

Agenda

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Scrutiny Committee

Date: **Tuesday 3 March 2020**

Time: **6.00 pm**

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

For any further information please contact:

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If you intend to record the meeting, it would be helpful if you speak to the Committee Services Officer before the start of the meeting.

Scrutiny Committee

Membership

Chair Councillor Andrew Gant

Vice Chair 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.

Copies of this agenda

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AGENDA

		Pages
1	APOLOGIES FOR ABSENCE	
2	DECLARATIONS OF INTEREST	
3	CHAIR'S ANNOUNCEMENTS	
4	MINUTES	7 - 12
	Recommendation: That the minutes of the meeting held on 04 February 2020 be APPROVED as a true and accurate record.	
5	BLACKBIRD LEYS DEVELOPMENT PROJECT DETAILED DESIGN	13 - 44
	At its meeting on 11 March, Cabinet will consider a report on the Blackbird Leys Development Project. This item provides an opportunity for the Committee to comment on the report and make such recommendations to the Cabinet as it wishes. Councillor Linda Smith, Cabinet Member for Leisure & Housing; Tom Bridgman, Executive Director, Development; and Andrew Humpherson, Regeneration Manager have been invited to attend for this item. Appendix 4 (Legal Report) will be issued as a supplement to this agenda.	
6	ANNUAL REPORT ON GENDER PAY GAP	45 - 62
	At its meeting on 11 March, Cabinet will consider the Annual Report on the Gender Pay Gap. This item provides an opportunity for the Committee to comment on the report and make such recommendations to the Cabinet as it wishes. Councillor Chapman, Cabinet Member for Safer Communities and Customer Focused Services and Helen Bishop, Head of Business Improvement have been invited to attend for this item.	
7	PERFORMANCE MONITORING 2019/20 QUARTER 3	63 - 66
	The Scrutiny Committee has a role in monitoring Council performance. Quarterly reports are provided on a set of selected corporate and service performance indicators. This item provides an opportunity for the Committee to comment on the report and make such recommendations to the Cabinet as it wishes. This report will be presented by Helen Bishop, Head of Business Improvement.	

8	REPORTS FOR APPROVAL	67 - 128
	<p>The Committee is asked to approve the following reports for submission to Cabinet on 11 March.</p> <ul style="list-style-type: none">• Report of the Climate Emergency Review Group.• Integrated Performance report for Q3 (if required this will be published as a supplement)	
9	REPORT BACK ON RECOMMENDATIONS	129 - 144
	<p>Since the last meeting Cabinet has responded to the Committee's recommendations on: Budget Review for 2020/21; Capital Strategy; Customer Experience Strategy; Performance Monitoring Strategy,Q2; and Plans for introduction of a ZEZ. Copies of Cabinet's responses are attached.</p>	
10	WORK PLAN AND FORWARD PLAN	145 - 156
	<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 Forward Plan (which outlines decisions to be taken by the Cabinet or Council). The Committee is asked to review and note its work plan for the remainder of the 2019/20 Council year. The Committee is also asked to recommend an outline programme for the beginning of the forthcoming Council year.</p>	
11	DATES OF FUTURE MEETINGS	
	<p>Meetings are scheduled as follows:</p> <p>Scrutiny Committee</p> <ul style="list-style-type: none">• 06 April, 02 June <p>Standing Panels</p> <ul style="list-style-type: none">• Housing Standing Panel: 05 March, 08 April• Companies Panel: 12 March, 22 June• Finance Panel: 30 June <p>All meetings start at 6.00 pm</p>	

PART TWO
MATTERS EXEMPT FROM PUBLICATION

12 MATTERS EXEMPT FROM PUBLICATION

If the Committee wishes to exclude the press and the public from the meeting during consideration of any of the items on the exempt from publication part of the agenda, it will be necessary for the Committee to pass a resolution in accordance with the provisions of Paragraph 4(2)(b) of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012 on the grounds that their presence could involve the likely disclosure of exempt information as described in specific paragraphs of Schedule 12A of the Local Government Act 1972.

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

13	BLACKBIRD LEYS DEVELOPMENT PROJECT DETAILED DESIGN - CONFIDENTIAL APPENDICES	157 - 260
14	ANNUAL REPORT ON GENDER PAY GAP - CONFIDENTIAL APPENDICES	261 - 266
15	CABINET RESPONSE TO CONFIDENTIAL BUDGET REVIEW GROUP BUDGET RECOMMENDATIONS	267 - 268

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.

Minutes of a meeting of the SCRUTINY COMMITTEE on Tuesday 4 February 2020

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Committee members:

Councillor Gant (Chair)

Councillor Arshad

Councillor Corais

Councillor Donnelly

Councillor Howlett

Councillor Simmons

Councillor McManners (Vice-Chair)

Councillor Bely-Summers

Councillor Djafari-Marbini

Councillor Fry

Councillor Lloyd-Shogbesan

Also present:

Councillor Susan Brown, Leader of the Council,

Councillor Nigel Chapman, Cabinet Member for Safer Communities and Customer Focused Services

Officers:

Helen Bishop, Head of Business Improvement

Mish Tullar, Corporate Policy, Partnership and Communications Manager

Tom Hudson, Scrutiny Officer

John Mitchell, Committee and Member Services Officer

Apologies:

None

76. Declarations of interest

None.

77. Chair's Announcements

The Chair noted the possible need to go into private session to discuss an appendix to the Scrutiny Budget Review report and proposed that the agenda be re-ordered for the benefit of a contributor to the Committee.

78. Minutes

The Committee resolved to APPROVE the minutes of the meeting held on 14 January 2020 as a true and accurate record, subject to the re-wording of recommendation 4 of the item on planning for the Zero Emission Zone (ZEZ) to reflect that fact that advice would be sought about the most appropriate nomenclature for the ZEZ (see minute 82 below).

79. Work Plan and Forward Plan

The Scrutiny Officer said there were no significant changes to the Committee's Work Plan since the last meeting. He drew the Committee's attention to the fact that the Corporate Plan Update would be going to the April meeting of the Committee.

Councillor Howlett said that while the Climate Emergency Review Group report would be going to the March meeting of the Committee as planned, it had been agreed that a Cabinet response would not be sought until after election. This was in recognition of the fact that it was too late to secure any consequential funding requests in the current budget round; a wish to avoid purdah restrictions; and the desirability of taking account of the wishes of a new cohort of Councillors.

It was agreed that an item on the Oxford Living Rent was best subsumed within the future item on Selective Licensing.

80. Customer Experience Strategy

Councillors Bely-Summers and Arshad joined the meeting during this item.

Councillor Nigel Chapman, Cabinet Member for Safer Communities and Customer Focussed Services, introduced the report. People increasingly expected higher standards of customer engagement. The proposals in this report would contribute to that. Customer feedback showed that face to face engagement with Council staff was rated very highly. Digital engagement, however, was rated very poorly by comparison. The proposals sought to address that weakness in particular. The enhanced digital offer would not replace but run in parallel with existing services. Digital services were, generally, more economical to provide than face to face. The Council continued to invest in significant improvements to the technological infrastructure, necessary to support the strategy. The Strategy was complemented by a robust action plan.

Helen Bishop, Head of Business Improvement, drew attention to the considerable consultation which had contributed to the development of the strategy, as outlined in the report.

In discussion the following matters were raised or discussed among others, some of which ranged beyond the scope of the strategy.

- The use of the term 'Customers' in the strategy was considered, on balance, to be appropriate in the absence of a better alternative. The term embraced the very wide range of those for whom the Council provides a service.
- KPIs for the strategy would include: making the £465k of efficiencies described in the report; seeing an improvement in customer satisfaction with their digital engagement with the Council; and an increase in the number of people using digital from the current 40% current rate
- It was noted that there was currently no comparable strategy for the Council's companies

- There would be value in seeing a breakdown of customers' satisfaction by type (eg business/ individual) which would assist in knowing where best to devote resources for improvement.
- Data about digital access to services would identify 'hot spots' and also inform future decisions about deployment of resources
- The need to continue to provide non-digital services for members of the community who did not, for whatever reason, have access to digital services should, perhaps, be challenged. The vast majority did have access and it was counter intuitive (and expensive) to continue to provide non-digital services for an increasingly small proportion of the population whose needs might, perhaps, be dealt with more economically, in a different and bespoke way.
- While some interactions with the Council could be more swiftly and effectively dealt with digitally, experience showed that face to face engagement was often necessary or desirable where customers faced more complex or intractable problems.
- Staff who deal with customers face to face in relation to straightforward matters could, as a matter of course, advocate the use of digital enquiries in future (where the facility exists). Staff could also use the opportunity to alert customers to any Council consultations which might be underway at that time.
- The Council's website was being updated to take account of new guidance about accessibility
- Thought might be given to monitoring the effectiveness of digital engagement using a 'mystery shopper' approach.
- It was confirmed that there was sufficient budgetary resource to implement the strategy as set out in the report.
- There was recognition of the desirability (and difficulty) of engaging a much larger proportion of the City's population with the Council's activities/consultation exercises so as to contribute to the design and re-design of services in a way which best reflects their needs.
- While it was not the purpose of the strategy to seek to address the wider issue of effective community and customer engagement there was recognition of the separate need for such a strategy.
- The Council offered many services of which the community (particularly those who were vulnerable or disadvantaged) might not be aware, such as the Home Improvement Agency. There would be merit in finding more ways of disseminating information about them, via doctors' surgeries for example and various forms of outreach.
- The benefits of providing 'one stop shop' advice, via Community Centres, was recognised
- It was noted that Council engagement with Oxford's diverse communities was scheduled for Committee discussion at its April meeting.

In conclusion the Committee resolved to recommend to Cabinet that Council:

1. Gives consideration to the variety of customer-groups the Council engages with, their specific needs and desired outcomes from their engagement, and the Council's current performance in delivering those outcomes in the delivery and prioritisation of work within this strategy;

2. Engages with GP surgeries and social prescriber fora to promote the availability of the HIA and other relevant services;
3. Looks at future opportunities to increase democratic engagement in future iterations of the strategy;
4. Develops a citizen engagement strategy to raise the level of engagement across all elements of its interface with the public; and
5. As shareholder, ensures that a similar customer experience and service improvement exercise is undertaken in its wholly-owned companies, particularly Oxford Direct Services.

81. Corporate Strategy 20-24 - final draft for approval

The Chair reminded the Committee that the pre-consultation draft strategy had been considered at a previous meeting. The consultation had now taken place and concluded two working days previously. The Committee had before it a covering report which had been made available just before the meeting but not a revised version of the strategy itself. Notwithstanding the late arrival of the report and the absence of the strategy the Committee agreed that it would be helpful to hear what had emerged from the consultation.

Councillor Susan Brown, Leader of the Council, apologised for the very late arrival of the covering report which was consequent upon the very recent completion of the consultation process and the need, then, to collate and analyse responses to it. It was pleasing to see that the majority of responses had been very supportive of the strategy's objectives. The final version would not, therefore, be significantly different to the pre-consultation draft which the Committee had been able to give proper consideration to. It was important to remember that the strategy would be underpinned in due course by the Council's Annual Business Plan.

Mish Tullar, Head of Corporate Policy, Partnerships and Communications, went through the covering report, section by section, noting that there had been several other opportunities to contribute to the development of the strategy as outlined in paragraph 6 of the report. None of the 42 propositions in the draft had been rejected by the consultation and there was clear support for most. One of the most striking outcomes, via the opportunity for free text, was the desirability for greater priority to be given to reducing carbon emissions.

The Chair reminded the Committee that its task was to consider the outcome of the consultation and its consequences for the strategy rather than to engage in a detailed discussion about individual representations made during the process.

In discussion the following matters were raised or discussed among others.

- The Committee expressed disappointment at the difficulty of a thorough discussion given the late arrival of the covering report and the absence of a revised draft strategy.
- It was confirmed that all of the observations made by Councillor Wolff (who had been acting as a substitute for Councillor Simmons at a previous meeting of the Committee) had been considered and most but not all adopted.

- It was agreed that that the strategy should be referred to, consistently, as the Council Strategy (rather than Corporate Strategy)
- There were limitations to the amount of context which could reasonably be provided in a questionnaire format (eg to explain the meaning of “sustainable economy.”)
- References to “Sustainable Growth” would be better referred to as “Clean Growth”
- Input from Oxford Brookes was welcome. The absence of input from the Colleges was regrettable but the Leader was seeking to improve their engagement via the Conference of Colleges.

In conclusion the Committee noted the report before it and requested that a report of their main points of discussion be provided to Cabinet.

82. Reports for approval

Performance Monitoring Q2

The Committee approved the report for submission to Cabinet.

Planning for the Zero Emissions Zone 2020

The Committee was concerned that recommendation 1 did not accurately reflect its views and should be re-drafted to the effect that advice be sought about other authorities’ approaches to the designation of similar zones.

The wording of recommendation 3 needed to be revised for purposes of clarity.

Capital Strategy

Considered in confidential session

Scrutiny Budget Review

Considered in confidential session

83. Report back on recommendations

Housing Panel Recommendations concerning Housing & Homelessness Strategy

The Chair was pleased to report that all of the recommendations had been approved.

Scrutiny Committee Recommendations concerning Oxford’s Waterways

The Chair was pleased to report that while all of the recommendations had been agreed, some of the detail was lacking in response to recommendation 4 (number of people living on boats) and recommendation 5 c) and d) (are there sufficient mooring sites etc ; and is the infrastructure at Council owned sites sufficient). The Cabinet Member had assured him that this detail would be provided.

