (1%)
Asylum Seeker	Unknown	Eligible.	17

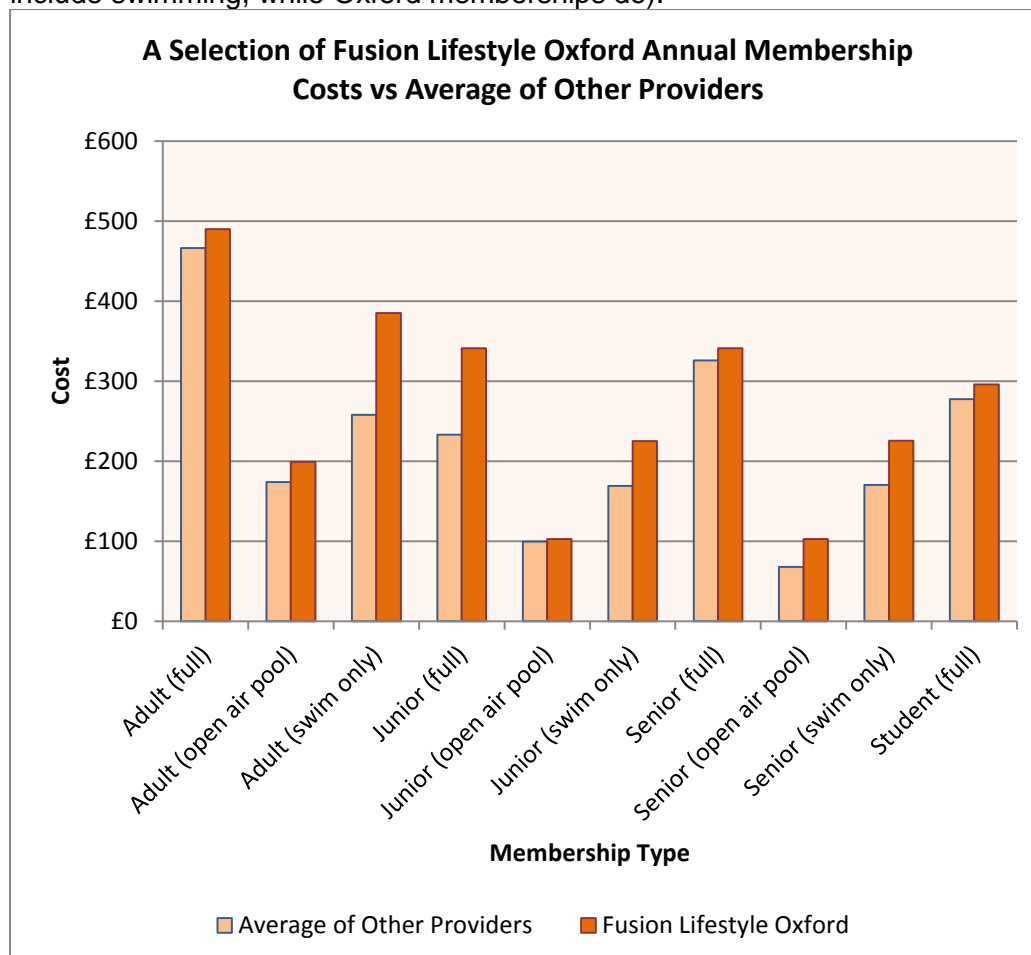
Please note that other non-welfare related concessions are available (e.g. full-time students) however these have been excluded from this report.

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### Appendix 3: A comparative benchmark of annual membership fees, 2018/19

The graph below shows a selection of annual membership fees in Oxford, along with how they compare to others across the country. Charges do not reflect the 2019/20 increases. It should be noted that membership type is not necessarily like for like (i.e. Buzz Gym does not include swimming, while Oxford memberships do).



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## Appendix 4: Benchmarking of leisure concessions, 2018/19

Activity	Oxford		Other leisure centres			
	Adult Pay as You Go	Concession	Average	Min	Max	Oxford price difference vs average of other centres
Casual Swimming	£4.70	£ 2.00	£ 3.38	£ 1.80	£ 5.40	-40.83%
Sauna/Steam	£8.00	£ 2.60	£ 4.88	£ 3.00	£ 7.20	-46.67%
Water Workout	£6.70	£ 2.00	£ 4.80	£ 2.95	£ 6.65	-58.33%
Badminton (1 court / 2 people)	£7.60	£ 4.00	£ 8.62	£ 3.10	£ 15.10	-53.59%
Squash (1 court / 2 people)	£8.60	£ 4.00	£ 4.23	£ 3.90	£ 4.90	-5.51%
Table Tennis (1 table / 2 people)	£7.20	£ 4.00	£ 6.67	£ 3.10	£ 10.50	-40.00%
Beginner Induction	£23.10	£ 5.10	£ 7.95	£ 7.80	£ 8.10	-35.85%
Exercise Class	£6.80	£ 2.00	£ 4.78	£ 3.25	£ 6.65	-58.17%
Gym	£8.50	£ 2.00	£ 6.11	£ 3.50	£ 9.00	-67.29%

The table above shows a selection of concessionary pay and play activity charges in Oxford, along with how they compare to others across the country. Up to 11 centres are compared against in this exercise and it is clear to see that Oxford's concessionary charges are significantly less than others' averages. Charges do not reflect the 2019/20 increases.

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## Appendix 5

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Control description
							I	P	I	P	I	P	
Satisfaction	Dissatisfaction with new concession eligibility.	Threat	Concessionary users no longer eligible to the offer feel aggrieved by loss of entitlement.	Stakeholder dissatisfaction, loss of income, reputation damage, loss of future opportunity.	17/05/19	Head of Service	1	3	1	3	1	3	An impact data exercise indicated that a minority of concessionary users will be affected; increase promotion for signposting to free or low cost alternatives e.g. GO Active, Green Gyms, Cultural offer, other discounted leisure memberships, free swimming sessions for those under 17 years of age and living in the city and gym only membership offer at RHCC.
Corporate priorities	Priorities may change each year and may result in the concessionary offer no longer reflecting needs and demands	Threat	Change in governance and political direction	Unaligned goals	17/05/19	Head of Service	2	2	2	2	2	1	Review the concessionary offer and priorities annually in partnership with the leisure provider and the Leisure Partnership Board, and align where possible. Complete annual benchmarking.
Financial	Financial cost of concessions	Threat	Unprecedented increase in concession uptake	Costs incurred	17/05/19	Head of Service	3	3	2	2	2	1	Concessions are built into the contract and absorbed by Fusion; any significant changes would need to be negotiated
Reputation	Risk to reputation	Threat	Failure to manage repercussions following any negative attention	Damage to OCC's reputation	17/05/19	Head of Service	2	3	1	2	1	2	Staff and members will be briefed to explain the changes; any press attention will be dealt with via the Corporate Comms Team

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## Appendix 6: Initial Equalities Impact Assessment screening form

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

Age (older people) – proposal to remove some pension-related eligibility; however other options will remain so that no one in this category will be affected. Existing people receiving concessions may need to show an alternative proof of eligibility in the future.

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?

The leisure contract with the Council's leisure provider, Fusion Lifestyle, has a pricing structure where we charge the market rate to people who can afford to pay and offer a concessionary scheme to ensure there is equitable access.

With the introduction of Universal Credit it is timely to review concessions to make sure they are effectively targeted to meet the Council's strategic objectives. The primary objective of the review is to ensure that concessionary rates are not accessible to people on higher incomes.

The list of concession eligibility has been reviewed in order to simplify leisure concessions. Some of the existing criteria are out of date, so are being removed or replaced. The proposed removals will not impact those covered under the 9 protected characteristics.

An impact data exercise indicated that a minority of concessionary users will be affected. To mitigate this impact we propose to increase promotion for signposting to free or low cost alternatives e.g. GO Active, Green Gyms, Cultural offer, other discounted leisure memberships, free swimming sessions for those under 17 years of age and living in the city and the gym only membership offer at RHCC.

The concessionary offer and priorities will be reviewed annually in partnership with Fusion Lifestyle and the Leisure Partnership Board, and aligned where possible. The review will also incorporate annual benchmarking with other leisure providers (locally and nationally, public and private).

Staff and members will be briefed to explain the changes; any press attention will be dealt with via the Corporate Communications Team.

The proposed changes would come into effect in April 2020. The responsible person/s is the Cabinet Member for Leisure and Head of Community Services.