84. Dates of future meetings

Meetings are scheduled as followed:

Scrutiny Committee

- 03 March
- 06 April

Standing Panels

- Finance Panel 25 February
- Housing Standing Panel: 05 March, 08 April
- Companies Panel: 12 March

Scrutiny Review Groups

- Climate Emergency: 19 February

All meetings start at 6.00 pm

85. Exempt Matters

The press and public were excluded from the meeting for the following item in accordance with the provisions of Paragraph 4(2)(b) of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012 on the grounds that their presence could involve the likely disclosure of exempt information as described in specific paragraphs of Schedule 12A of the Local Government Act 1972.

86. Reports for Approval

Capital Strategy and Scrutiny Budget Review

The meeting started at 6.00 pm and ended at 8.25 pm

Chair

Date: Tuesday 3 March 2020

To: Cabinet
Date: 11 March 2020
Report of: Executive Director (Development)
Title of Report: Blackbird Leys Development Project Detailed design

Summary and recommendations	
Purpose of report:	To seek approval to proceed to the detailed design phase of the Blackbird Leys Estate Regeneration project and allocate funds associated with the detailed design and planning, as well as delivery.
Key decision:	Yes
Cabinet Member:	Councillor Linda Smith, Leisure and Housing and Councillor Mike Rowley, Affordable Housing
Corporate Priority:	Meeting Housing Need; Strong & Active Communities
Policy Framework:	<p><i>Housing & Homelessness Strategy 2018-2021:</i></p> <ul style="list-style-type: none"> - Invest to create sustainable communities that are safe & happy & increase housing supply; and - Improve access to affordable housing. <p><i>Strong and Active Communities:</i></p> <ul style="list-style-type: none"> - Provide high quality community facilities
Recommendation(s): That Cabinet resolves to:	
<ol style="list-style-type: none"> 1. Delegate authority to the Executive Director Development to sign off the Pre-Planning Viability Condition and all other Stage One requirements of the Development Agreement detailed in this report, and confirm the project can move past Gateway One and into Stage Two (detailed design & planning submission) of the Development Agreement. 2. Delegate authority to the Executive Director of Development, in consultation with the Cabinet Member for Leisure & Housing and the Cabinet Member for Affordable Housing, to approve moving through the remaining Gateways of the Development Agreement and subsequently entering into a lease for the land with Catalyst Housing Limited, subject to the approved budget. 	

3. **Note that the Development Agreement sets out that if the scheme does not move forward to delivery, that the Council will incur 50% of the Stage 2 costs, an estimate of which is set out in the report. (paragraph 73)**
4. **To approve the use the CIL receipts generated to facilitate the delivery of the community and infrastructure works set out in the concept plan and to recommend to Full Council that this commitment is recognised in the Capital Programme in 2022/23 and beyond as a potential future earmarked CIL receipt (for investment in strategic infrastructure and community facilities at Blackbird Leys) and subject to planning.**
5. **Recommend to Full Council to allocate a budget of up to £21.528 million to deliver the scheme for new affordable and market housing, community and retail facilities and new and enhanced public space (paragraphs 11-19) and in line with the funding sources and viability assessment set out in this report. (paragraphs 57 – 62)**
6. **Recommend to Full Council to allocate the HRA and General Fund spend in accordance with the profile set out in the report.(paragraphs 63-64) and which will supersede any current budget held for this project**
- 7 **Commit to the fullest ongoing engagement with the local community as part of the detailed design and planning stage and prior to submission of the planning application.**

Appendices	
Appendix 1	Concept Masterplan
Appendix 2	Strategic Outline Business Case - Confidential
Appendix 3	Financial Summary Report - Confidential
Appendix 4	Legal Report – Confidential
Appendix 5	Risk Register - Confidential
Appendix 6	Equalities Impact Assessment

Introduction and background

1. The Blackbird Leys District Centre was identified as a comprehensive regeneration site in the Oxford City Council Sites and Housing Plan (2013). The Leys has some of the most deprived areas in the country and the retail and community centre buildings making up the District Centre are nearing the end of their design life. The key aspirations to create an identifiable district centre with improved amenity and public space, more homes and a new multi-functional community facility form the basis this project.
2. In October 2017, Oxford City Council (OCC) undertook an OJEU compliant 'Competitive Dialogue' process, which ultimately led to the appointment of Catalyst Housing Limited (CHL) as the development partner for the Blackbird Leys Estate Regeneration project.
3. Given the relative low land and property values in the area the project has always had significant viability issues. Initial proposals from all bidders were

based upon an indicative masterplan produced for the Council by Levitt Bernstein and which the Council's consultants CBRE had assessed as having a deficit or negative land value. Tenders were scored on a 60% Qualitative and 40% Quantitative (financial) basis. The selection of CHL, as the preferred development partner, was recommended after evaluation by Council advisers CBRE and a team of Council Officers.

4. It was agreed to proceed with CHL on the understanding that the Development Agreement would allow for a stage where proposals would be developed to close the viability gap before moving forward to detailed design and planning.
5. On 18 September 2018, the then City Executive Board (CEB) delegated authority to the Regeneration and Economy Programme Director and the Head of Law and Governance, to finalise and enter into a Development Agreement with the CHL. It also delegated authority to the Regeneration and Economy Programme Director and the Head of Law and Governance, to agree external grant funding arrangements to support this project. The Development Agreement was agreed in May 2018.
6. For the project to move forward, the scheme as detailed in Appendix 1 and the associated Strategies set out in paragraphs 28-42 must be viable and the Development Agreement has been set up to ensure that both OCC and CHL work to achieve this via both parties agreeing the Financial Model. The Development Agreement sets out how the project is to be bought forward through a series of Gateways, where at key stages the schemes' viability is tested and agreed by both parties. This is illustrated in the Strategic Outline Business Case.
7. To this end, officers have been working with CHL throughout Stage One to achieve scheme efficiencies, alongside assumptions around housing grant and other internal and external subsidy to close the viability gap.
8. Officers are now ready to recommend the Council can move forward through Gateway One and into Stage Two of the Development Agreement, which will see the preparation of the detailed design, working with local residents, and the preparation of the planning application.
9. The Development Agreement requires two further viability tests. The Gateway Two viability test is prior to submission of the planning application and the Gateway Three viability test will follow the planning decision. These tests will allow for any scheme changes that might affect viability, alongside any changes or firming up of assumptions, including around costs, values or housing grant rates.
10. Following Gateway Three, the costs and values will be fixed, including the level of subsidy to CHL. This will then enable OCC to grant a lease of the land to CHL and for the building work to begin.

Project Summary

11. OCC and CHL have been working together to develop a masterplan with regard to layout, housing mix including tenure and type, phasing and viability. The masterplan ideas have included engagement with the community. The concept masterplan is set out as Appendix 1 to this report. This masterplan is subject to change during the detailed design and planning stage and will be informed by further engagement with local people.

12. The masterplan is set over two sites in Blackbird Leys, the District Centre and Knights Road. It proposes a new redeveloped District Centre, including new shops and community centre to replace the existing offer, and 203 affordable homes, with a mix of social rent and shared ownership. At Knights Road there is a new development of 74 market sale and 10 shared ownership houses.
13. The masterplan has evolved in order to improve the financial viability. Knights Road is predominantly market sale housing with some shared ownership housing to improve cash flow to fund the District Centre. The District Centre development is wholly affordable housing in order to secure housing grant. The District Centre has consolidated around the existing shop and community sites and around Evenlode Tower. Development around Windrush Tower and immediately south of the 'top shops' site has been omitted as unviable.
14. The resultant concept masterplan provides 287 new homes. 12 flats above the 'top shops' will be demolished including 8 existing OCC flats and 4 leasehold properties. The scheme therefore provides an additional 275 new homes. 74% of the new housing is affordable with 52% social rent. 12% of the new homes are 3 bedroom. Details are included in Appendix 1.
15. The concept masterplan requires 8 existing OCC flats, located above the 'top shops' to be demolished. The decant strategy for affected tenants is set out below. CHL would retain ownership of all new units provided. OCC will have allocation rights.
16. The District Centre includes 982sqm of new retail and a 1,200sqm new Community Centre. There is sufficient new space for existing retail tenants and community centre users to be accommodated within the new development.
17. The current indicative phasing would seek construction work being undertaken in two phases. Phase One will include Knights Road, the new Shops and Community Centre and flats over the new shops and on the Evenlode Site adjacent the existing tower. Phase Two will be the new homes on the existing 'top shops' site. Refer to Appendix 1.
18. The masterplan has been subject to formal pre-application advice and will continue to be developed in partnership with the community towards a planning application. A Planning Performance Agreement has been signed between OCC and CHL.
19. The current project programme shows Stage Two Detailed Design and Planning submission being submitted January 2021 with Stage 3 Planning Decision due January 2022. Construction of Phase One is to commence Jan' 2022 with completion January 2024. Phase Two construction is to commence May 2024 with completion August 2026. This programme is subject to change and will be firmed up through the gateway process.

Outline Business Case summary

20. The Council has appointed Amion Consulting to prepare a Strategic Outline Business Case (SOBC). This confirms that the Stage One proposals meet the Business Case evaluation criteria and recommends that the project progresses to the next stage of development. An Outline Business Case will be required at the Stage Two Gateway. The SOBC is set out as Appendix 2 to this document.

21. The analysis has identified a strong evidence of need (Strategic Case). Blackbird Leys is deprived not just in an Oxford context, but against a wider national background. This is supported by the Indices of Deprivation 2019, where the Blackbird Leys ward is in the 10% most deprived areas in the country.
22. The project has already been approved for Housing and Infrastructure Funding HIF monies from central government. Their assessment process is underpinned by a similar HMT Green Book methodology, which is associated with a strong Economic Case.
23. CHL has been preparing development appraisals, and in line with best practice, these have been robustly tested by the Council's commercial advisors, Montagu Evans. This ensures the public sector is maximising viability; the Financial Case.
24. The Commercial Case outlines how the project will be delivered by CHL and the Council. The Council has also appointed consultants Ridge to review the costings provided by CHL, which again strengthens the due diligence process.
25. The Management Case sets out how the delivery of the project will be planned, monitored and overseen to evaluation. The Development Agreement and the Council's own internal mechanisms will be central to ensuring good management of the scheme moving forward.

Stage One Gateway – Requirements

26. The concept masterplan, has informed assumptions around mix and tenure and is the basis for estimates around construction costs and values, which in turn inform the Financial Model, which needs to be agreed by both parties. The financial considerations are set out in the Financial Implication section below.
27. Alongside the viability test, the Stage One Gateway requires agreement to strategies for stakeholder engagement, design quality, vacant possession and decant, development and phasing, the financial model, marketing and management.
28. These strategies will be finalised before entering into Stage Two and are summarised below.

Stakeholder engagement

29. The concept masterplan has been developed with the involvement and feedback from the local community. There is a strategy led by CHL to ensure that the detailed design will continue to provide a wide range of opportunities for residents and stakeholders to fully engage with the work, and a commitment to develop that strategy based on feedback from the community as the project develops. CHL and OCC are working with existing and emerging forums and are providing additional opportunities for hard to reach groups to engage in the regeneration proposals.
30. The re-provision of the community centre is a key element of the masterplan and future engagement proposals include bespoke meetings to develop the detailed design of the centre. The strategy recognises the importance of

ensuring that existing user groups are provided with temporary facilities during construction of the new centre.

31. There will be additional engagement with the existing retail occupiers about their intentions and preferences for the new retail offer and further consultation with the community about the uses they would like to see.

Design quality

32. Design quality is defined by the Design Code. The Stage One Gateway proposals commit CHL to meeting OCC's emerging 2036 Oxford Local Plan standards. This requires improved sustainability standards to achieve an increase of a 40% improvement on Building Regulations energy use for Housing and BREEAM Excellent for the Community building. The detailed design will explore strategies to further improve sustainability for the new buildings. Detailed design and engagement on the design and use of the landscape and new public square will ensure these spaces will be a positive contribution in the area with specific funding included in the cost plan to ensuring their success. The strategy also commits to meeting the emerging fire safety standards with all new flats designed to the same improved standards and not just the taller buildings.

Vacant possession and decant

33. The vacant possession and decant strategy includes tenants and leaseholders, the community centre and retail occupiers and users.
34. The concept masterplan has been revised reducing the rehousing need for both leaseholders and tenants. There are 8 tenants living above the existing shops. They will be given priority for re-housing through the council's allocation scheme and will have the option of returning to a council property or moving in to one of the new CHL properties.
35. There are 4 private leaseholders above the existing shops. There has been initial consultation with them as part of the concept masterplan work. The detailed design stage includes for further negotiation to acquire their interests by agreement. Should negotiations not prove successful, the vacant possession strategy recognises there may be a need to acquire their interests through the CPO process. Should this be deemed necessary a further report and submission will be made to Cabinet for consideration.
36. The concept masterplan strategy allows for existing tenants to be retained in the new retail units within the new district centre. The existing shops will remain in use until the new centre is constructed. There has been early engagement with tenants and this will continue through the detailed design stage. The strategy includes details of leases protected under the 1954 Landlord & Tenant Act. As with residential leaseholds should negotiations fail there may be a need to seek Cabinet approval for compulsory purchase, which will form part of a separate report.
37. The existing community centre will need to be demolished in order to make way for the new centre. The decant strategy for the Community Centre therefore provides support for existing users to be accommodated elsewhere on the estate and to ensure that current visitors can continue to engage with their services until the new centre is available.

Development and Phasing

38. The development and phasing strategy minimises disruption to the community and supports the financial viability. Phase One includes the construction of the market sale homes at Knights Road and the new community centre, shops and flats on the existing community centre site. The sale of the new houses will provide cash flow to support the new district centre. The existing 'top shops' and flats will only be demolished after the new facilities are built. The strategy accommodates the timetable for the external Housing and Infrastructure Fund (HIF) grant and details the gateways required by the Development Agreement.