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

Fusion Lifestyle proposes their fees and charges on an annual basis. These are considered by the Leisure Partnership Board (attendees include users of leisure facilities and other external stakeholders/partners). When endorsed by the Leisure Partnership Board, proposals are submitted as part of the Council's annual budget setting consultation process.

There are no plans to further consult, as so few are impacted.

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, other than the possibility of concessionary users to show alternative proof of eligibility. Any changes will be clearly communicated with Fusion Lifestyle, whose staff will be trained to help customers with queries.

No adjustments necessary.

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

Officers regularly communicate with Fusion Lifestyle and centre users, on a weekly, monthly and quarterly basis (sometimes more regularly than weekly).

As such, the impact of the changes will be monitored as part of the Council's routine monitoring and governance arrangements.

Lead officer responsible for signing off the EqIA: Lucy Cherry

Role: Leisure and Performance Manager

Date: 17/05/19



**To:** Cabinet

**Date:** 09 Oct 2019

**Report of:** Head of Financial Services  
Head of Business Improvement

**Title of Report:** Integrated Performance Report for Quarter 1 2019/20

Summary and recommendations	
<b>Purpose of report:</b>	To update Members on Finance, Risk and Performance as at 30 <sup>th</sup> June 2019.
<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:	
1.	<b>Note</b> the projected financial outturn, the current position on risk and performance as at the 30 <sup>th</sup> June 2019.

Appendices	
Appendix A	Corporate Integrated Dials
Appendix B	General Fund - June 2019 Forecast Outturn
Appendix C	HRA - June 2019 Forecast Outturn

## Introduction and background

1. This report updates the Board on the financial, corporate performance and corporate risk positions of the Council as at 30th June 2019. A brief summary is as follows:
2. **Financial Position**
  - a. **General Fund** – the outturn position is forecast to be an adverse variance of £0.270 million against the latest net budget of £22.098 million (1.22%), and £1.355 million against the service area expenditure (4.77%);
  - b. **Housing Revenue Account** – The budgeted surplus agreed at Council in February 2019 was £0.492 million. A revision to the HRA budget and Business Plan was report to Cabinet on the 20<sup>th</sup> May which outlined and requested approval for the change in budget to reflect the impact of the new acquired dwellings. The revised budget is a surplus of £1.205 million and the outturn position is forecasting a nil variance against this;
  - c. **Capital Programme** – The budget approved at Council in February 2019 was £98.305 million. The Council is now reviewing its capital programme processes, to avoid slippage and underspending. Members have been briefed on the new process. Therefore the capital programme is not included in this report, and instead an update will be provided in Quarter 2. That report will also contain any necessary modifications to go forward to Council for approval.
3. **Performance** – 56% (5) of the Council's corporate performance targets are being delivered as planned, 22% (2) are below target but within acceptable tolerance limits, 11% (1) is currently at risk and 11% (1) is showing as no data available, as described in paragraphs 13 to 16;
4. **Corporate Risk Management** – There is one red corporate risk at the end of quarter one, which relates to Housing, and ensuring housing delivery and supply for the City and enabling sufficient house building and investment . More details of risks can be found in paragraphs 17 to 18;

## Financial Position

### General Fund Revenue

5. The overall Net Budget Requirement agreed at Council in February 2019 was £23.205 million. Since setting the budget, service area expenditure has increased by a total of £0.322 million which mainly represents release of reserves for transformation projects and repairs and maintenance. The Net Budget Requirement remains unchanged.
6. Virements between service areas, authorised under delegated powers by the Council's Head of Financial Services totalling £0.818 million have also taken place, the most notable of which £0.212 million relates to the release from Transformation funds for ongoing projects, such as Rent Guarantee model; Team Oxford Communications; Corporate Scanning project; Idox upgrade; Business Process Automation pilot and £0.442 million being release of grant funding into the service area for ongoing expenditure. There is no change to the Council's Net Budget Requirement.

7. At 30<sup>th</sup> June 2019 the General Fund Service area expenditure is projecting an adverse variance of £1.355 million against the latest budget of £29.370 million, this is in part offset by a release from the General Fund Repairs and Maintenance reserve and capital financing reserve, of £1.085 million with an overall adverse variance of £0.270 million against the latest Net Budget Requirement of £23.205 million. The key variances are:
- **Community Services** – £0.030 million adverse variance arising from additional expenditure for the OVO Energy Women's Cycle Tour. Future years' costs will be considered in the budget setting process.
  - **Assistant Chief Executive** – £0.100 million adverse variance which is due to unbudgeted expenditure relating to the Citizens Assembly, these costs have been mitigated by use of reserves in year and therefore have a net impact on the overall adverse variance.
  - **Housing Services** - £0.975 million – adverse variance due to unexpected expenditure relating to surveys for the Town Hall, Asbestos, Health & Safety and ceiling works to the Town Hall. These costs have been funded from earmarked reserves to mitigate any adverse effect on the revenue account.
  - **Environmental Sustainability** – £0.090 million – adverse variance due to unbudgeted expenditure relating to additional officer capacity for scoping emissions reduction across the City Council carbon footprint and external research and modelling.
  - **Oxford Direct Services** - £0.160 million – adverse variance due to savings predicated on the development of the Recycling Transfer Station not materialising in year due to slippage of the scheme.
  - **Transfer to /from Earmarked Reserves** - £1.165 million – use of the General Fund Repairs and Maintenance reserve and capital financing reserve to cover the expenditure relating to Citizens Assembly, climate change and Town Hall surveys and works.

### Housing Revenue Account

8. The budgeted surplus agreed at Council in February 2019 was £0.492 million. A revision to the HRA budget and Business plan was approved by Cabinet on the 29<sup>th</sup> May which outlined and requested approval for the change in budget to reflect the financial impact of dwellings acquired by the HRA from the Councils Housing Company in terms of rental income, maintenance spend, interest payments and debt redemption. The revised budgeted surplus is £1.205 million, and was approved by Council on the 22<sup>nd</sup> July 2019. The Housing Revenue Account is currently forecasting a nil variance against this deficit. However some budget variations have been made to realign budgets across the HRA and the most notable are:
- Management and Services (stock related) – increased budget to cover the costs associated with increased caretaking at the tower blocks;

- Other Revenue spend (stock related) – budget reduced to cover the pressures in the Management and Services and Responsive & Cyclical repairs lines;
- Responsive and Cyclical repairs –increased budget to cover additional costs relating to security provision at the tower blocks and costs associated with the solar panels such as repairs and meter readings.

## **Capital**

9. There is an exercise underway to review all capital project forecasting, with the likely outcome that there will be a reduction in the year end outturn. Rather than include some of these revisions in the Q1 report, the full results of the exercise will be included in the Q2 report, alongside an explanation for any changes.

## **Performance Management**

10. There are nine corporate performance measures that are monitored during the year. Of these 9 indicators, 5 (56%) are being delivered as planned, two (22%) are below target but within acceptable tolerance limits, and one (11%) is at risk of not meeting their target.
11. One (11%) of the measures is currently showing no data available. This relates to the number of new homes granted permission in the city. No data update has been provided for this measure in time for this report.
12. Of the five that are being delivered as planned, one relates to Cleaner Greener Oxford, two to Meeting Housing Needs and two to an Efficient and Effective Council.
13. The measure that is not meeting its targets is as follows:
  - **Number of people from our target groups using our leisure facilities** – Target of 199,700 and an actual of 189,326 for the first quarter. Officers are working with Fusion and closely monitoring their delivery approach to increase the number of visits.

## **Corporate Risk**

14. There is one red risk on the current Corporate Risk register, which relates to Housing, and ensuring housing delivery and supply for the City and enabling sufficient house building and investment. There are ten amber risks and one green risk.
15. Operational Delivery Group and CMT are undertaking a review off all corporate risks to ensure that they capture the current risk appetite of the organisation. This review will be reported in the next quarterly report.

## **Financial implications**

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

## **Legal issues**

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

## **Level of risk**

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

## Equalities impact

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

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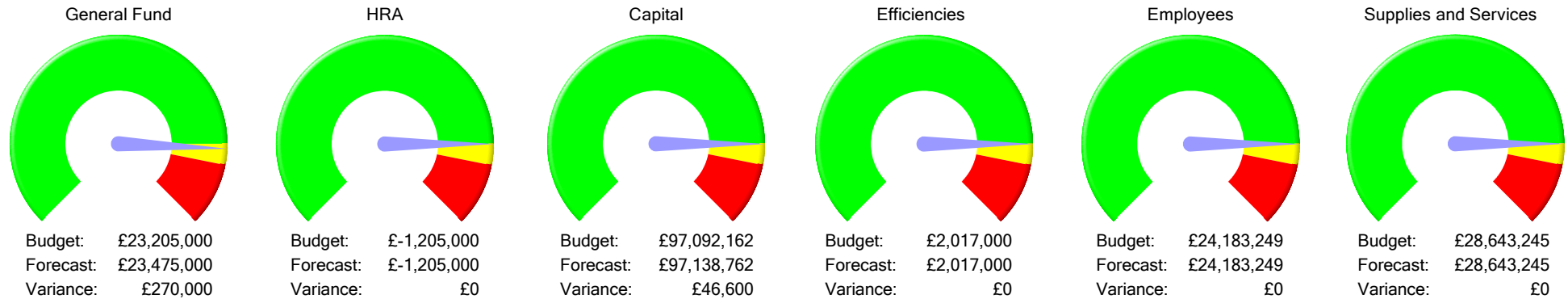
<b>Background Papers:</b> None

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# Appendix A

## Corporate Integrated Report Q1 2019/20

### Financial Performance



### Performance Summary

Priority	No Data	Red	Amber	Green
Vibrant and Sustainable Economy	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Meeting Housing Need	1 (33%)	0 (0%)	0 (0%)	2 (67%)
Strong and Active Communities	0 (0%)	1 (33%)	2 (67%)	0 (0%)
Cleaner Greener Oxford	0 (0%)	0 (0%)	0 (0%)	1 (100%)
An Efficient and Effective Council	0 (0%)	0 (0%)	0 (0%)	2 (100%)
<b>Total</b>	<b>1 (11%)</b>	<b>1 (11%)</b>	<b>2 (22%)</b>	<b>5 (56%)</b>

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	1 (25%)	0 (0%)	3 (75%)

### Direction of Travel

Priority	No Data	Declining	No Change	Improving
Vibrant and Sustainable Economy	0 (0%)	0 (0%)	0 (0%)	3 (100%)
Meeting Housing Need	0 (0%)	0 (0%)	0 (0%)	3 (100%)
Strong and Active Communities	0 (0%)	2 (67%)	1 (33%)	0 (0%)
Cleaner Greener Oxford	0 (0%)	1 (100%)	0 (0%)	0 (0%)
An Efficient and Effective Council	0 (0%)	0 (0%)	1 (33%)	2 (67%)
<b>Total</b>	<b>0 (0%)</b>	<b>3 (23%)</b>	<b>2 (15%)</b>	<b>8 (62%)</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%)	1 (100%)	0 (0%)
An Efficient and Effective Council	0 (0%)	0 (0%)	8 (89%)	1 (11%)
<b>Total</b>	<b>0 (0%)</b>	<b>1 (8%)</b>	<b>10 (83%)</b>	<b>1 (8%)</b>

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	1 (8%)	9 (75%)	2 (17%)

### Direction of Travel

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

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<b>GF Outturn Report 19/20 @ 30th June 2019</b>	<b>Approved Budget (per Budget book)</b>	<b>Virements &amp; Ear Marked Reserve Transfers in Q1</b>	<b>Latest Budget</b>	<b>Projected Outturn against Latest Budget @ 30th June 2019</b>	<b>PO Variance</b>	<b>PO Variance (Prev Month)</b>
	<b>£000's</b>	<b>£000's</b>	<b>£000's</b>	<b>£000's</b>	<b>£000's</b>	<b>£000's</b>
<b><u>Directorates</u></b>						
Business Improvement	8,865	343	9,208	9,208		
Regulatory Services & Community Safety	1,316	50	1,366	1,366		
Community Services	5,029	(343)	4,686	4,716	30	30
<b>Communities &amp; Customers</b>	<b>15,209</b>	<b>50</b>	<b>15,259</b>	<b>15,289</b>	<b>30</b>	<b>30</b>
Regeneration & Economy	(9,378)	47	(9,331)	(9,331)		
Planning Services	545	8	553	553		
<b>Development</b>	<b>(8,832)</b>	<b>55</b>	<b>(8,777)</b>	<b>(8,777)</b>		
Assistant Chief Executive	783	47	830	930	100	100
Housing Services	5,227	560	5,787	6,762	975	975
<b>Assistant Chief Executive</b>	<b>6,010</b>	<b>607</b>	<b>6,617</b>	<b>7,692</b>	<b>1,075</b>	<b>1,075</b>
Environmental Sustainability	897	17	913	1,003	90	90
Oxford Direct Services	9,142	228	9,370	9,530	160	160
<b>ODS Development Director</b>	<b>10,038</b>	<b>245</b>	<b>10,283</b>	<b>10,533</b>	<b>250</b>	<b>250</b>
Financial Services	3,246	46	3,292	3,292		
Law & Governance	2,745	(49)	2,696	2,696		
<b>Corporate Services</b>	<b>5,991</b>	<b>(3)</b>	<b>5,988</b>	<b>5,988</b>		
<b>Directorate Total Excl SLA's &amp; Capital Charges</b>	<b>28,416</b>	<b>954</b>	<b>29,370</b>	<b>30,725</b>	<b>1,355</b>	<b>1,355</b>
<b>SLA's &amp; Capital Charges</b>	<b>(3,722)</b>	<b>(1,195)</b>	<b>(4,917)</b>	<b>(4,917)</b>		
<b>Corporate Accounts</b>	<b>(2,103)</b>	<b>1,195</b>	<b>(909)</b>	<b>(909)</b>		
<b>Contingencies</b>	<b>382</b>	<b>(247)</b>	<b>134</b>	<b>214</b>	<b>80</b>	<b>80</b>
<b>Total Corporate Accounts &amp; Contingencies</b>	<b>(1,722)</b>	<b>947</b>	<b>(775)</b>	<b>(695)</b>	<b>80</b>	<b>80</b>
<b>Net Expenditure Budget</b>	<b>22,971</b>	<b>707</b>	<b>23,678</b>	<b>25,113</b>	<b>1,435</b>	<b>1,435</b>
Transfer to / (from) Ear Marked Reserves	234	(707)	(473)	(473)	(1,165)	(1,165)
<b>Net Budget Requirement</b>	<b>23,205</b>	<b>(0)</b>	<b>23,205</b>	<b>24,640</b>	<b>270</b>	<b>270</b>
<b><u>Funding</u></b>						
External Funding (RSG)						
External Funding (NNDR Retention)	9,263		9,263	9,263		
Council tax	14,202		14,202	14,202		
Less Parish Precepts	(260)		(260)	(260)		
Collection Fund Surplus						
Section 31 Grants						
<b>Total Funding Available</b>	<b>23,205</b>		<b>23,205</b>	<b>23,205</b>		
<b>(Surplus) / Deficit for year</b>		<b>(0)</b>		<b>1,435</b>	<b>270</b>	<b>270</b>

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# Appendix C

HRA Report 19/20 @ June 2019	Approved Budget (per Budget book)	Virement and Ear Marked Reserve Transfers in Q1	Latest Budget @ 30th June 2019	Projected Outturn against Latest Budget @30th June 2019	Project Outturn Variance	Project Outturn Variance Mvt from Previous Month
	£000's	£000's	£'000's	£'000's	£000's	£'000's
Dwelling Rent	(41,342)		(41,342)	(41,342)		
Service Charges	(1,467)		(1,467)	(1,467)		
Garage Income	(215)		(215)	(215)		
Miscellaneous Income	(783)	(14)	(796)	(796)	(14)	
<b>Net Income</b>	<b>(43,807)</b>	<b>(14)</b>	<b>(43,820)</b>	<b>(43,820)</b>	<b>(14)</b>	
Management & Services (Stock Related)	9,529	83	9,611	9,611	83	
Other Revenue Spend (Stock Related)	2,246	(118)	2,129	2,129	(118)	
Misc Expenditure (Not Stock Related)	329		329	329		
Bad Debt Provision	646		646	646		
Responsive & Cyclical Repairs	12,728	49	12,776	12,776	49	
Interest Paid	7,957		7,957	7,957		
Depreciation	8,721		8,721	8,721		
<b>Total Expenditure</b>	<b>42,155</b>	<b>14</b>	<b>42,169</b>	<b>42,169</b>	<b>14</b>	
<b>Net Operating Expenditure/(Income)</b>	<b>(1,652)</b>	<b>()</b>	<b>(1,652)</b>	<b>(1,652)</b>		
Investment Income	(153)		(153)	(153)		
Other HRA Reserve Adjustment	(250)		(250)	(250)		
Transfer (to)/from MR/OR	850		850	850		
<b>Total Appropriations</b>	<b>447</b>		<b>447</b>	<b>447</b>		
<b>Total HRA (Surplus)/Deficit</b>	<b>(1,205)</b>	<b>()</b>	<b>(1,205)</b>	<b>(1,205)</b>		

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***DRAFT CONTENT (PRIOR TO GRAPHIC DESIGN  
AND SUBJECT TO A PROOF READ)***

## **2018/19 Annual Report of Oxford City Council's Scrutiny Committee**

## **Chair and Vice-Chair's Foreword**

In its report dated December 2017, Parliament's select committee on Local Government noted that "the most significant factor in determining whether or not scrutiny committees are effective is the organisational culture of a particular council. Having a positive culture where it is universally recognised that scrutiny can play a productive part in the decision-making process is vital". We believe Oxford is well served in this respect. The Scrutiny committee is able to access information and call Cabinet members and senior officers to speak to us. Equally importantly, we are well served by our own officers, and we would like to thank both our dedicated Scrutiny Officer and all who have supported our work in Democratic Services and other departments.