Financial Model

39. The financial strategy at Stage One establishes a viable model that will be agreed by both CHL and OCC to enable the project to move forward to the next stage. The model has evolved with the concept masterplan. This is detailed in the Financial Implications section below.

Marketing and Management

40. The marketing strategy for the market sale and shared ownership housing addresses the need to encourage buyers to consider new homes in Blackbird Leys. It will also consider how local buyers who currently live and work in the Blackbird Leys/Greater Leys area and how keyworkers e.g. local teachers from the neighbourhood college/schools can be prioritised.
41. CHL is committed to work with the City's Housing Team to agree the allocation of new homes using their choice based lettings scheme and/or Council's waiting list and to reviewing the demand for homes including unit size, demographics and priority needs. This will include targeting keyworkers, under occupiers affected by the bedroom tax, elderly residents and those considering downsizing and applicants who work in or around the Blackbird Leys area but may have a low priority need on the waiting list.
42. The management strategy is a comprehensive proposal that addresses the day to day estate management and environmental issues to maintain and improve neighbourhood standards and including the strategy for maintenance of the new public realm. The strategy includes the CHL social investment arm to support residents with a bespoke referral and case management system to identify and appropriately respond to resident needs.

Community and Stakeholder Involvement

43. The Community has been engaged throughout the development of the concept masterplan through events led by CHL, working in partnership with OCC. This includes a pre-consultation survey in March 2019, engagement events in April 2019, Community Planning Days in May 2019, workshops with local schools and a Community Report Back event in June 2019. Pop-up consultation events have also been held at key locations and meetings held with local community groups, throughout the process.
44. CHL has delivered a monthly bullet point briefing, sent to all political stakeholders, partner organisations and interested people signed up to the project mailing list together with a bi-monthly update in the Leys News

45. In addition to the community engagement events, meetings have been held with Oxfordshire County Council to develop ideas for incorporating the existing Blackbird Leys Library into the new Community Centre. These consultations are on-going.
46. A bullet point briefing will be sent to the mailing list in mid-February and a community engagement event is being held on the 7th and 10th March to present the latest masterplan proposals.

Financial Implications

47. This report recommends OCC moving through the Stage One Gateway to Stage Two. As part of this OCC needs to agree to the Financial Model and the assumptions set out within it. This model has been produced by CHL and has been independently reviewed and tested by OCC's advisors, including Montagu Evans (commercial agents) and Ridge (Quantity Surveyors).
48. CHL were selected as the preferred Development Partner, based on the highest scores on both quality and financially because they had the lowest profit margin on costs. As such, they represent the best value bidder to OCC for the project.
49. It was recognised on the selection of CHL that the project would, alongside work to make the scheme more efficient, require a significant amount of subsidy, including assumptions around housing grant, the potential to secure external funds from the Housing and Infrastructure Fund (HIF), alongside the potential to use some of OCC's Section 106 off-site affordable housing contributions. CHL have also provided a level of internal subsidy to help bridge the gap.
50. The infrastructure and community facility and retail re-provision to deliver the comprehensive regeneration at Blackbird Leys is of a scale that also requires re-investment of the Community Infrastructure Levy (CIL) receipts generated from the site. In the normal course of events the City and County Councils are required to consider what infrastructure is needed to mitigate the impact of developments across the City. The process is then for the City Council, as the sole recipient of CIL payments, to confirm in its capital programmes what infrastructure is to be paid for from CIL.
51. The re-provision of the existing retail and community facilities, the low value housing and the significant infrastructure and public space improvements are identified in the viability report as contributing to the significant deficit on the scheme – in addition to other public funding already identified. The proposal is to use the CIL receipts of £902K generated by the scheme to facilitate the delivery of the community and infrastructure works set out in the concept plan.
52. This report seeks Cabinet approval for this approach in principle and to recommend to Council that this commitment is recognised in the Capital Programme in 2022/23 and beyond as a potential future earmarked CIL receipt (for investment in strategic infrastructure and community facilities at Blackbird Leys) and subject to planning permission being granted.
53. The Development Agreement sets Benchmark Financial Assumptions within the CHL Financial Model. These are finance costs, development management fee, overheads and gross profit margin. Further, commercially sensitive,

details about the Development Agreement are set out in the confidential financial summary report appendix 3

54. The total capital cost of the scheme is approximately £100.621 million. The work to establish scheme efficiencies, reduce costs, maximise income, establish allocated housing grant and identify further CHL internal subsidy has reduced the deficit in the CHL Financial Model to £12.678 million.
55. It should be noted that the Development Agreement also requires certain costs to be met by OCC, which sit outside the Financial Model and are therefore additional. These include achieving Vacant Possession of the development sites and internal project delivery costs, such as staff and OCC professional advisors. These costs are direct to OCC and as such are on top of any assumptions in the CHL Financial Model. These costs are budgeted as £8.440 million including contingency.
56. As such, the total scheme deficit, when taking account of the deficit from the CHL Financial Model and the additional costs that sit directly with OCC is currently £23.375 million. This is reduced to £21.528 million when the finance savings generated by the CIL relief and HIF funding are taken in to account.

OCC Funding

57. To ensure project delivery, OCC will need to agree that it is able to meet the deficit shortfall. The proposed mix of funding to achieve this is set out below.
58. **Housing Infrastructure Funding** - OCC has entered into a contract with Homes England for the HIF funding in the sum of approximately £6.250 million and with the deadline for expenditure extended to March 2023. This will be paid to CHL at the start of the scheme to reduce the deficit. Early payment will have the benefit of reducing CHL finance costs and this is shown in the table below.
59. **HRA contribution** - Improvements to the viability have reduced the demand on HRA from the level agreed at the CEB approval in September 2018. This also reflects a reduction in the number of new homes proposed as being returned to the Council. As well as a revitalised area the scheme will also allow nomination rights for tenants on the Council's waiting list. The allocation of £4 million will be paid in the form of the payment of direct costs and a capital contribution to CHL of approximately £1.1 million.
60. **Section 106 affordable housing receipts**- the Council has an amount of approximately £7.6 million of Section 106 affordable housing receipts available which could be used on this scheme. This would be paid in the form of a capital contribution to CHL
61. **Community Infrastructure Levy** - The Council has available funds received from CIL payments in addition to those generated by the scheme and that could be used on funding this scheme. The assumption is that £1.422 million will be used for this purpose in the form of a capital contribution to CHL.
62. A summary of the Financial Model for approval is set out below:

Catalyst Viability Summary	Phase 1	Phase 2	Total
Total Income	£53,213,190	£24,032,805	£77,245,995
Total Costs	-£64,066,930	-£25,857,514	-£89,924,444

Baseline Surplus/ Deficit (-ve value is deficit)	-£10,853,740	-£1,824,709	-£12,678,449
Catalyst other costs	-£2,256,000	£0	-£2,256,000
Baseline Surplus/ Deficit	-£13,109,740	-£1,824,709	-£14,934,449
OCC Costs:			
Vacant Possession & Decant	-£2,916,000	-£2,100,000	-£5,016,000
Project Delivery Costs	-£1,041,528	-£483,630	-£1,525,158
Contingency	-£1,458,576	-£440,834	-£1,899,409
Baseline Surplus/ Deficit incl' OCC Costs	-£18,525,844	-£4,849,173	-£23,375,016
Funding/ Finance Options to Reduce Deficit			
CIL Relief Contribution	£902,053		£902,053
CIL Finance Cost saving	£183,745		£183,745
HIF Finance Cost saving (see below)	£761,283		£761,283
Baseline Surplus/ Deficit incl' CIL/ Finance savings	-£16,678,763	-£4,849,173	-£21,527,935
Further Funding Options to Reduce Deficit			
s106 Contribution	£2,750,827	£4,849,173	£7,600,000
HIF Contribution	£6,250,000		£6,250,000
Capital Receipt	£2,256,000		£2,256,000
HRA	£4,000,000		£4,000,000
CIL	£1,421,935		£1,421,935
Baseline Surplus/ Deficit	-£0	£0	-£0

63. The total funded by the Council split between the HRA and General Fund is detailed within Appendix 3. The Council will need to make provision for these amounts within its Capital Programme. The Council has already made provision within its HRA for an amount of £5.762 million. The latest viability assessment will reduce this amount to £4 million with the majority spend in 2023-24 which will be the revised budget for the HRA, £297k of which has already been allocated in 2019-20. The detailed allocation of the HRA is set out in the Confidential Financial Summary Appendix 3.
64. There is currently no budget within the Council's General Fund Capital Programme and an amount of £17.194 million will need to be included across 2022-26. The details of the proposed provision is set out in the Confidential Financial Summary Appendix 3. The project may require additional budgetary provision in order to obtain the necessary planning approvals. Should this be required then a further report will be prepared to Cabinet to seek the increased budget approval before the project progresses since the amounts will be payable to Catalyst in the form of capital grants.
65. The project requires the input of land at nil cost to the scheme. The book value of the assets held by the Council is estimated at £3.3 million however, the low property values means that the actual development value of the land is negative as demonstrated by the viability work and confirmed in the Montagu Evans Best Consideration report.

66. In addition to the disposal of land disposals of Housing Revenue Account (HRA) property out of the Council's ownership, whether on a freehold or a leasehold basis, require consent under Section 32 of the Housing Act 1985 (the 1985 Act). The current General Consents are 'The General Housing Consents 2013', issued in March of that year (with a Correction in July). General Consent A3.1 allows a local authority to dispose of the freehold of 'Part II' (i.e. HRA) land upon which dwellings exist, to a third party, at market value.
67. In order to demonstrate compliance with General Consent A3.1 when the Council reflects the disposal of the HRA assets from its accounting records a consideration equal to the then market value in the form of a capital receipt from the third party purchaser will be paid to the Council.
68. The above payment will be received by the Council on the prior agreement that the capital receipt, being classed as "Other Housing Receipts" will not be subject to pooling and instead can be immediately recycled in full back to the third party, via the Council's GF capital programme, in pursuance of regeneration and affordable housing activities that for example the Blackbird Leys Scheme is clearly associated with delivering for the wider benefit of the Council.
69. In overall terms the Montagu Evans Best Consideration Report confirms that the Council is obtaining best consideration (in terms of s123 of the Local Government Act 1972) in relation to the disposal of the site generally. Whilst the 1972 Act regime is separate from that under the 1985 Act, there is a read-across in broad valuation terms. Given that Montagu Evans have confirmed that best consideration is being obtained, and subject to the above receipt being received by the Council in respect of the disposed HRA assets on the site that will immediately be recycled back to the third party, it is therefore demonstrated that the Council is indeed disposing of its HRA land at "market value" as required by the 1985 Act.
70. It should be noted that CHL Financial Model includes assumptions on Housing Grant approximating £13.4 million. The rates are not approved and are dependent on future levels of Homes England grant, which have not yet been set. However, they are based on rates achieved by CHL elsewhere in Oxford. CHL has included their own contribution subsidy which is detailed in the Confidential Financial Report Appendix 3
71. As noted earlier in the report, the Development Agreement requires two further viability tests. The Gateway Two viability test is prior to submission of the planning application and the Gateway Three viability test will follow the planning decision. These tests will allow for any scheme changes that might affect viability, alongside any changes or firming up of assumptions, including around costs, values or housing grant rates.
72. Following Gateway Three, the costs and values will be fixed, including the level of subsidy to CHL. This will then enable OCC to grant a lease of the land to CHL and for the building work to begin.
73. Should assumptions change during Stage Two and scheme viability not be achieved, both parties have an option to exit the scheme. OCC would then be liable to a 50% share of the professional fees, which are budgeted at a total of £1.988 million. These costs will initially be incurred by CHL to produce the

detailed design. Therefore, entering into Stage Two commits OCC to the possible risk of abortive fees of £994K. After the Stage Two viability is achieved OCC's liability for the share of fees is removed.

74. This potential cost liability is in addition to costs OCC will need to incur during Stage Two for staff costs, professional advice and meeting its obligations with the Development Agreement. These are estimated to be around £297K.
75. Montagu Evans has carried out a viability report into the CHL proposals as part of the due diligence work. Their sensitivity analysis table below shows the impact of incremental changes of 5% to sales revenue (open market and shared ownership) and construction costs (all uses/tenures) to the current deficit. The current CHL deficit prior to inclusion of OCC costs and funding is approximately 12.7 million. The table shows how for example, an increase in construction cost of 10% and a reduction of sales values of 5% has the potential to increase the deficit by c.£10.3 million.

Surplus/Deficit (-ve) £m					
	Sales: Rate /m ²				
Construction: Rate /m ²	-10%	-5%	0%	5%	10%
-10%	£8.75	£6.67	£4.59	£2.51	£0.43
-5%	£12.85	£10.77	£8.69	£6.62	£4.54
0%	£16.95	£14.88	£12.72	£10.72	£8.64
5%	£21.06	£18.98	£16.90	£14.82	£12.74
10%	£25.16	£23.08	£21.00	£18.93	£16.85

76. The Stage Two detailed design work will include regular reviews of both costs and values. Should the proposals deviate from the budget mitigation steps will be required including measures to enhance values and to improve the efficiency of the proposals.

Legal Issues

77. In undertaking the Blackbird Leys Estate Regeneration project the Council is relying on Section 1 of the Localism Act 2011 (the Act), which provides a general power of competence to "*do anything that individuals generally may do*". Section 1 of the Act is however qualified by Section 4(2), which states that "*where, in exercise of the general power, a local authority does things for a commercial purpose, the authority must do them through a company*".
78. The Council is not acting for a commercial purpose as the objective of the Blackbird Leys Estate Regeneration project is for the achievement of housing, employment and growth or regeneration objectives. To the extent if any that the Council achieves any return it will be in order to further its primary non-commercial purposes. The Development Agreement Benchmark Financial Assumptions set out in the original Catalyst bid including: finance costs, development management fee, overheads and gross profit margin are complied with in the current Viability.
79. This project will be centred on sites within the City Council's freehold ownership. Pinsent Mason LLP, the Council's external legal advisers have undertaken a high level review of Title and raised no critical issues to date. A

full title search has been commissioned and will be completed in time to inform the delegated decision to move to Stage Two of the Development Agreement.