Our job is to ensure this continues. We have worked hard this year at investigating and addressing issues around the council's leisure centres and how best to monitor performance. Other areas of concern to members are reflected in the report which follows.

Percentage of recommendations accepted is often taken as a measure of success. My view is that we should sometimes be seeking to get the administration to think further than it might feel comfortable, and that therefore a number of "No" replies show us doing our job. A feature of our work has been an increase in recommendations agreed "in part". These often require some interpretation, and a number have been referred back to Cabinet by the committee. Again, this is Scrutiny working well.

Scrutiny depends on the input of ideas. We would continue to encourage all members of council to engage by attending and speaking at our meetings, tabling ideas for us to look at, and to encourage their ward residents to do the same.



Councillor Andrew Gant, Chair, Scrutiny Committee 2018/19



Councillor Joe McManners, Vice Chair, Scrutiny Committee 2018/19

## **About the Scrutiny Committee**

Most major Council decisions are taken by the Cabinet (previously the City Executive Board), which is made up of ten elected councillors from the controlling political group. In operating this form of decision-making arrangement, the Council is required by law to have a Scrutiny Committee made up of elected councillors who are not on the Cabinet.

The Scrutiny Committee acts as a counterweight to the Cabinet, empowering twelve cross-party 'backbench' councillors to hold the Cabinet to account for the decisions they take, and contribute to council decision-making. The Scrutiny Committee can also investigate any issue that affects the city or its residents, regardless of whether it is within the direct responsibility of the Cabinet.

The work of Scrutiny helps to provide assurance that the Council is performing well, delivering value for money, and taking the best decisions it can to improve public services and the quality of life for the residents of Oxford.

Committee meetings are held almost every month at the Town Hall, and residents are encouraged to attend and address the Committee on any issues on the agenda. Generally, the Committee will consider a balance of forthcoming decisions to be made by the Cabinet, and a number of other issues that are not necessarily the subject of a forthcoming decision, but merit further investigation.

The Committee agrees a work plan at the start of each year which sets out the various topics and issues that councillors have chosen to focus on. Some of these issues are delegated to themed standing panels, which meet approximately five times each year, and to topical review groups where more detailed scrutiny is required over a series of meetings.

## **Making the case for change**

Importantly, for the Committee to be effective, it must produce well-reasoned evidence based recommendations to the Cabinet concerning service improvement. The Committee has no power to require that decisions be revised, but a robust argument for change will go a long way in persuading the Cabinet to review their decisions.

## **Summary of scrutiny activity during 2018/19**

### **Member engagement**

Over 60% of non-executive members from across all political parties were involved in the Scrutiny function.

### **Meetings**

41 meetings were held in total:

- 11 Scrutiny Committee meetings
- 5 Housing Panel meetings
- 4 Finance Panel meetings
- 3 Budget Review Group meetings
- 5 Companies Panel meetings
- 6 No Local Connection Review Group Meetings

- 7 Tourism Management Review Group Meetings

### Items

61 substantive items were considered:

- 25 Cabinet decisions
- 7 Reports from council companies
- 29 Reports on other issues prioritised by Scrutiny

### Reports

20 reports were presented to the Cabinet including major reports on:

- No Local Connection (Homelessness)
- Budget

### Recommendations

The total number of recommendations put to the Cabinet was 83, with over four in five (83%) of them being agreed or agreed in part.

Agreed	58	70%
Agreed in part	11	13%
Not agreed	14	17%

This represents an increase in the number of recommendations made in the previous year.

### Call in

Call in is a statutory function that enables councillors to challenge decisions that have been taken before they are implemented. If a call in request from any 4 councillors or the Chair of Scrutiny is deemed valid, then the Committee will hear both sides of the argument and decide whether or not to refer the decision back to the Cabinet (or individual councillors in the case of decisions about the use of ward member budgets), with reasons why the decision should be re-considered. During 2018/19 many important Cabinet decisions were subject to pre-decision scrutiny and there were no call-ins.

### Get involved

There are many opportunities for members of the public and representatives of organisations to get involved in the work of Scrutiny. The Committee would welcome an increase in the number of people attending to speak at its meetings, which are held at 6pm in the Town Hall (unless otherwise stated). Members of the public can:

- Attend meetings of the Scrutiny Committee, standing panels and review groups, except in instances where confidential information is to be discussed. Details of these meetings are displayed in the Town Hall and on our [website](#).
- Speak at a meeting on any agenda item with the prior agreement of the Chair. Please email [democraticservices@oxford.gov.uk](mailto:democraticservices@oxford.gov.uk) and give at least 24 hours' notice.
- Suggest a topic for Scrutiny to consider by completing and submitting a Work Plan [Suggestion Form](#).
- Raise issues with your local City Councillor and request that Scrutiny considers this as part of a 'Councillor Call for Action', a mechanism by which



members of the public can have issues of concerned given consideration by the Scrutiny Committee.

- Watch out for consultations, surveys and requests for evidence by registering at <http://www.oxford.gov.uk/consultation>.

## Scrutiny Committee

### Membership:

Councillor Andrew Gant (Chair)	Councillor Alex Donnelly
Councillor Joe McManners (from 17 Oct) (Vice-Chair)	Councillor James Fry
Councillor Mohammed Altaf-Khan	Councillor David Henwood (to 18 Nov) (Vice Chair)
Councillor Lubna Arshad	Councillor Pat Kennedy
Councillor Nadine Bely-Summers	Councillor Mark Lygo (from 23 July)
Councillor Tiago Corais	Councillor Christine Simm (to 1 August)
Councillor Steve Curran (from 26 Nov)	Councillor Craig Simmons
Councillor Hosnieh Djafari-Marbini	

The Scrutiny Committee is responsible for the overall management of the Council's Scrutiny function. It decides which topics, issues and decisions will be considered and how. These items are all listed in an annual work plan which is agreed each summer and reviewed regularly during the year to take account of any emerging issues and upcoming Cabinet decisions. An up to date copy of the Committee's Work Plan can be found on the [Council website](#).

The Committee also sets the remits and membership of its standing panels, which are themed sub-committees that consider all issues and decisions within their given remit. The Committee has agreed to continue with the Finance Panel and Housing Panel, which have been running for a number of years and are well established. In early 2017, the Committee chose to set up a Companies Panel to oversee the Council's arm's length trading and housing companies, and the Committee opted to continue this arrangement for 2018/19.

A small number of issues prioritised by the Committee can be delegated to review groups for more detailed scrutiny. Review groups actively engage with partner organisations and expert witnesses before producing substantial evidence-based reports with recommendations. This year, two review groups were run focusing on homelessness and the impact of having 'No Local Connection', and Tourism Management (further details are below) as well as the annual review of the Council's budget and medium term financial strategy. As the commissioner of this work the Committee approved the reports of the review groups for submission to Cabinet.

A significant proportion of Cabinet decisions were also considered by the Committee, including annual decisions on safeguarding, the Discretionary Housing Payments Policy, and community grant allocations. Non-recurring Cabinet items subjected to scrutiny by the Committee included the Joint Statutory Spatial Plan and the steps taken by the Council to ensure that slavery and human trafficking were not occurring across the Council's business or supply chains.

In addition to the scrutiny of decisions being considered by Cabinet the Committee has scrutinised topic areas it has identified as particular priorities. This work has included reviewing the Council's draft Local Plan, recycling, air quality, the accessibility of the Town Hall building, staff sickness and wellbeing, continued monitoring of the impact the opening of the Westgate on the city centre, and graffiti prevention and removal. In many cases these items resulted in recommendations being submitted to Cabinet.