80. Vacant Possession of Council sites is a requirement of the Development Agreement. A draft strategy has been agreed as part of the Stage One Gateway. The council has proposed the appointment of external consultants to manage the Vacant Possession strategy.
81. Montagu Evans was instructed to assess whether the current stage “land pricing” from the Partner, taking due account of the terms of the Development Agreement (“DA”), represents ‘best consideration’ as per Section 123 Local Government Act 1972.
82. Montagu Evans Best Consideration report concludes that the Council has demonstrated that the proposed deal at this early stage (i.e. pre-planning and land transfer/pricing) looks set to deliver the best consideration that can reasonably be obtained. This will be tested again at the Stage Two.
83. Exempt Appendix 4 (to be circulated separately) provides advice on State Aid and procurement matters.

Sustainability & Environmental Implications

84. The Viability proposals have been revised since the original tender proposals in particular to comply with the 2036 emerging Local Plan sustainability standards notably:
 - a. 40% increase on Building Regulations Efficiency standards
 - b. BREEAM Excellent for the Community Centre
85. CHL is further committed to delivering solutions that reduce carbon emissions. Their outline proposals have included options such as air source heating for all properties in place of boilers. The sustainability proposals will continue to be developed as part of the Detailed Design Stage Two proposals with consideration of the impact of further enhancements including Passivhaus and other improvements to sustainability.
86. Environmental improvements to be developed during the detailed design period will include the significant new public square and landscape Improvements and with opportunities for Sustainable Urban Drainage (SUDS) inclusion.
87. Housing quality standards including compliance with new minimum space standards and standards for accessible and adaptable housing in accordance with OCC emerging 2036 Local Plan will help address local housing need and wider community sustainability issues.

Risks

88. The Risk register is attached as Appendix 5. Key risks are outlined below.
89. The financial model is at feasibility stage and will be reviewed at Stage 2 in accordance with the development agreement. Costs and values may change and this will impact on the viability. This will be closely monitored during detailed design.

90. The HIF funding spend deadline has been extended to March 2023. The construction programme will need to be carefully monitored to meet this timetable which is challenging but achievable.
91. Grant funding is dependent on future levels of Homes England grant, which have not yet been set
92. OCC will be liable to a share of Stage Two detailed design costs should scheme viability not be achieved at Stage Two.
93. OCC funding of the deficit and the retention of all affordable units by CHL to further reduce the subsidy will be subject to legal review and is detailed in the confidential Legal report Appendix 4.

Equalities Impact

94. The project will work alongside the local priorities set for the area and which are reflective of the estate's current needs. It will be important that social regeneration is embedded within the physical regeneration activities; meeting the current and future needs of the community.
95. In support of OCC Healthy Place Shaping policy a Health Impact Assessment will be carried out during the detailed design stage to inform the proposals. Blackbird Leys has been identified as having the highest levels of inactivity in Oxfordshire (as identified by Sport England's Active Lives). Healthy Place Shaping is part of Active Oxfordshire's proposals to work with under-represented groups for which inactivity is a major issue, in particular disabled people and people with long term health conditions who make up 20% of the adult population. It will also identify and pursue opportunities for strategic thinking and policy making around mental well-being, older people and, workforce/skills development.
96. CHL is committed to the wider improvements and investment at Blackbird Leys including a commitment to employment skills and training. CHL will conduct an estate-focussed Employment and Skills Audit and ensure that opportunities are not restricted to construction related work but will include wider opportunities for up-skilling and training to support long term, secure and higher paid work.
97. See Appendix 6 for an Equalities Impact Assessment which is specific to the Stage 2 detailed design proposals.

Conclusion

98. Approval to the Pre-Planning Viability Condition and all other Stage One requirements of the Development Agreement detailed in this report will enable the scheme to move past Gateway One and into Stage Two of the Development Agreement. This is supported by The Strategic Outline Business Case which recommends that the project progresses to the next stage of development.
99. Approval to proceed to Stage Two will enable the detailed design work to commence which will see the preparation of the detailed design, and the preparation of the planning application including the further engagement of the local community to support the design. This will commit OCC to the possible

risk of abortive fees of £994K should the project not proceed beyond the next viability test at the Stage Two Gateway.

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Background Papers:
None

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Appendix 1 - Concept Masterplan



1.0 Blackbird Leys Concept Masterplan

- 1.1 The concept masterplan has been prepared by Catalyst Housing Ltd and their architects JTP in partnership with Oxford City Council and with the engagement of the local community and key stakeholders. The plan will continue to evolve during the detailed design and planning stages.
- 1.2 The masterplan is set over two sites in Blackbird Leys; the District Centre including the existing 'top shops' and community centre sites and Knights Road.

2.0 The District Centre

- 2.1 A new redeveloped District Centre will include new shops and community centre to replace the existing offer, and 203 affordable homes, with a mix of social rent and shared ownership. 12 existing flats above the 'top shops' are to be demolished including 8 OCC properties and 4 leasehold flats. An additional 191 new properties are therefore provided on this site.
- 2.2 **Site 1** - The existing community centre is to be demolished with current tenant and user groups relocated temporarily within the Blackbird Leys Estate. The site is then redeveloped to provide a new community centre next to a new mixed use building with 48 flats above new retail units.
- 2.3 **Site 2** – the existing 'top shops' site is redeveloped with 96 new affordable flats and a small terrace of 4 social rent houses.
- 2.4 Sites 1 & 2 are focused around an extended and improved landscaped public space.
- 2.5 **Site 3** - to the south of Evenlode Tower provides 55 new affordable flats

3.0 Knights Road

- 3.1 At Knights Road there is a new development of 74 market sale and 10 shared ownership houses.

4.0 Housing

- 4.1 The development is a mix of market sale, shared ownership and social rent housing. 74% of the new housing including shared ownership is affordable. This exceeds the requirements of the OCC emerging local plan 2036. The development also includes a mix of sizes with over 12% 3 bed flats or houses. The detailed mix for all phases is shown below.

	1B/2P Flat	2B3P WC Flat	2B/4P Flat	3B/5P Flat	2B/4P House	3B/5P House	Total	% BBL	% Policy
Social Rent	39	7	95	10			151	52.6%	40% min
Shared Ownership	13	6	23	6	6	8	62	21.6%	10% min
Market Sale					62	12	74	25.8%	50% max
Total	52	13	118	16	68	20	287	100.0%	
% Type	18.1%	4.5%	41.1%	5.6%	23.7%	7.0%	100.0%		

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Appendix 1 - Concept Masterplan

5.0 District Centre Outline Plan



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Appendix 1 - Concept Masterplan

6.0 Knights Road Outline Plan



7.0 Phasing

- 7.1 Phase One includes Site 1 the existing community centre and the Knights Road site. Knights Road market sale site is developed first to provide cash flow and therefore improve financial viability. The demolition of the community centre enables the construction of the new shops prior to demolition of the existing 'top shops' and in order to maintain the existing retail use during the development. Phase One also includes Site 3.
- 7.2 Knights Road and the District Centre development will commence in January 2022. Knights Road is due to be complete October 2023 with the District Centre being completed January 2024.
- 7.3 Phase Two is the existing 'top shops' site. Work on this site will only commence after the new retail space on Site 1 is available.
- 7.4 Phase Two will commence May 2024 with completion August 2026.

8.0 Design

- 8.1 The concept masterplan has been subject to formal pre-application advice and will continue to be developed in partnership with the community towards a planning application. A Planning Performance Agreement has been signed between OCC and CHL
- 8.2 The concept masterplan proposes the intensification of the District Centre with a predominantly flatted development ranging from 4-8 stories high. This will be progressed towards a planning application during the detailed design stage.
- 8.3 The concept masterplan will comply with the design and sustainability standards set out in the OCC emerging 2036 Local Plan.

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Appendix 6 – Equalities Impact Assessment

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The following Equalities Analysis has informed the development of this proposal on the future regeneration project for Blackbird Leys and considers impact and likely impact in relation to the nine protected characteristics of the Equality Act 2010. The Public Sector Equality Duty that is set out in the Equality Act 2010 requires public authorities to have due regard to the need to:

- Eliminate unlawful discrimination
- Advance equality of opportunity
- Foster good relations between people who share a protected characteristic and those who do not.

Equality Group Protected characteristics	Key Inequalities in Oxford & The Leys (including Northfield Brook and Blackbird Leys Ward)	Specific Barriers	Implications for regeneration
Age	<p>26.8% population aged 0-15</p> <p>26% of Children in The Leys are experiencing poverty in comparison to 16% across Oxford (LI 2019). 900 Children are experiencing deprivation due to income. 6 of the 8 SOA's are in the top 3 domain for child poverty with one categorised in domain 1. (IMD 2019)</p> <p>61.9% population are of working age. 30.7% have no qualifications higher than Oxford average. 72.2% economically active with Retail being largest sector. Average annual income after housing costs of £23,288 compared to Oxford average £30,846 (LI 2019)</p> <p>11.4% of population is identified as 65%.</p>	<p>Isolation - due to lack of income, reduced mobility links increases limited access to information/resources , less social interaction with neighbours, single older people living alone.</p> <p>Child development/Life chances/opportunities are severely reduced by families in difficult circumstances.</p>	<p>Enable older people's participation via initiatives tackling isolation e.g. Digital Inclusion for older people. With 'Good Neighbour' type outreach steps to older people who are housebound</p> <p>Recent cuts in children's services will increase demand for activities engaging children, and young people affected by multiple disadvantage. A need to actively target schools is required to supplement direct marketing to disadvantaged families.</p>

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Appendix 6 – Equalities Impact Assessment

Equality Group Protected characteristics	Key Inequalities in Oxford & The Leys (including Northfield Brook and Blackbird Leys Ward)	Specific Barriers	Implications for regeneration
	45.2% has no car, 65.2% are identified as single pensioner household, 96.1% claim state pension, 25.4% claim pension credit (LI 2019). 430 older people are experiencing deprivation due to income, 5 out of 8 SOA's are in the top 3 domain for pensioners experiencing poverty (IMD 2019).		
Disability	<p>8.7% people providing unpaid care higher than Oxford average. (LI 2019)</p> <p>7.1% claim incapacity benefits, with Local insight using 3 measures of disability: Attendance Allowance (18.5%) Personal independence payments (6.5% Men, 9% Female, 2.8% due to mental health) 4.2% claiming disability allowance. (LI 2019)</p>	<p>Inaccessible information – lack of alternative formats (both printed & online)</p> <p>Stigma & discrimination</p> <p>Digital exclusion - ('websites not compatible with 'screen readers')</p> <p>Inaccessibility of venues/events for physical & 'hidden' disabilities</p>	<p>Ensure Accessible Information is provided.</p> <p>How is the project making facilities accessible.</p>
Gender Reassignment	Being transgender linked to greater risk of self-harm & thoughts of suicide (JSNA, 2016).	Due to stigma & discrimination many Trans and non-binary people are anxious	Need to ensure confidentiality is respected

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Appendix 6 – Equalities Impact Assessment

Equality Group Protected characteristics	Key Inequalities in Oxford & The Leys (including Northfield Brook and Blackbird Leys Ward)	Specific Barriers	Implications for regeneration
	<p>During the 2017-18 financial year there was 370 applications for gender recognition certificates in the UK, slightly higher than in 2016-17 (364). (JSNA 2019)</p> <p>National data indicates that Trans children & young people are a particularly vulnerable to bullying</p>	about disclosing their status.	Are funded projects creating Trans-inclusive & supportive environments?
Marriage & Civil Partnership	24.8% of people in The Leys are married this is lower than the England average, 10.3% are cohabiting households higher than the England average. There are a high proportion of single parent households on the Leys (LI 2019).	Low access to consultation events due to childcare arrangements	Ensuring consultation and engagement recognises childcare concerns for families and accommodates this.
Pregnancy & Maternity	<p>77% of Women experience negative treatment during pregnancy.</p> <p>Certain ethnic groups and deprivation linked to higher rates of still birth and neonatal death.</p>	Participation for people with caring responsibilities greatly reduced. Time poverty pressures inhibit opportunities to access information.	Ensure that consultation considers those who are caring for children, and time poor e.g. providing facilities for children & for women who are breastfeeding?
Sex	48.9% Male, 51.1% female.	Work, domestic & caring responsibilities - Time poverty limits	Recognise that crèche facilities or support with childcare/carer

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Appendix 6 – Equalities Impact Assessment

Equality Group Protected characteristics	Key Inequalities in Oxford & The Leys (including Northfield Brook and Blackbird Leys Ward)	Specific Barriers	Implications for regeneration
	<p>Life expectancy in the area for Males is 77 and Females 79 significantly lower than other parts of Oxford (LI 2019, JSNA 2019).</p> <p>Almost 14% gender pay gap in Oxford - women at greater risk of poverty than Men</p> <p>Pakistani & Bangladeshi women experience the largest gender pay gap at 26.2%</p> <p>Women (including working women) undertake more caring/domestic duties – e.g. 70% of housework.</p> <p>Gender based violence is experienced against Women and girls from certain communities.</p> <p>The Leys has a number of Domestic Violence cases on the estate</p>	<p>access to information and ability to participate</p> <p>Women underrepresented in networks/decision making - Public events can be dominated by men</p> <p>Traditional views which see Women having a primarily domestic role can limit participation.</p>	<p>resources can support participation, as can avoiding school holiday times</p> <p>Promote equal participation & activities which challenge gender norms and stereotypes encouraging leadership and empowerment.</p>
Sexual Orientation	<p>There is limited data on sexual orientation</p> <p>Using the proportion of LGB population by age from ONS</p>	<p>Stigma and discrimination can deter LGBT people's participation including LGBT people who do not wish to be 'outed'.</p>	<p>Ensure active participation by making content inclusive to all.</p>

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Appendix 6 – Equalities Impact Assessment

Equality Group Protected characteristics	Key Inequalities in Oxford & The Leys (including Northfield Brook and Blackbird Leys Ward)	Specific Barriers	Implications for regeneration
	<p>research in 2019, it is estimated that there was a total of 11,500 people aged 16+ in Oxfordshire identifying as lesbian, gay or bisexual in 2017 (JSNA 2019).</p> <p>Research done in July 2018 on larger respondent showed that people identifying as LGBTQ were less satisfied with their life than the general UK population (rating satisfaction 6.5 on average out of 10 compared with 7.7). Trans respondents had particularly low scores (around 5.4 out of 10).</p> <ul style="list-style-type: none"> • More than two thirds of LGBT respondents said they avoid holding hands with a same-sex partner for fear of a negative reaction from others. • At least two in five respondents had experienced an incident because they were LGBT, such as verbal harassment or physical violence, in the 12 months preceding the survey. 	<p>Isolation is a major barrier for LGBT people, particularly older LGBT people.</p>	

Blackbird Leys Cabinet Report 11 March 2020

Appendix 6 – Equalities Impact Assessment

Equality Group Protected characteristics	Key Inequalities in Oxford & The Leys (including Northfield Brook and Blackbird Leys Ward)	Specific Barriers	Implications for regeneration
	<p>However, more than nine in ten of the most serious incidents went unreported, often because respondents thought 'it happens all the time'.</p> <ul style="list-style-type: none"> • 2% of respondents had undergone conversion or reparative therapy in an attempt to 'cure' them of being LGBT, and a further 5% had been offered it. • 24% of respondents had accessed mental health services in the 12 months preceding the survey. <p>Around a quarter (26%) had experienced verbal harassment, insults or other hurtful comments, 14% had experienced disclosure of their LGBT status without permission, 6% had been threatened with physical or sexual harassment or violence, 2% had experienced physical violence and 2% had experienced sexual violence.</p>		

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Appendix 6 – Equalities Impact Assessment

Equality Group Protected characteristics	Key Inequalities in Oxford & The Leys (including Northfield Brook and Blackbird Leys Ward)	Specific Barriers	Implications for regeneration
Race & Ethnicity	<p>Ethnic penalty in the labour market, higher rates of poverty, unemployment, health inequalities linked to multiple disadvantage for some ethnic minorities.</p> <p>There is a higher number of families on the estate compared to the Oxford average who have no adults but some children who has English as their main language 6.3% of households speak no English (LI 2019)</p> <p>67% community identify as White British 25.1% identified as from minority groups. (LI 2019)</p>	<p>Direct & indirect discrimination reduces access.</p> <p>Poor English literacy.</p> <p>Knowing how systems work – lack of connections to key networks/Forums</p>	<p>Encourage collaborative working and engagement to increase community cohesion from smaller ethnic minority groups & emerging communities.</p> <p>Promote a diverse workforce around the regeneration.</p> <p>Take lessons from how other regeneration projects use language and cultural understanding to engage with smaller emerging community groups understanding/awareness of needs.</p>
Religion or Belief	<p>56.8% identify as being Christian, 5.5% identify as being Muslim, 29.5% identify as having no religion, under 1% of people identify as having another religion such as Buddhism, Hinduism, Judaism and Sikhism or another religion.</p>		

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Appendix 6 – Equalities Impact Assessment

Recommendations:

The Blackbird Leys Regeneration Project works alongside the Local priorities set for the area reflective of the current needs of the estate. That the social regeneration is embedded within the physical regeneration meeting the current and future needs of the community. The project encourages and empowers the community throughout the project and makes engagement inclusive to all. It also recommended that local needs assessment is done to triangulate statistical data, and health impact assessment is done for the area due to significant health inequalities this community faces.

It also recognises that multiple levels of deprivation are experienced by those in the Leys community and therefore socio-economic status should also be included.

In the most recent publication on the multiple indices of deprivation 2019, of the eight superout areas which make up the Leys. 6 are in the top 10 ranked deprived areas for multiple levels of deprivation. The breakdown is as follows:

SOA	Rank 2015	Rank 2019
BBL (17)	7	8
BBL (18)	4	5
BBL (19)	13	14
BBL (20)	5	4
Northfield Brook (67)	10	9
Northfield Brook (68)	2	1
Northfield Brook (69)	3	3
Northfield Brook (70)	44	47

This table shows IMD rank across UK, indicating some improvements whilst also some increases in deprivation across the leys.

Evidence Annex:

Age

- Oxford Older People's Needs Analysis (2013)
- English Indices of Deprivation 2019
- Age UK: Engaging with Older People Evidence Review.
- Local Insight 2019 ONS 2018
- Indices of multiple deprivation 2019, Ministry of housing, communities and local government
- Local insight 2019 DWP 2016
- Local insight Census 2011
- Local insight ONS 2015/16

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Disability

- End Child Poverty
- Local Insight 2019 DWP 2019

Sex

- *“Women are at greater risk of poverty than men and are more likely to suffer recurrent and longer spells of poverty (22% of women have a persistent low income compared to 14% of men)”* – **‘Closing the Gender Pay Gap’, Government Equalities Office (2016)**
- Bangladeshi & Pakistani groups have the widest gap with just 31% of women in employment compared to 67% for men. – ‘Closing the Gender Pay Gap’ (2016)
- Employment opportunities for Muslims in the UK (2016-17, House of Commons Women & Equalities Committee).
- Ending Violence Against Women and Girls Strategy 2016-2020 (HM Government)
- *“Gender norms and stereotypes are holding young women back”* – **Sounds Familiar, Fawcett Society Report 2017.**
- Local insight 2019 ONS 2018
- JSNA 2019
https://insight.oxfordshire.gov.uk/cms/system/files/documents/JSNA_Oxford_2019.pdf

Gender reassignment

- *“being transgender is linked to greater risk of self-harm and thoughts of suicide”* (Oxfordshire JSNA, 2016).
- First Steps to Trans Inclusion: An Introduction Stonewall (2016).
- JSNA 2019
https://insight.oxfordshire.gov.uk/cms/system/files/documents/JSNA_2019_Ch3_PopulationGroups.pdf

Marriage & Civil Partnership

- Local Insight 2018 OSCI 2016

Pregnancy & Maternity

- Oxfordshire JSNA (2016)
- Maternity Action – <http://www.maternityaction.org.uk>

Sexual Orientation

- Oxfordshire JSNA 2019
- Lesbian, Gay & Bisexual People’s Experiences of Discrimination, Stonewall (2013).

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- LGBT Survey, Government Equalities Office, July 2018
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/722314/GEO-LGBT-Survey-Report.pdf
- JSNA 2019

Race and Ethnicity

- Centre on dynamics of diversity – www.ac.uk/research/outputs/briefings/dynamics-of-diversity
- Assessment of the Organisational Development Needs of Communities of Refugees in Oxford (Asylum Welcome, 2017)
- Primary Health Care Services for refugees, asylum seekers & vulnerable migrants in Oxfordshire (Refugee Resource, 2016)
- The Asian Women's Wellbeing Project (Oxfordshire Healthwatch Report 2014)
- Oxfordshire Health Inequalities Commission Report (2016)
- Local Insight 2019 Census 2011

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Appendix 6 – Equalities Impact Assessment

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To: Cabinet
Date: 11 March 2020
Report of: Head of Business Improvement
Title of Report: Gender Pay Gap report (reporting period 31 March 2019)

Summary and recommendations	
Purpose of report:	To report the Council's Gender Pay Gap reporting data
Key decision:	No
Cabinet Member:	Councillor Nigel Chapman, Safer Communities and Customer Focused Services
Corporate Priority:	An efficient and effective Council: our ambition is for a customer –focused organisation, delivering efficient, high quality services that meet people's needs.
Policy Framework:	Corporate Plan 2016-2020
Recommendations: That Cabinet resolves to:	
1. Note the contents of the report and Gender Pay Gap table at Appendix 1; and 2. Delegates authority to the Head of Business Improvement to publish the table at Appendix 1 to this report before the deadline of 30 March 2020	

Appendices	
Appendix 1	Gender Pay Gap data tables (31 March 2019)
Appendix 2	Gender Pay Gap data tables (31 March 2018 & 31 March 2018)
Appendix 3	Distribution of Council staff by grade & gender (31 March 2019) CONFIDENTIAL
Appendix 4A	Distribution of Council staff by grade & gender (stacked diagram)
Appendix 4B	Distribution of ODS staff by grade & gender (stacked diagram) CONFIDENTIAL
Appendix 5	Comparison of Gender Pay Reports (as at 31 March 2019)
Appendix 6	Risk Register (separate document supplied with this report)
Appendix 7	Distribution of ODS staff by grade and gender (31 March 2019) CONFIDENTIAL

Introduction

1. The Council is required under the Equality Act 2010 to publish an annual report that provides details of the Council's gender pay gap using a number of key measures: basic pay; bonus; the proportion of male and females receiving a bonus; and, pay quartile data (basic pay) for male and female staff.
2. The two previous Gender Pay Gap reports published by the Council included pay data for the staff who were TUPE transferred to Oxford Direct Services (ODS) on 1 April 2018. However, the next report to be published in March 2020 will be the first to provide gender pay data for the Council's workforce only. ODS will also be required to provide their own Gender Pay Gap report as an employer in their own right at the 'snapshot' date detailed in paragraph (3) below.
3. Due to the government's gender pay reporting cycle, the pay data that the Council **must** publish by 30 March 2020 relates to Council pay data at the 'snapshot date' of 31 March 2019.

Methodology

4. Gender pay gap reporting is based on three calculation methodologies. The first uses the hourly rate paid to male and female staff to compile the following reporting indices: -
 - Mean gender pay gap (basic pay);
 - Median gender pay gap (basic pay); and
 - Pay quartiles by gender.

The use of an hourly pay rate in the calculation of these reporting indices (as opposed to gross pay) is intended to negate the impact of part-time working within an organisation's workforce, as in our case. However, in practical terms the use of an hourly rate as the basis for these calculations means that the *distribution* of female and male staff by grade can have a significant impact on the gender pay gap indices, especially where a workforce's population is heavily skewed towards one gender and where the 'dominant' population is employed in lower graded roles when compared to the other gender.

The second calculation methodology is used to calculate the mean and median gender bonus pay gap and is based on the actual bonus payment received by staff. The Council's Partnership Payment scheme is classified as a bonus payment for the purposes of gender pay gap reporting. The Partnership Payment is part of the 2018-21 pay agreement and is based on a fixed sum (£ 500) that is paid on a pro-rata basis, i.e. based on the hours worked by an employee. As this reporting measure is based on the value of the bonus payment received, it is directly impacted by the high proportion of female staff who work on a part-time basis (circa 33%) who receive a smaller bonus payment than male staff. In practical terms this reduces both the mean and median bonus pay figures for female staff when compared to those for males, i.e. a group who predominantly work on a full-time basis.

The third calculation methodology is used to calculate the proportion of female and male staff receiving a bonus. This data set is based on the headcount of female

and male staff receiving a bonus payment and is not therefore affected by the *hours* worked by an employee.

Data Analysis and Findings

- The key findings of the snapshot run as at 31 March 2019 for Oxford City Council are as follows:

Mean gender pay gap (basic pay) is 10.2%
Median gender pay gap (basic pay) is 12.1%
Mean gender bonus gap for 11.6%
Median gender bonus gap is 9.26%
Proportion of male employees receiving a bonus is 83.7%
Proportion of female employees receiving a bonus is 84.2%

Pay quartiles by gender – Oxford City Council

Quartile*	Males %	Females %
Top Quartile	50.58	49.42
Upper Middle Quartile	44.19	55.81
Lower Middle Quartile	37.12	62.79
Lower Quartile	34.88	65.12

Note to Tables

Where a gender pay gap reporting indices is in favour of females the figure is shown as a minus figure, i.e. -2.0%.

- In contrast to the previous reporting periods where the Council has reported gender pay gap figures in favour of female staff, the set of data to be published in March 2020 will report both a mean **and** median gender pay gap in favour of males. (Please refer to Appendix 2 for details of the previous Gender Pay Gap data reports).
- The reason for this significant change in reported data for the Council (and ODS alike) is due to the creation of ODS as an employer in their own right, which has had a significant impact on the calculation of the gender pay gap data tables for

both organisations. In broad terms, ODS has a large number of lower paid male staff which reduced both the mean and median basic pay figures when included in the combined pay data for male staff within the City Council *and* ODS in the last two gender pay reports. This is explained in more detail in the paragraphs below.