The Committee considered a 12 month update report on the implementation of the recommendations of the Oxford Living Wage Review Group, which had been established in 2017/18. The focus of that review had been on reinvigorating the ten year old Council policy of paying staff and contracted staff at least the level of the Oxford Living Wage, which is higher than the legal minimum wage to reflect the high housing costs in the city, and encouraging other local employers to do so too. The Committee found that the number of Oxford headquartered organisations accredited as Living Wage Employers had increased by one third from March 2018 to March 2019. The Committee also welcomed the ambition for Oxford to be accredited as a 'real living wage city' and proposals for a self-accreditation scheme for employers paying the Oxford Living Wage.

Another key focus for the Committee was the performance of the Council's leisure centres, which are managed by a social enterprise partner organisation called Fusion Lifestyle. At the start of the year the Committee was disappointed to find there had been a decline in visitor numbers, despite Oxford remaining one of the most physically active cities in the country. The Committee made a number of recommendations aimed at better understanding and addressing this trend such as making leisure services more inclusive and accessible to target groups and tackling maintenance issues.

The Committee also monitored Council performance on a quarterly basis and held the organisation to account for underperformance when required, as well as seeking to improve the standard and accessibility of the performance data. Key performance indicators that the Committee monitored related to customer care, job creation and training in the local community, and carbon-reduction.

The Committee would like to thank everyone who has played a part in the Scrutiny process this year including Scrutiny councillors, members of the Cabinet, council officers, representatives of partner organisations, expert witnesses and the public.

## The No Local Connection Review Group



*"Between 2012 and 2017 levels of homelessness in Oxford grew by 400% yet 69% of those counted as homeless were considered to have 'no local connection' to the area, rendering them ineligible under existing criteria for basic services such as places to live or access to support pathways.*

*Amidst a profound and growing challenge in which existing structures did not address the needs of the significant majority of those in need the Scrutiny Committee agreed in 2018 to carry out an in-depth review, the first of its kind, into the specific impact the Local Connection Policy has on people without a local connection. The review was very positive, stimulated lots of debate and shed light into this complex social and political issue. It also created links among the various stakeholders who passionately want homelessness to end. I would like to give a big thank you to our council officers and to all our guests who contributed their time freely to provide evidence and make this review possible. I would also like to thank the Gatehouse who provided an open and inclusive space so that our guests with lived experiences of homelessness were able to speak freely. The outcome of this crucial work has been to improve and broaden the level of support available to rough sleepers without a local connection, improve interventions and reducing the barriers faced by specific groups in accessing housing thereby making a tangible difference to the lives of some of our most vulnerable residents."*

**Councillor Nadine Bely-Summers, Chair of the No Local Connection Review Group 2018/19**

Levels of homelessness within Oxford are high relative to its population and have risen at a greater rate than the national average making the challenges arising from homelessness particularly acute for the city. On top of the quantitative pressures, however, homeless individuals are also often particularly vulnerable. Groups at highest risk of homelessness include young people leaving the care of local authorities, those leaving prison, and those suffering from domestic violence, a mental health problem, or substance or alcohol misuse. In 2017 69% of rough sleepers were not considered to have a 'local connection' to the area, precluding them, despite their elevated vulnerability, from access to the Council's main source of support: the commissioned Adult Homeless Pathway.

In June 2018, the Scrutiny Committee resolved to set up a review group to assess what the impact of relaxing the Council's local connection policy would mean for service users and the Council and to develop recommendations that might improve or broaden the level of services available to those without a local connection.

Key issues the review group sought to explore included:

1. What provision is already in place to support rough sleepers without a local connection?
2. How homelessness services are funded.
3. The views of service users, services providers and experts on how the local connection policy impacts on homeless people with and without a local connection.
4. Understanding the reconnection process for those without a local connection.

5. Consideration of alternative service models that could provide further assistance to persons with no pathway/ local connection, either by way of reconnection, support or accommodation (including faith groups operating without public funding) and the likely impacts of this.
6. The implications of relaxing the local connection policy including the risks, benefits, financial and resource implications.
7. National best practice, legislative requirements, and alternative approaches in relation to preventing and reducing homelessness.
8. Fact checking misconceptions about the provision of services.

The Review Group's findings and recommendations were informed by verbal and written evidence provided by internal and external policy experts, service providers and service users. Review Group members also carried out visits to other authorities and undertook focus group meetings.

The Review Group heard that whilst specific vulnerabilities could be deemed 'special circumstances' and exempt people from the need to have a local connection, the greater a homeless person's vulnerability the more difficult it was to prove a local connection. Local connection criteria were heard often to obstruct fast reconnections, access to essential services and required costly enforcement. Further evidence brought into question the likelihood that a relaxation of the local connection criteria would have a 'magnet' effect. The Review Group made recommendations to relax or extend local connection criteria for the following groups:

- Rough sleepers or sofa surfers within the city
- Those with an elevated risk to their health and safety by virtue of a physical or mental health condition
- Those escaping violence
- Those born in the city
- Those volunteering in the city
- Those with relatives in the city
- Those leaving the city to spend time in prison, hospital or rehab
- Those living very close to the city boundary, such as Botley and Kennington

In addition, the Review Group made a number of recommendations to ensure that services seeking to reconnect homeless people within the city with support networks elsewhere were effective and joined up whilst not penalising those who did not wish to reconnect. Further recommendations concerned ensuring housing allocation policy did not act as a barrier to homeless people being housed, the Council's commissioning and budget priorities, and communicating the work being undertaken by the Council with regards to homelessness.

In total, of the 25 recommendations made to it by the Scrutiny Committee, Cabinet agreed to fully implement 11 of the recommendations and 6 in part. Principally, the recommendations adopted by the Cabinet related to:

- Relaxing eligibility criteria for having a local connection
- Taking steps to improve the effectiveness of reconnection services
- Improving access to housing amongst those with specific needs
- Communicating internally and externally more effectively and more positively on issues around homelessness

In June 2019 the Housing Panel received a six month progress update on the implementation of agreed recommendations. The Panel noted that officers had

embraced the spirit and thinking of the Review Group's work and welcomed the excellent progress that had been made, including the plans for a new homelessness assessment centre and night shelter at Floyds Row which promised to transform the front end approach to supporting people experiencing homelessness.

## The Tourism Management Review Group



I was delighted to Chair this detailed and wide-ranging work stream on behalf of the Scrutiny committee, and would like to thank my fellow review group members, officers, and the many stakeholders who spoke to us. We looked at a range of issues of great concern to both residents and visitors. We were lucky enough to compare practice with other cities with similar challenges.

I am on record as regarding the Cabinet's response as disappointing in a number of respects. I hope the substance and vision of our work will be thoroughly embedded in thinking about the future of our beautiful, but vulnerable, city.

***Councillor Andrew Gant, Chair of the Tourism Management Review Group 2018/19***

With 7 million annual visitors generating over £873 million of income for local businesses, and supporting almost one in every eight jobs in the city (14,000 jobs), tourism plays a vital role in Oxford's local economy and sustaining its cultural offer. However, significant visitor volumes do also bring their challenges for residents, particularly in relation to:

- Overcrowding on central pavements, particularly by large tour groups
- Coaches parking over cycle lanes and in inappropriate areas
- The condition of the public realm and public facilities in the city centre
- The need for pedestrian flows to be managed in an effective way.
- Street clutter, narrow footways and limited space for seating

In June 2018 the Scrutiny Committee resolved to set up a review group to identify opportunities for improving the visitor and resident experience, with a focus on improving the coordination of the tourism offering. Key issues the review group sought to explore included:

1. Is there a clear vision for tourism management in Oxford, and are partners aware of it?
2. How might the Council and its partners support private organisations to innovate? For example, the development of a city card for attractions and transport, or a city app.
3. What destination management model is best suited to Oxford?
4. What are the risks and benefits associated with the current and predicted number of visitors, particularly during peak season?
5. What are partners' plans to manage rising numbers of visitors?
6. What are other cities doing to promote and manage tourism that Oxford is not doing already, and what lessons can be learnt?
7. How are tourism management activities funded and resourced?
8. What work is planned to improve the public realm?

Over seven meetings held between February and May 2019 the Review Group sought and considered verbal and written evidence from a range of stakeholders including representatives from Experience Oxfordshire and Visit Britain, members and officers from local authorities of similar high-profile tourist destinations, service providers, residents, and specialist parking, transport and economic development representatives.