8. The Council's workforce is predominantly female, i.e. 401 staff or 58% of the workforce, as at 31 March 2019. 126 females (circa 33%) work on a part-time basis. Of the 287 male staff, only 30 (10%) work on a part-time basis. The majority of Council staff are employed in roles on Grade 5 (25% of females and 14% of males) or Grade 7 (19% of females and 27% of males). 23 staff (3%) are employed in senior roles, i.e. above Grade 11. Males occupy proportionately more highly paid roles than females across the Council's grade structure.
9. The ODS workforce is overwhelmingly male, i.e. 570 staff or 88% of the workforce, as at 31 March 2019. Only 14 males (circa 3%) work on a part-time basis. Of the 75 female staff only 9 (or 11%) work on a part-time basis. A significant amount of the ODS workforce are employed in lower graded roles when compared to the Council's workforce.
10. The distribution of males and females across the OCC and ODS grade structures (including the craft based grades), is summarised below: -

	OCC		ODS	
	% Females	% Males	% Females	% Males
Staff employed in Grades 3 to 7	75%	67%	89%	84%
Staff employed in Grades 8 to 11	22%	28%	11%	15%
Staff employed in senior roles	3%	5%	0%	1%

Appendix 3 provides more detailed information on the distribution of female and male staff by grade for both the Council and ODS.

11. The removal of the ODS workforce from the gender pay data has significantly altered the 'shape' of the Council's reporting indices, as the greater proportion of males in ODS employed in lower paid roles helped to reduce the gender gap for both mean and median basic pay indices as detailed in the previous two reports. This impact is better illustrated in diagrammatic form, as shown at Appendix 4 for both the Council and ODS.
12. Disaggregating the gender pay data reported at the end of March 2019 (i.e. for the reporting date of 31 March 2018) indicates that the mean and median gender pay gap indices for both OCC and ODS are broadly comparable with other employers within local area, but do not compare as well with Cambridge City and Reading Borough Council data. (Appendix 5 provides a table of the gender pay report data from March 2019 for reference).
13. Addressing the challenge presented by the pay gap within the City Council in favour of males, as reported above, is **not** focused on equal pay consideration: staff on the same salary point within each grade receive the same hourly pay, irrespective of gender. Success in closing Council's gender pay gap will be achieved through its employment policies and practices, including: recruitment approaches and methods that promote the Council as an employer of choice and

place to build a great career, with access to a range of flexible working arrangements; employment policy and enabling technologies that facilitate greater flexibility in the time, place and manner by which work is performed to enable staff to achieve an effective balance between work and their home commitments; and training and organisational development initiatives to encourage and support greater levels of participation by female colleagues within higher graded roles in the Council. These issues form an integral part of the revised Equalities Action Plan recently approved by Cabinet.

Conclusions

14. The next set of gender pay gap data to be reported by 30 March 2020 (Appendix 1) represents a marked change when compared to the reports published in March 2018 and 2019. The Council's gender pay gap data for 2019 was not out of step with that of other local employers, but was higher than those reported for both Cambridge and Reading Councils in 2019 (please refer to Appendix 5).
15. It is anticipated that the combination of flexible working approaches, the planned roll-out of enabling technologies and equipment and availability of training and career development opportunities will facilitate a reshaping of the Council's workforce and, thereby, Gender Pay reporting statistics.

Financial implications

16. There are no financial implications associated with this report.

Level of Risk

17. A Risk Register is supplied separately as Appendix 6 to this report.

Legal Issues

18. The Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017 require the Council to publish information annually about how it complies with the Public Sector Equality Duty.
19. The Regulations also impose obligations on the Council to publish information relating to the gender pay gap in the organisation based on a 'snapshot date' of 31st March in any year.

Report author	Helen Bishop
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Service area or department	Business Improvement
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Background Papers: None
1 None

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Appendix 1

OXFORD CITY COUNCIL GENDER PAY GAP DATA TABLES

The Council's gender pay gap details for the snapshot date of 31st March 2019 are below.

Mean gender pay gap (basic pay) is 10.2%
Median gender pay gap (basic pay) is 12.1%
Mean gender bonus gap for 11.6%
Median gender bonus gap is 9.26%
Proportion of male employees receiving a bonus is 83.7%
Proportion of female employees receiving a bonus is 84.2%

Pay quartiles by gender

Quartile*	Males %	Females %
Top Quartile	50.58	49.42
Upper Middle Quartile	44.19	55.81
Lower Middle Quartile	37.12	62.79
Lower Quartile	34.88	65.12

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Appendix 2

Oxford City Council Gender Pay Gap Report (as at 31 March 2018 and 31 March 2017)

Note: figures in the tables below in **red** are where the reporting indices are in favour of female staff

31 March 2018	
Mean gender pay gap (basic pay)	- 0.7%
Median gender pay gap (basic pay)	0%
Mean gender bonus gap	-6.3%
Median gender bonus gap	0%
Proportion males receiving a bonus	84.6%
Proportion females receiving a bonus	82.7%

Quartile	Males %	Females %
Top Quartile	73.8	26.2
Upper Middle Quartile	58.2	41.8
Lower Middle Quartile	61.9	38.1
Lower Quartile	66.6	33.4

The financial year 2017/18 was **not** an increment year, so a higher proportion of staff were eligible for a Partnership Payment.

31 March 2017	
Mean gender pay gap (basic pay)	0.1%
Median gender pay gap (basic pay)	0%
Mean gender bonus gap	-6.3
Median gender bonus gap	19.5%
Proportion males receiving a bonus	45.5%
Proportion females receiving a bonus	42.3%

Quartile	Males %	Females %
Top Quartile	67.6	32.4
Upper Middle Quartile	63.2	36.8
Lower Middle Quartile	59.6	40.4
Lower Quartile	71.3	28.7

The financial year 2016/17 was an increment year, so the number of staff eligible for a Partnership Payment was reduced.

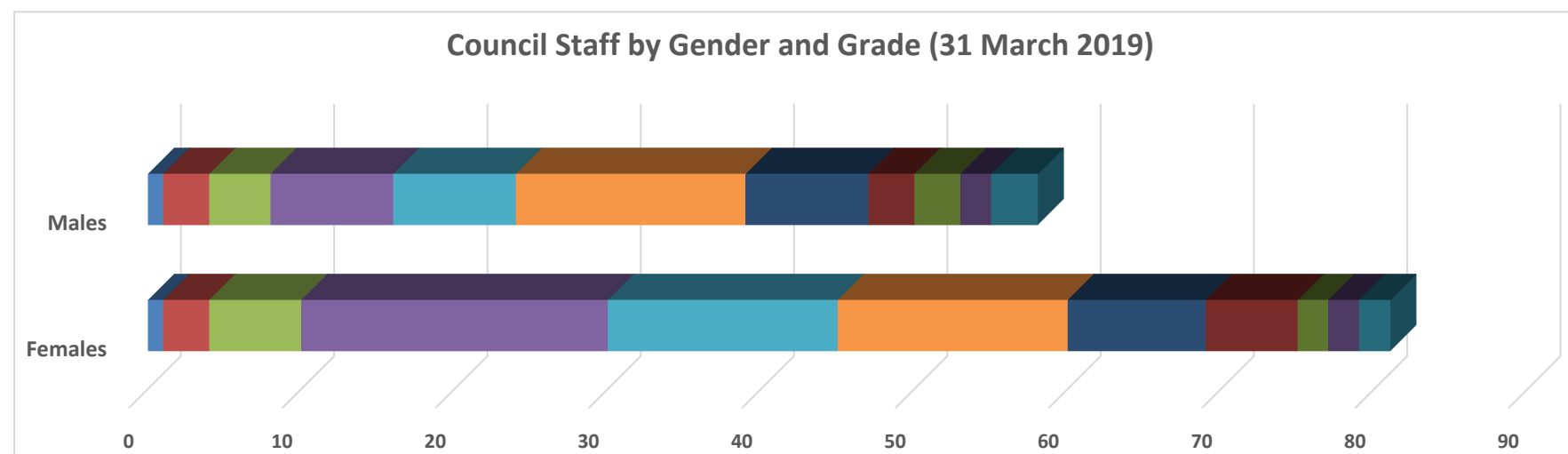
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Appendix 4 A

APPENDIX 4 A

DISTRIBUTION OF COUNCIL STAFF BY GENDER & GRADE (STACKED DIAGRAM)

In the stacked diagram below all Council staff (males and females) are shown by grade (expressed as an hourly rate) from Apprentice through to Senior Manager (left to right): -



The *mean basic pay* for the 287 male staff is £ 18.57 per hour (i.e. Grade 7 equivalent) and for the 401 females £ 16.68 per hour (i.e. Grade 6 equivalent). The **mean basic pay gap** is the percentage difference between the two mean basic (hourly) pay rates, i.e. £ 18.57 (for males) and £ 16.68 (for females) which is in favour of males by 10.2%.

The *median basic pay* for the 287 males is the average of the 143rd and 144th values in the hourly pay of all males (i.e. £ 17.51 per hour or between the top of Grade 6 and bottom of Grade 7) and for the 401 females the average of the 200th and 201st values in the hourly pay of all females, i.e. £ 15.39 per hour (i.e. between the top of Grade 5 and bottom of Grade 6). The **median basic pay gap** is the percentage difference between the two median basic (hourly) pay rates, i.e. £ 17.51 (for males) and £ 15.39 (for females) which in favour of males by 12.1%.

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Appendix 5

APPENDIX 5

Comparison of 2019 gender pay gap reports (i.e. data as at the 'snapshot' date of 31 March 2018)

REPORTING INDICES	OCC	ODS	Cambridge CC	Reading BC
Mean gender pay gap (basic pay)	10.2%	1.6%	2.4%	2.9%
Median gender pay gap (basic pay)	12.1%	-2.4%	5.5%	4.9%
Mean gender bonus gap	11.6%	-86.4%	No bonus paid	-46.6%
Median gender bonus gap	9.3%	-23.0%	No bonus paid	-75.5%
Proportion male employees receiving a bonus	83.7%	88.4%	0%	1.4%
Proportion female employees receiving a bonus	84.2%	79.5%	0%	1.1%

Pay Quartiles by Gender

Quartile	Male %	Female %	Male %	Female %	Male %	Female %	Male %	Female %
Top Quartile	50.58%	49.42%	91.36%	8.64%	52%	48%	35%	65%
Upper Middle Quartile	44.19%	55.81%	84.47%	15.53%	58%	42%	38%	62%
Lower Middle Quartile	37.12%	62.79%	86.34%	13.66%	47%	43%	29%	71%
Lower Quartile	34.88%	65.12%	91.30%	8.70%	45%	55%	34%	66%
Workforce Composition:	41.0%	59.0%	87.5%	12.5%	50.5%	49.5%	34.1%	65.9%

Appendix 5

APPENDIX 5 (Continued)

Comparison of 2019 gender pay gap reports (i.e. data as at the 'snapshot' date of 31 March 2018)

REPORTING INDICES	West Oxford DC	Oxford NHS Trust	South & Vale DC	Oxford Brookes	Oxfordshire CC	(2018 Data)
						Cherwell DC
Mean gender pay gap (basic pay)	27.9%	22.0%	12.4%	11.3%	3.9%	3.3%
Median gender pay gap (basic pay)	26.2%	5.4%	0.6%	5.8%	3.0%	6.9%
Mean gender bonus gap	No bonus paid	61.5%	No bonus paid	-7.5%	No bonus paid	No bonus paid
Median gender bonus gap	No bonus paid	68.8%	No bonus paid	-12.5%	No bonus paid	No bonus paid
Proportion male employees receiving a bonus	0.0%	47.4%	0.0%	16.7%	0.0%	0.0%
Proportion female employees receiving a bonus	0.0%	52.6%	0.0%	83.3%	0.0%	0.0%



Pay Quartiles by Gender

Quartile	Male %	Female %	Male %	Female %	Male %	Female %	Male %	Female %	Male %	Female %	Male %	Female %
Top Quartile	58.93%	41.07%	24.10%	75.90%	46.00%	54.00%	49.70%	50.30%	32.90%	67.10%	51.60%	48.40%
Upper Middle Quartile	30.40%	69.60%	15.60%	84.40%	32.00%	68.00%	42.50%	57.50%	38.90%	61.10%	55.50%	44.50%
Lower Middle Quartile	23.20%	76.80%	22.40%	77.60%	35.00%	65.00%	32.20%	67.80%	35.70%	64.30%	48.40%	51.60%
Lower Quartile	21.40%	78.60%	18.30%	81.70%	34.00%	66.00%	33.30%	66.70%	30.10%	69.90%	47.70%	52.30%
Workforce Composition:	32.6%	67.4%	19.90%	80.10%	No Data Supplied		39.40%	60.60%	34.40%	65.60%	51.0%	49.0%

Note to Table

The gender pay gap data shown above for 'Oxford NHS Trust' relates to **Oxford Health NHS Foundation Trust**. (Source Oxford Health NHS Foundation Trust web site).

Appendix 6

Employment Policies and Procedures: Annual Gender Pay Report - Risk Register

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Comments	Controls				
							I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner
Employment Policies and Procedures	Damage to Council's reputation	T	Failure to comply with legislative requirements	Required Statement not published	11.2.2020	Helen Bishop	3	3	3	2	2	2	Reviewing and maintaining current employment policies and practices is a continual process	Reviewing and maintaining current employment policies and practices is a continual process	ongoing	open	80	Helen Bishop

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Performance Summary Scrutiny Committee





Green = target met
Amber = within tolerance
Red = outside tolerance

Trends compare relative performance with
Prd: previous month
Prev Year End: previous March

December-2019

Year on Year: the same period from the previous year

Measure		Owner	Result 2018/19	Latest Data		Year End Target 2019/20	RAG	Trends		Comments
Ref	Description			Target	Result			Prd	Year on Year	
BIT019i	BIT019i: % all contact carried out online	Helen Bishop	37.1%	38.0%	43.2%	38%	G			We are currently exceeding target.
WR001	WR001: Number of people moved into work by the Welfare Reform Programme	Paul Wilding	44 Number	38 Number	28 Number	50 Number	R			We are currently under target for customers moved in to work for this year. This is due to the fact that we have had 50% less staff for multiple months this year so it was hard to spend as much time with customers. We are now fully staffed so hope that the figure will increase.
BV009	BV009: Percentage of Council Tax collected	Tanya Bandekar	97.72%	73.31%	84.79%	97.75%	G			By 31/12 we had collected some £77.9m of 19/20 council taxes. This represents 84.79%. We had collected £127k in excess of the 31/12 profiled target of 84.65%. We were also up on the equivalent result from last year of 84.37%.
BI001	BI001: The % of Council spend with local business	Caterina Abrusci	67.34%	36.00%	60.67%	49.50%	G			We have exceeded our current requirements for December 2019. We continue to try to increase local spend by requesting stakeholders to include a local supplier when tendering, however, this is dependent on the requirements, and the locality of the head office of the Supplier.
CS004	CS004: Enquiries resolved by customer service centre without hand off	Helen Bishop	94.44%	90.00%	94.78%	90.00%	G			Again we were strong in December with 1st time resolution which will continue to help prevent repeat calls into the Contact Centre.

Measure		Owner	Result 2018/19	Latest Data		Year End Target 2019/20	RAG	Trends		Comments
Ref	Description			Target	Result			Prd	Year on Year	
CH001	CH001: Days lost to sickness	Paul Adams	7.60 days	4.87 days	5.54 days	6.50 Days	R			The year-end projection of absence per FTE across all service areas remains above the Council target absence rate for 2019/20 of 6.5 days per FTE, with 5 service areas having higher projected out-turn absence rates: Business Improvement; Community Services; Financial Services; Housing Services and Regulatory Services and Community Services. The HR Business Partners continue to work with the relevant line managers to review absence cases to ensure that appropriate management interventions are in place to effect an early return to work, and reviewed to ensure the plans have been effective. Training will be developed for line managers which is focused on applying the Council's sickness absence policy/procedures as well as the effective use of the occupational health services provided by PAM Limited. The training will be developed early in the New Year for roll-out during Q4 and Q1 of 2020/21.
CS054	CS054: Time taken to determine DHP applications	Paul Wilding	12 Working Days	10 Working Days	10.40 Working Days	10 Working Days	A			DHP assessments have been on a steady increase due to less DHP applications coming in during the festive period. This has allowed us to be proactive in working on our existing workload. We have also recruited a new Welfare Reform Project Officer from December 2019 which has been another positive to our team and has helped us significantly in assessing DHPs. The pressure of UC rollout does continue to be a major problem, but with our new resources and another caseworker returning from maternity leave in January, we feel confident in maintaining and improving our current performance.
Measure		Owner	Result	Latest Data		Year End Target	RAG	Trends		Comments

Ref	Description		2018/19	Target	Result	2019/20		Prd	Year on Year	
ED002	ED002:Implementation of measures to reduce the city council's carbon footprint by 5% each year below what it would otherwise have been	Jo Colwell	446 Tonnes	360 Tonnes	367 Tonnes	408 Tonnes	G			Town Hall excess gas consumption issue (Sunday eves) resolved - est ca 7tCO2/yr; Impact of EV fleet uptake across OCC to date 52tCO2 based on carbon calculator tool (minus 12tCO2 for early EV uptake reported in 12/13 reporting year) = ca40tCO2/yr; Solar Car port leys pools generating electricity - ca22tCO2/year; ca5000 trees planted in Oxford by OCC over the last 5 years - equates to ca 93tCO2/year - Total: 162tCO2/year; Closed queries - billing errors resolved = 69 for year to date - ca £11,409.94 avoided spend.
LP119	LP119: The number of people taking part in our youth ambition programme	Ian Brooke	6,155 Number	4,500 Number	4,494 Number	6,000 Number	A			The program is currently showing that it is slightly under target. The reporting period relates to December, which is typically a quieter (and shorter) month for the activity program. We have made sure that we are communications are ready for the new year.
CS003	CS003: Customer calls answered on the council's main telephone service lines without hanging up	Helen Bishop	94.10%	95.00%	95.65%	95.00%	G			Our performance in December was strong, answering 95.65% of calls, the 2nd month in a row we have exceeded our 95% target. Compared to November the number of calls received decreased by 4125 albeit there were bank holidays in December. Our automated missed bins service answered 142 of these without the customer needing to speak to a Customer Service Officer.
CS025	CS025: Percentage of Business Rates Collected	Tanya Bandekar	98.14%	73.87%	83.60%	98.50%	G			By 31/12 we had collected some £89.2m of 19/20 business rates. This represents 83.60%. We had collected £961k in excess of the 31/12 profiled target of 82.7%. We were also up on the equivalent result from last year of 83.48%.
Measure		Owner	Result 2018/19	Latest Data		Year End Target 2019/20	Rag	Trends		Comments
Ref	Description			Target	Result			Prd	Year	

									On Year	
FN045	Percentage of overpaid Housing Benefit collected	Tanya Bandekar	Not Recorded	2,250,000 %	2,136,447%	3,000,000 %	A	↗		The figure of £246k recovered during December made the Year to Date figure £2,136,447.
LP220	LP220: Number of people from our target groups using our leisure facilities	Ian Brooke	775,703 Number	599,200 Number	550,040 Number	798,970 Number	R	↗	↘	Visits are consistent with where they were 2 years ago. Targets set for the reporting year were ambitious. The leisure market remains highly competitive with budget and boutique gyms. The Council are working closely with Fusion Lifestyle to continuously improve their targeted outreach work across the city's communities. This includes the introduction of additional partnership work and Marketing and Communications Steering Groups.
CoS031	CoS031: Effective delivery of the capital programme	Ian Brooke	Not Recorded	82%	84%	82%	G	↗	↗	<p>All milestones for works at Oxford Sport Park Completed. Next milestone return of S278 bond.</p> <p>Bullington - tenders advertised and planning submitted. Next milestone is appointment of sub-contractor.</p> <p>East Oxford CC - Draft designs now developed. Planning scheduled for February and cabinet April.</p>

Responding to the Climate Emergency: A Focus on Buildings

Report of the Climate Emergency Review Group
Commissioned by Oxford City Council's Scrutiny Committee

March 2020

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Draft

Foreword by the Chair



The risk climate change poses to life as we know it has been clear for decades. However, following the publication of the IPCC report in 2018 there has been a palpable increase in public concern. An estimated 10,000 people joined the Climate Strikes in this city alone. As councillors we should be proud to represent a place where people are prepared to take action on an issue so crucial to our shared future.

Whilst there has been positive action from central government, such as the gradual decarbonisation of the national grid, the overall response has failed to match the timeframe the science demands. We must recognise that national government sets the context within which local government can act. It determines the rules within which we work and much of the resource we have available. However, the limitations of national action should fuel our urgency in doing what

we are able to locally.

Oxford City Council has shown leadership on this issue for many years, for example by delivering loans to the Low Carbon Hub, insulating and fitting solar panels on council homes and through promoting cycling in the city. In January 2019 we went further, passing a motion to declare a Climate Emergency and initiating the UK's first Citizens' Assembly on Climate Change. The assembly saw a demographically representative group of residents hear evidence from leading climate experts on the consequences and trade-offs involved in different future scenarios. Once informed of the facts, the majority of these residents supported the Council going further and faster than national government's 2050 zero carbon target. The Council's initial response to the Assembly's report has now been published and serious, far-reaching work continues under Cllr Tom Hayes, Cabinet Member for Zero Carbon Oxford.

This Review Group was set up by the Council's Scrutiny Committee in recognition of the urgency and importance of tackling this issue. The Review has focused mainly on the leading cause of emissions in Oxford, buildings, and has made 56 recommendations to the Cabinet on ways to respond to the challenge of reducing emissions in our City. As with all areas of tackling climate change the co-benefits in improving the sustainability of our buildings are immense. Energy bills drop dramatically in the far better insulated homes this crisis demands.

I would like to thank all those who gave their time to speak to us from council officers to architects to community organisers. I would also like to thank all of the members of the group, in particular Vice-Chair, Cllr Craig Simmons, who has been a tremendous resource to us all with his knowledge of this area, and Tom Hudson, Scrutiny Officer, for his hard work and support throughout.

A particular highlight for me was our visit to a zero-carbon development being built by Greencore construction in Southmoor near Abingdon. This beautifully designed site contained rented 'affordable housing' mixed with privately-owned homes built to Passivehaus standards. Fundamentally, the company have been able to build these homes, using off-site prefabrication, at a lower cost than equivalent, traditional houses. The technology is available – public demand for action is rising - our task is to use what levers we have to support this potential. I commend this report's recommendations to Cabinet.

Councillor Richard Howlett, Chair of the Climate Emergency Review Group

Chapter 1: Introduction

1. In light of the Council's declaration of a Climate Emergency in January 2019 Oxford City Council's Scrutiny Committee established the Climate Emergency Review Group to review the avenues by which the Council might reduce carbon emissions from the biggest single culprit in the city: buildings. The Group has gathered a wide range of evidence and engaged with numerous stakeholders to explore ideas on key issues concerning reducing the carbon impact of buildings.
2. This report is intended to provide a considered and independent opinion on what the Council and its partners could do to improve its response to the Climate Emergency in the City. The report sets out the work undertaken by the Review Group, together with their conclusions and recommendations to the Council's main decision-making body, the Cabinet. Each recommendation is supported by a narrative based on the discussions of the Review Group at each of its meetings.
3. The Climate Emergency Review Group has a cross-party membership comprising the following City Councillors:
 - Councillor Richard Howlett (Chair)
 - Councillor Craig Simmons (vice-Chair)
 - Councillor Nadine Bely-Summers
 - Councillor Mike Gotch
 - Councillor Tom Landell Mills
 - Councillor John Tanner
4. This report will be presented to the Council's Scrutiny Committee for endorsement on 03 March, and subsequently to the Cabinet. Due to the breadth and importance of the issues touched on by the review it is not anticipated that there will be an immediate response from Cabinet in March. With whole-Council elections taking place in May 2020, and the purdah period running from late March, no Cabinet response is anticipated until after the elections are completed.
5. The Review Group would like to place on record its thanks to all of the people who contributed to the review, which has enabled the recommendations in the report to be made. The City is fortunate to have a wealth and diversity of people, businesses and voluntary organisations that have both the passion and expertise to shape local decision-making in a positive way. Particular thanks go to Tim Sadler for his role in supporting the Review Group throughout its work and to Ian Pritchett for organising a visit to Greencore Construction's Springfield Meadow development in Southmoor, as well as our Scrutiny Officer, Tom Hudson.

Chapter 2: Methodology

6. The Review Group's work involved a total of 7 meetings which were held between November 2019 and February 2020.
7. Whilst the topic of interest to the Review Group was 'the Climate Emergency' it was recognised that this was far too broad a scope to be meaningfully considered within the time constraints of the Review Group. As such, it was decided that the Review Group would limit its response to buildings, as the biggest single cause of carbon emissions in Oxford,¹ and an area with which the Council has multiple involvements with through its house-building, landlord function and the planning system.
8. In addition to the wider issue of buildings and carbon reduction, the Review Group devoted one meeting to exploring other key themes relating to the Climate Emergency, trying where possible to look at them from their intersection with the built environment.
9. In its explorations of the topic, the feedback from the Oxford Citizens' Assembly on Climate Change, held in autumn 2019, was that when fully informed of the consequences and trade-offs involved members of the public supported the retrofitting of 48,000 properties and limits being placed on new builds to require them to be passivehaus or another equivalent ultra-high energy-efficiency standard.
10. Key themes and questions the Review Group sought to explore included:
 - Understanding the Council's current ambitions for retrofitting its Council properties
 - Considering the particular issues relating to retrofitting
 - Looking at the Council's planning and regulatory frameworks to see if there are ways to improve building efficiency within the City
 - Considering options for the specifications of the Council's own housing development, and looking at how it approaches non-housing development in regard to energy efficiency
 - How can the Council reduce the emissions from staff transport?
 - What can the Council do to protect and improve biodiversity in the City?
11. The Review Group's findings and recommendations have been informed by evidence provided by 27 external guests, lead Councillors and Council officers, as well as a number of written internal and external reports. Contributors to the review included:
 - Councillor Tom Hayes, OCC Cabinet Member for Zero Carbon Oxford
 - Councillor Alex Hollingsworth, OCC Cabinet Member for Planning and Sustainable Transport
 - Councillor Mike Rowley, OCC Cabinet Member for Affordable Housing
 - Tom Bridgman, Director of Development
 - Andrew Broughton, Senior Building Control Inspector
 - Steven Clarke, OCC Head of Housing Services

¹ 81% - Climate Emergency Strategy Support report Sept 2019 p.6

- Steven Clews, Regeneration Manager
- Gavin Cumberland, Interim Development Manager
- Amanda Ford, Planning Policy (Team Leader)
- Deborah Haynes, Energy Efficiency Projects Officer
- Mai Jarvis, OCC Environmental Quality Team Manager
- Tim Sadler, OCC Executive Director Sustainable City
- Ian Wright, Head of Regulatory Services and Community Safety
- Alan Wylde, Housing Development and Enabling Manager

- Chris Church, Oxfordshire Friends of the Earth
- Joelle Darby, Architect, Original Field of Architecture
- Andrew Dawson, Director, Original Field of Architecture
- Andy Edwards, Environmental Design and Community Energy, Transition by Design
- Councillor David Grant, Vale of the White Horse District Council
- Susan Halliwell, Director for Planning and Place, Oxfordshire County Council
- David Hancock, Construction Director, Infrastructure and Projects Office
- Tom Heel, Business Development Director, Oxfordshire Low Carbon Hub
- Al Morris, Old Marston Parish Council
- Ian Pritchett, Managing Director, Greencore Construction
- Councillor Judy Roberts, Vale of the White Horse District Council
- Councillor Sue Roberts, South Oxfordshire District Council
- Oliver Smith, Director, 5th Studio
- Alex Towler, Passivehaus Specialist, Transition by Design
- Harriet Waters, Head of Sustainability, Oxford University