Key data and insights arising from the Review Group's information gathering included:

- In 2017 the value of visitor expenditure contributed £873 million to the local economy.
- On average, visitors for one or more nights spend on average £338 over the course of their trip (£406m of spend / 1.2m staying visits). Conversely, a day trip on average generates only £43 for the local economy (£277m of spend / 6.4m day trips). This equates to a spending ratio per visit of almost 8:1 for overnight visitors and day trippers respectively.
- Oxford was the 8<sup>th</sup> most visited city overnight in the UK in 2017, but the 4<sup>th</sup> most popular for day visits.
- Though overseas visitors only account for 11% of the visitors to the city, they contribute 40% of the overall visitor spend.
- Visitors are less likely to return to Oxford than most other city destinations, and their satisfaction is significantly lower on average than experienced elsewhere in the UK.
- Feedback from guests in the Review Group's work suggests that congestion, the condition of public toilets, homelessness, a density of souvenir shops and a lack of open spaces may all contribute to lower than expected visitor satisfaction.
- As part of the International Passenger Survey, which identified 15 destination attributes to measure the performance of destinations, no measures (including the history and heritage of Oxford) were rated significantly higher than the average for all cities. The following destination attributes for Oxford were rated significantly lower than the average for all cities:
  - The ease of getting around the destination
  - Being welcoming and friendly
  - The ease of getting to the destination
  - Its overall value for money
  - The shopping opportunities (pre Westgate redevelopment)
- Oxford lacks a clear vision and coordination between key stakeholders in regards to tourism management.

On the basis of its research the Review Group strongly affirmed the importance of tourism to Oxford and recognised the need to work proactively with other stakeholders to formulate and realise a vision for tourism in Oxford based on the following principles. Namely, that Oxford is:

- A city that welcomes all visitors (local, national and international)
- A city that aspires to have high quality, low carbon, transport facilities
- A destination which is best experienced through an overnight stay
- A gateway to other tourism destinations in the region



A total of 21 recommendations were made to Cabinet to develop this objective. These recommendations made concrete proposals to improve priority issues around

- Becoming more welcoming as a destination
- Coach management and transport planning
- Revenue generation from tourism
- Supporting and promoting partner organisations and initiatives
- Improving the public sphere.

Of the recommendations made, nine were agreed by Cabinet for full implementation with a further ten implemented partially. Recommendations that were endorsed wholly included steps to resource the extension of the tourist 'season', the creation of an officer lead for tourism matters within the Council, the promotion of the Oxford Living Wage to providers of tourist services, and steps to ensure coach travel and its specific needs are adequately managed in the future.

## Companies Panel

### Membership:

Councillor Tiago Corais  
Councillor James Fry (Chair)  
Councillor David Henwood (to 18 Nov)  
Councillor Richard Howlett (from 4 Dec)  
Councillor Tom Landell Mills  
Councillor Chewe Munkonge  
Councillor Craig Simmons



*The Companies Panel maintains an overview of the progress of the Council's two recently established groups of wholly owned companies and scrutinises strategic decisions taken by the Council as the owner of those companies. Oxford Direct Services provides a wide range of services to the Council and the wider city economy including street cleaning, waste and recycling services, building repairs and maintenance, civil engineering and motor transport services. Having transferred to a company structure on 1 April 2018, Oxford Direct Services had a successful year of trading and returned a higher than anticipated dividend to the Council, helping to support the Council's finances and service provision in the wake of funding cuts from central government. The Housing Group has also made progress towards delivering new housing with a range of tenures on smaller Council-owned sites across the city that would otherwise not be developed. The central government's recent about-turn on housing policy has removed the City Council's cap on direct Council investment in housing, and therefore a review is under way on the future role of the Housing Group. The success of both groups of companies will be critical to delivering the Council's objectives and supporting its medium term financial plan in the years ahead.*

**Councillor James Fry, Chair, Companies Panel 2018/19**

The Companies Panel was established in 2017 to scrutinise the decisions of the Shareholder for the Council's two wholly owned groups of companies; Oxford Direct Services and the Housing Group. The Shareholder is the members of Cabinet acting as the owner of the Council's companies. Due to the commercial nature of information before the Panel, much of the Panel's work is undertaken in private session.

The Companies Panel received quarterly update and performance reports from the Oxford Direct Services in July, November and February. The Panel was pleased to find that the transfer to the company structure had gone smoothly including the TUPE transfer of 712 staff whilst maintaining good trade union relations and the retention of all customers, with no disruption to the delivery of services. Councillors also welcomed the Managing Director's focus on customer satisfaction, building a strong health and safety culture, increasing apprenticeships and expanding the companies' capacity. The Panel reviewed Oxford Direct Services' performance against key performance indicators and discussed the key strategies for improving the services offered and exploiting new market opportunities. The Panel recommended ways in which the company performance measures could be improved together with a more comprehensive scorecard of financial indicators.

In relation to the Housing Group, the Companies Panel received bi-annual presentations on the housing development programme, which initially comprised eight schemes of varying size and complexity. The Panel found that the number of units that were deliverable within the programme had been revised down from 793 units in March 2018 to 740 units in June to adjust for planning restrictions, although the majority of this decrease was in the outright sale category rather than affordable housing. There were a number of lessons learnt to inform the shape of the development programme in future including the time taken from the initial scoping of the site to starting work, early engagement with the planning process and the procurement of building services for batches of sites to create a more attractive contract, in view of the difficulties securing builders, other tradesmen and professional services in South East England. The Panel also encouraged the Housing Group secure additional sites and build up a longer term pipeline of schemes.

## Finance Panel

### Membership:

Councillor Mohammed Altaf-Khan  
Councillor Tiago Corais (from 4 Dec)  
Councillor David Henwood (to 18 Nov)  
Councillor James Fry (Chair)  
Councillor Chewe Munkonge  
Councillor Craig Simmons  
Councillor Roz Smith



*As the challenge of securing adequate revenues for all Local Authorities becomes greater, as a result of reduced central government funding alongside greater demand for services, the importance of ensuring sound financial management becomes ever more crucial. The Finance Panel has been busy throughout the year providing an independent perspective on all aspects of the Council's finances, including analysis of the impact of and responses to Brexit and other major external factors. The Panel evaluates areas of spending and value for money, and monitors the return on investments and other sources of income. In doing so it has sought to safeguard the Council's financial capability to continue to maintain or expand services despite the ending of all central government Revenue Support Grants.*  
**Councillor James Fry, Chair, Finance Panel 2018/19**

The Finance Panel has a role in overseeing and scrutinising the Council's financial performance and budgetary proposals. The Panel monitors Council spend throughout the year, considers selected financial issues and decisions, and conducts a detailed annual review of the Council's budget and medium term spending proposals.

A significant piece of work undertaken by the Panel concerned recognition of how the Council could embed consideration of broader social benefits or 'social value' within the ways the Council spends its money via the procurement process. Following endorsement of the recommendations made to Cabinet, this has resulted in: social value becoming a recognised and weighted criterion in the Council's procurement processes, the adoption by the Council of payment-time standards to SMEs and the voluntary sector, and the introduction of the Green Procurement Policy into tenders. Other work undertaken by the Panel included the consideration of income generation from legal services and the potential impacts of Brexit, particularly in regards to recruitment locally, and the Council's investments and funding streams.

The Panel conducted its annual review of the Council's budget proposals over the New Year period, questioning senior managers about budgetary changes and testing assumptions about spending levels, income targets and financial pressures. In total 16 recommendations concerning principally the level of Council Tax, the financing of Council priorities and representations to central government were made. Thirteen of the 16 recommendations made by the Panel during the budget review process were accepted by the Cabinet.

Other financial decisions scrutinised by the Panel included decisions on the Council's Treasury Management Strategy and investment property development opportunities and the proposed changes to the Council Tax Reduction Scheme. The

Panel also reviewed the Council's quarterly financial reports to monitor spending and progress against savings targets.

## Housing Panel

### Membership:

Councillor Lubna Arshad  
Councillor Nadine Bely-Summers (Chair)  
Councillor Angie Goff (to 1 Oct)  
Councillor Michael Gotch  
Councillor David Henwood (to 18 Nov) (Chair)  
Councillor Richard Howlett  
Councillor Sian Taylor (from 4 Dec)  
Councillor Liz Wade (from 5 Feb)  
Councillor Dick Wolff



*Homelessness and the lack of affordable housing are huge issues in Oxford. During the year the Panel tracked a range of housing performance indicators and scrutinised the Council's Draft Local Plan which sets planning policies on affordable housing in the city. The Panel also played a key role in scrutinising and making recommendations in relation to a number of homelessness issues including the severe weather emergency protocol, the use of homelessness prevention funds, the outcomes of the innovative Homelessness Prevention Trailblazer and proposals for the development of a new homeless shelter and assessment hub at Floyds Row. The Housing Panel has been keen to ensure that the voices of service users including those with lived experience of homelessness are heard by the Council and the work undertaken to engage with homeless service users and involve them in the design of the facilities at Floyds Row has been particularly pleasing. I would like to thank Geno Humphrey who is stepping down after serving as the Panel's tenant co-optee for the last 4 years. I would also like to pay tribute to Councillor Angie Goff who sadly passed away in October 2018 having served on the Housing Panel since July 2016.*

**Councillor Nadine Bely-Summers, Chair, Housing Panel 2018/19**

Oxford is widely cited as one of the least affordable cities in the UK in which to buy or rent a home. The city's boundaries are tightly constrained and a lack of developable land within the city makes the delivery of sufficient affordable housing to meet the city's needs a major challenge for policy makers and requires the co-operation of neighbouring councils. In this context the Housing Panel dedicated its October meeting to scrutinising the housing related planning policies contained within the Council's draft Local Plan. The Panel explored how the city's unmet housing need is calculated and the policies aimed at maximising the delivery of affordable housing. The Panel welcomed the new focus on supporting employment-linked homes and also community-led self-build housing.

The Panel welcomed work undertaken to review the Council-owned garage sites across the city, an exercise that had identified some sites that could be viable for development by the Council's housing company and other sites that could be restored or replaced by parking spaces.

The Panel also considered options for the establishment of a Council-owned lettings agency to drive up standards in the local private rented sector and operate as a not for profit service for the benefit of residents, following on from a motion passed by

Council in 2016. The conclusion was that it was not feasible to develop a Council-run lettings agency in current private sector market conditions and other approaches to addressing poor standards in the private rented sector were considered to be working well.

Following the Grenfell tragedy the Panel discussed the work of the Council's Building Control function, which has a role in ensuring compliance with the minimum standards for design, construction and alteration to buildings set out in the Building Regulations. The Panel considered the competitive market that exists for building control services and the resilience of the service in view of difficulties recruiting and retaining Building Control surveyors. The Panel made recommendations about prioritising the employment and training of apprentices and ways of ensuring high quality building standards on Council-led developments.

In November and March the Panel considered the planning for and then the outcomes of the severe weather emergency protocol (SWEP) which provides additional emergency bed spaces in the winter period for people sleeping rough. The Panel made recommendations about improving communication and engaging with service users and local organisations for feedback about the SWEP and their experiences, and later found that the feedback gathered had been broadly positive.

The Panel considered a year one review of the Oxfordshire Homelessness Prevention Trailblazer; a multi-agency programme aiming to tackle systemic issues in the public sector which can increase the risk of homelessness. The programme comprised three strands; the embedding of housing workers within criminal justice, health and social care settings, community navigators identifying and working with people at risk of homelessness and the creation of a homeless champions network across partner organisations to broaden understanding of the housing system. The report highlighted that many people were left in beds when they were medically fit because they had no home to go to, at an indicative cost to the NHS of £1.2m. The Panel considered and welcomed the lasting legacy the programme would have through changing systems and services in order to reduce the risk of homelessness.

In April the Panel considered a report to the City Executive Board on the proposed development of a Homeless Shelter and Assessment Hub at Floyd's Row. The Panel questioned whether the funding envelope was realistic and considered the need to secure or allocate capital and revenue funding to deliver the scheme and commission services sustainably into the future. The Panel also recommended building on the positive engagement activities that had taken place involving service users to create an ongoing culture of participation at Floyds Row, notwithstanding the temporary nature of the services.

## **The year ahead**

The Scrutiny Committee has re-elected Councillor Andrew Gant as Chair for the 2019/20 Council year and Councillor Joe McManners as Vice-Chair. The Committee also welcomes new members of the Committee in Councillors Tiago Corais and Richard Howlett. Returning members to the Committee are Councillors; Mohammed Altaf-Khan, Lubna Arshad, Nadine Bely-Summers, Hosnieh Djafari-Marbini, Alex Donnelly, James Fry, Ben Lloyd-Shogbesan and Craig Simmons.

The Committee will continue to scrutinise decisions of the Cabinet, and a number of new issues affecting the city have been included in the Scrutiny Work Plan, including Planning for the 2020 Zero Emissions Zone, Community Wealth Building and Public Participation in Decision Making. The Committee has also re-appointed the Finance, Companies and Housing Standing Panels for another year.

Councillor James Fry has been reappointed as Chair of the Finance Panel. The Panel will again undertake a detailed annual review of the Council's budget proposals early in the New Year and will monitor financial performance and decisions through the year. The Companies Panel is also to be chaired by Councillor James Fry and will continue to consider the progress of the Council's wholly owned housing companies and Oxford Direct Services companies.

The Housing Panel will be chaired by Councillor Nadine Bely-Summers. The Panel will scrutinise a number of important housing-related issues, including the Council's response to homelessness and the balance of the Council's spending within the Housing Revenue Account. The Panel will also look to recommend ways to improve tenancy management standards across the wider social housing sector, as well as considering possible means of raising standards in the private rented sector.

## **Contact us**

Scrutiny Officer, St. Aldate's Chambers, 109 St. Aldate's, Oxford, OX1 1DS; tel: 01865 252191; email: [democraticservices@oxford.gov.uk](mailto:democraticservices@oxford.gov.uk)

**Photographs of 2018/19 membership to be included**



**To:** Cabinet  
**Date:** 09 October 2019  
**Report of:** Scrutiny Committee  
**Title of Report:** Annual Air Quality Status Report 2018

Summary and recommendations	
<b>Purpose of report:</b>	To present Scrutiny Committee recommendations concerning the Annual Air Quality Status Report 2018
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Councillor Andrew Gant, Chair of the Scrutiny Committee
<b>Cabinet Member:</b>	Councillor Tom Hayes, Zero Carbon Oxford
<b>Corporate Priority:</b>	A Clean and Green Oxford
<b>Policy Framework:</b>	None
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

Appendices
None

### Introduction and overview

1. At its meeting on 03 September 2019, the Scrutiny Committee considered the Annual Air Quality Status Report 2018.
2. The Panel would like to thank Councillor Hayes, Cabinet Member for Zero Carbon Oxford, for attending the meeting to answer questions. The Committee would also like to thank Mai Jarvis, Environmental Quality Team Manager for supporting the meeting and Pedro Abreu, Air Quality Officer, for compiling the report.

## Summary and recommendation

3. The Cabinet Member for Zero Carbon Oxford, Councillor Tom Hayes, introduced the report, highlighting a number of key issues. Councillor Hayes located the impetus for addressing the issue in the link between poor air quality and reduced quality and duration of life. It was reported that progress was being made in improving air quality, with a 37% fall in nitrogen dioxide between 2008 and 2018, and a fall over the last five years in the number of sites exceeding the mean annual legal limit from 17 to 4. However, Councillor Hayes also reported that the rate of progress was starting to slow and in some areas had plateaued. In order to continue the level of reduction the Council would need to rely on the innovation and proactivity it had shown previously in the purchasing of electric delivery vehicles, the installation of EV charging points across the city and the development of an 'Energy Superhub' and to maximise the return on the considerable expertise the Council had developed.
4. In response to the report presented the Committee's particular areas of scrutiny focused on two key areas: identifying pertinent information on air quality outside the scope of the report and practical explorations of priority solutions.

### **Identifying Other Pertinent Information**

5. The Committee raised a number of questions in relation to the location of monitoring equipment. Whilst it was noted that the criteria for locating monitoring equipment was set externally by DEFRA the Committee raised concern that the monitoring locations did not account for the health impacts of poverty.
6. The Committee considers this to be an important consideration when seeking to improve outcomes, a view which is backed up by DEFRA's own publications which state, 'Bad air quality affects everyone and it has a disproportionate impact on the young and old, the sick and the poor'.<sup>1</sup> Previous government reports such as the 2010 Marmot Review correlate with the concerns of the Committee, that individuals in deprived areas experience more adverse health effects at the same level of exposure compared to those from less deprived areas.
7. The Committee welcomes the additional flexibility in recording air quality at sites beyond the DEFRA-mandated spots afforded by the OxAir project and encourages the responsible officers to press for including wards falling within the bottom 20% on the indices of multiple deprivation as a criterion for developing their monitoring plans.
8. Whilst the mean levels of nitrogen dioxide are recorded as part of the report, the Committee noted the different impacts those levels could have on different transport users: those travelling by car, by bike and by foot. The intention of monitoring the impacts of air quality on those different modes as part of the OxAir project was welcomed.

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<sup>1</sup> <https://lagm.defra.gov.uk/assets/63091defraairqualityguide9web.pdf> p.4

9. The Committee also expressed interest in future planning of transport issues. The Committee welcomed the news that the major developments in Oxford such as Oxford North and the Barton Park development have been included in the County Council's projections for future transport demand.

### **Priority Solutions**

10. During discussion it was established following questions that the dispersal rates over distance of nitrogen dioxide, the most widely measured air pollutant, meant that homes close to railway engine idling points have not been found to be subject to levels above the proscribed limit. Nevertheless, the Committee retained a residual concern on the basis that particulate levels were not being monitored. It was noted that both trains and boats are not subject to the Clean Air Act, allowing for higher levels of air pollutant emissions. In relation to the emissions from canal boats the Committee discussed the importance of running generators to powering basic appliances for those living on canal boats.

***Recommendation 1: Further consideration be given to measures to control emissions arising from the exemption of trains and canal boats from the Clean Air Act, particularly with regard to boats at non-permanent moorings close to residential areas.***

11. The Committee discussed options around extending the coverage of the City Centre Low Emission Zone to HGVs and coaches and whether such extensions would be desirable. The general consensus was broadly sympathetic towards extension but the Committee was also mindful of the practical issues and consequences of any such decision. It was noted that the County Council as the Highways Authority would be the final decision-maker on such matters.
12. The Committee recognised the efforts made to reduce idling on St Giles but sought to explore the possibility of reducing idling in other areas, and particularly around schools. The Council's efforts to tackle idling around schools were praised and the national recognition it had received was noted. However, the Committee considers the risk to children, who are particularly vulnerable to poor air quality, through idling near schools to remain unacceptably high and that stronger action is required. It is noted that the Council is not responsible for implementation of parking exclusion zones.

***Recommendation 2: The County Council be encouraged to consider implementing parking exclusion zones close to schools in the City***

13. A further issue explored by the Committee around tackling idling concerned the challenges of enforcement. The framing of current legislation was explained to make enforcement almost impossible because it would rely on an idling vehicle driver refusing to turn off their engine. Whilst it was reported that current legislation, including around enforcement, was presently being reviewed by Central Government in its forthcoming Environment Act, it was not automatically the case that enforcement powers would vest with District and City Councils in two-tier areas. The Committee considers the retention of anti-idling enforcement powers to be crucial in tackling poor air quality.

***Recommendation 3: The Council seeks in every way to ensure that it is empowered in the forthcoming Environment Act to take enforcement action against idling vehicles.***

### **Further Consideration**

14. The importance of scrutinising air quality, particularly due to its impacts on the length and quality of life of residents, is recognised by consideration of the Annual Air Quality Status Report as a standing item on the Committee's agenda. The Committee affirms its commitment to annual consideration.

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**To:** Cabinet  
**Date:** 09 October 2019  
**Report of:** Scrutiny Committee  
**Title of Report:** Performance Monitoring – Quarter 1

Summary and recommendations	
<b>Purpose of report:</b>	To present Scrutiny Committee recommendations concerning the Performance Monitoring 2019/20 Q1
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Councillor Andrew Gant, Chair of the Scrutiny Committee
<b>Cabinet Member:</b>	Councillor Susan Brown, Leader, Economic Development and Partnerships
<b>Corporate Priority:</b>	An Efficient and Effective Council
<b>Policy Framework:</b>	None
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

Appendices
None

### Introduction and overview

1. At its meeting on 03 September 2019, the Scrutiny Committee considered the Performance Monitoring 2019/20 Q1 report. The report details Council performance against a set of indicators the Committee has chosen to track for the period 01 April 2019 to 30 June 2019.
2. The Committee would like to thank Rachel Heap, Corporate Governance Officer, for compiling the report.

## Summary and recommendation

3. In considering the Performance Monitoring 2019/20 report the Committee have devised six recommendations as outlined below.
4. On an overall point, the Committee was appreciative of the efforts made by officers in responding to questions raised by Committee members prior to the meeting and with little notice. It was felt that notwithstanding the pressure on officers it was a valuable approach in providing more informed scrutiny. Whilst all efforts will be made to mitigate the short time-scales, the Committee wishes to flag the likelihood of repeating the approach in the future in order to enable planned accommodation by officers when it does.
5. Whilst clearly many of the indicators used to monitor performance relate to specific functions of the Council itself, a number of the indicators, such as BI001 (the percentage of spend with local business, CH001 (days lost to sickness), and CoS031 (effective delivery of the capital programme) are organisationally cross-cutting in nature. It was unclear to the Committee whether, and if so, how, these cross-cutting indicators included or did not include data from Oxford Direct Services or Oxford City Housing Limited. Determining this will help the Committee form a view on the sufficiency of current performance monitoring arrangements.

***Recommendation 1: There should be clarification about which, if any, of the corporate performance indicators include data from Oxford Direct Services or Oxford City Housing Limited and the way in which these were used, particularly in reference to whether under measure BI001 (percentage of Council spend with local businesses) Oxford Direct Services is recorded as a recipient of Council spend, a contributor to Council spend or both?***

6. The Committee queried ED002 (Implementation of measures to reduce the City Council's carbon footprint by 5% each year.) It was felt that the natural reading implied an absolute reduction, rather than a relative one. It was also felt that without information on the assumptions that lay behind the calculation of the notional carbon figure against which the Council's reduction target was to be measured against the usefulness of the measure was difficult to judge.

***Recommendation 2: That the wording of measure ED002 (Implementation of measures to reduce the City Council's carbon footprint by 5% each year) should be reviewed and that information on the methodology for calculating the Council's anticipated carbon footprint be made available to members of the Scrutiny Committee.***

7. In relation to the Council's monitoring of Fusion, measure LP220 (The number of people from the Council's target groups using its leisure facilities) was felt by the Committee to require additional monitoring. Whilst appreciating the impact of

concessions on the following measure, revenues is felt to be more a robust overall measure of performance. On the basis that cleanliness and maintenance are the biggest source of complaint, progress against maintenance targets is felt by the Committee to be the best indicator of customer satisfaction.

***Recommendation 3: That indicator LP220 (The number of people from the Council's target groups using its leisure facilities) be supplemented with two further measures: i) revenue vs previous periods, and ii) progress against maintenance targets.***

8. With regards to measure CoS031 (Effective delivery of the capital programme) the Committee commented on how it is currently unclear what the percentage measure actually refers to: milestones, total spend or projects.

***Recommendation 4: That measure CoS031 (Effective delivery of the capital programme) be changed to either i) disbursements, or ii) contractual commitments as a percentage of budgetary targets.***

9. In discussing the Council's performance against measure WR001 (Number of people moved into work by the Welfare Reform Programme) the Committee discussed feedback by the officers indicating the existence of seasonality within performance. Quarter 1 performance was considered in light of the challenges the Welfare Reform team were experiencing in regards to retention of staff. It is the feeling of the Committee that even with the positive season effects to come, the challenges faced by the team make it unlikely that they will achieve the target figure and that Council consider whether it wishes to maintain an unrealistic target.

***Recommendation 5: That in light of the challenges facing the Welfare Reform team, WR001 (Number of people moved into work by the Welfare Reform Programme) is no longer realistic and that a revised target be agreed.***

10. The Committee noted the comments made in the report in relation to indicator CS054 (Time taken to determine DHP applications) that 40% of applications were from Universal Credit claimants. Delays arising from the processing of Universal Credit, an externally performed function, made it impossible to meet the target. The fact that the Council is processing applications within the relevant timeframes when they are within its control is welcome, but it is felt by the Committee that the degree to which external factors distort the Council's own performance merits a reconsideration of the criterion.

***Recommendation 6: That in light of the growth of Universal Credit and the increasing influence factors external to the Council have on the delivery of this criterion that Cabinet considers whether indicator CS054 (Time taken to determine DHP applications) remains fit for purpose.***

11. The Committee also gave consideration to levels of long-term sickness amongst the service areas referenced as having a higher than target level of absence under measure CH001, the cost of enforcement action for Council Tax under indicator BV009, and the degree of the Council's liability following the breach of contract by the solar car port contractor at the Leys Pool under indicator ED002 but made no recommendation.

### **Further Consideration**

12. Ongoing, regular scrutiny of the Council's performance forms a fundamental part of the Committee's function. The Committee affirms its commitment to continued quarterly consideration.

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