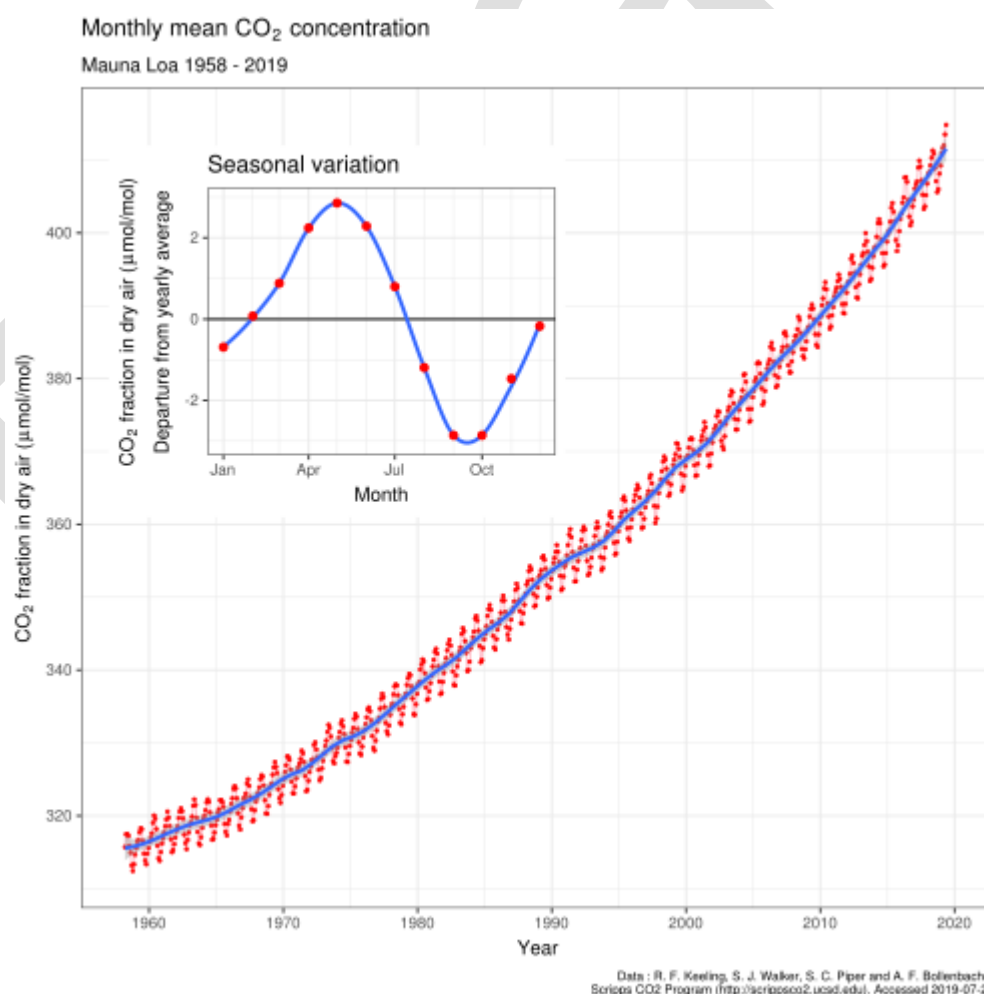
- Oxfordshire Mammal Group
- Nottingham City Homes
- Cambridge City Council
- RSPB, East Midlands

12. Councillors from all neighbouring District Councils were invited to attend.

Chapter 3: Background

Climate Emergency: International Context

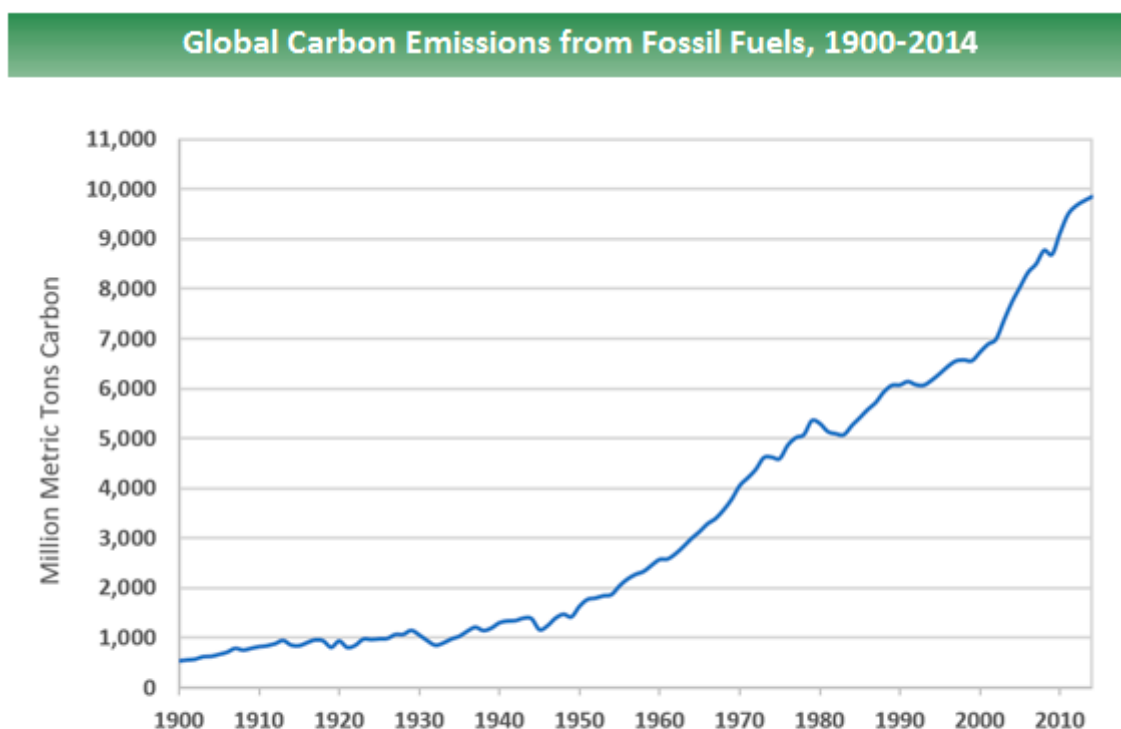
13. The first person to use the term “greenhouse gases” was a Swedish scientist named Svante Arrhenius in 1896. In a paper published that year, he made an early calculation of how much warmer the Earth was thanks to the energy-trapping nature of some of the gases in the atmosphere. Even at this early stage, he understood that humans had the potential to play a significant role in changing the concentration of at least one of those gases, carbon dioxide, which results from the direct and indirect burning of fossil fuels to generate electricity, provide heat and motive power.
14. While Arrhenius’ prediction of warming received great public interest, this typically waned over time. The issue did not receive much further until the 1950’s when the measurement of atmospheric carbon dioxide emissions became more commonplace.
15. The longest continuous monitoring of carbon dioxide emissions in the Earth’s atmosphere was started by Charles Keeling in 1958 at the high altitude Mauna Loa observatory in Hawaii and continues to this day. His ‘Keeling Curve’, which shows steadily accumulating atmospheric greenhouse gas emissions, is the basis for most present-day climate science.



It is important to recognise that carbon dioxide is not the only greenhouse gas but it is the most abundant and therefore the focus of this report. Other greenhouse gases, though

not as abundant or as evident in the built environment, are more potent in terms of their contribution to climate change and should therefore be given due consideration.

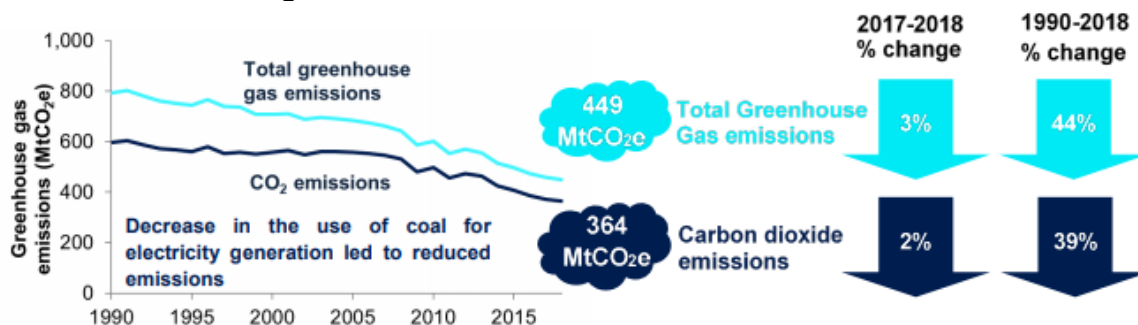
16. Despite the growth in concern and increased research over climate change, total world emissions of CO₂ and other greenhouse gases have continued to grow almost unchecked.



Source: Boden, T.A., Marland, G., and Andres, R.J. (2017). [Global, Regional, and National Fossil-Fuel CO₂Emissions](#). Carbon Dioxide Information Analysis Center, Oak Ridge National Laboratory, U.S. Department of Energy, Oak Ridge, Tenn., U.S.A. doi 10.3334/CDIAC/00001_V2017.

17. In 2018 the Intergovernmental Panel on Climate Change (IPCC) issued a [report](#) underlining the catastrophic consequences the world faces if by 2030 it is unable to prevent global temperatures increasing by no more than 1.5 degrees Celsius on pre-industrial levels. These consequences included extreme temperatures becoming more common, significant loss of sea ice and rising sea levels, widespread species and ecosystem loss and poorer crop yields.
18. The report also shared its understanding of what would be required to achieve capping global warming to 1.5 degrees: global emissions would need to be approximately halved by 2030, requiring an unprecedented decarbonisation agenda to avert the disastrous consequences of exceeding the reduced-impact limit.
19. Within the picture of increasing greenhouse gas emissions worldwide, the UK has bucked the trend having reduced its carbon emissions by 39% since 1990, largely by reducing its dependence on the use of coal and gas to generate electricity and instead promoting energy efficiency and renewable energy sources.

Table: Greenhouse gas emission reductions 1990 - 2018



20. Although other countries have also achieved significant reductions in greenhouse gas emissions – for example Germany and Norway – it is fair to say that the wider international political response has been slow.
21. Public interest has been re-ignited with the formation of campaigning organisations such as Extinction Rebellion and youth activists such as Greta Thunberg whose youth strikes have inspired children and adults alike across 185 countries to protest at Government inaction.

Climate Emergency: National Context

22. In the UK, central government agreed, in 2019, a tightening of its climate change laws. Having previously undertaken to reduce greenhouse gas emissions by 80% from 1990 levels by 2050, an amendment to the Climate Change Act 2008 has been made to set the UK the legal target of being net zero carbon by 2050.
23. Though clearly a positive (and indeed world-leading) response, the 2050 target has been questioned by many as being insufficient to meet the 1.5 degree challenge. Craig Bennett, Chair of the UK Friends of the Earth described it as “still too slow to address catastrophic climate change.”
24. Faced with popular concern, and frustration over the slow pace of change, local authorities have taken to declaring a Climate Emergency, with Bristol being the first Council in the UK to do so in November 2018. As of February 2020, 287/408 (65%) of District, County, Unitary & Metropolitan Councils have declared a Climate Emergency. Such declarations have tended to be accompanied by targets for the Councils and/or their geographical areas to become net zero at a faster pace than under central government's plans.

Climate Emergency: Local Context

25. Oxford City Council was an early Council to declare a Climate Emergency. A motion tabled in November 2018 was unanimously passed by Council motion in January 2019. As part of its motion, agreement was given to hold a Citizens' Assembly to ascertain local views on the Council's response to Climate Change. Specifically, its purpose was to

answer the question “The UK has legislation to reach net zero by 2050. Should Oxford be more proactive and seek to reach net zero sooner than 2050?”

26. Oxford City Council’s Citizens’ Assembly on Climate Change, the first Council-run Citizens’ Assembly on Climate Change in the UK, was delivered by Ipsos MORI over two weekends in September and October 2019. Forty-one local residents, selected on the basis of their demographic representativeness of the city were invited to listen to presentations by leading experts on climate change generally, but also on four particular areas: Waste Management, Sustainable Transport, Buildings and Biodiversity and Offsetting.
27. Under each area Assembly members were given briefings on a number of different possible scenarios, and the consequences and trade-offs involved in each. The full [Ipsos MORI report](#) is available online, but below are a number of the headline messages that came out:
 - The majority of Assembly Members (37 out of 41) felt that Oxford should aim to achieve ‘net zero’ sooner than 2050.
 - There was widespread belief that Oxford should be a leader in tackling the climate crisis.
 - Assembly Members found a great deal of encouragement in the examples of what is already being done across Oxford to address climate change and meet the goal of becoming ‘net zero’.
 - Enhanced biodiversity was central to the overall ‘net zero’ vision of Oxford with increased flora and fauna in the city, along with more cycling, walking, and public transport, and far fewer cars.
 - The buildings sector should adopt improved building standards, widespread retrofitting, and more domestic and non-domestic energy needs being met by sustainable sources.
28. A report commissioned to inform the Citizen’s Assembly and the wider climate change strategy of the Council highlighted the predominance of building-related emissions within the administrative area covered by Oxford City Council.² Around 80% of emissions were estimated to arise from buildings and the activities within them. For this reason, and faced with the enormity of the challenge, the Review Group chose to focus on buildings and the built environment.

²https://www.oxford.gov.uk/download/downloads/id/6660/climate_emergency_strategy_support_report_2019.pdf

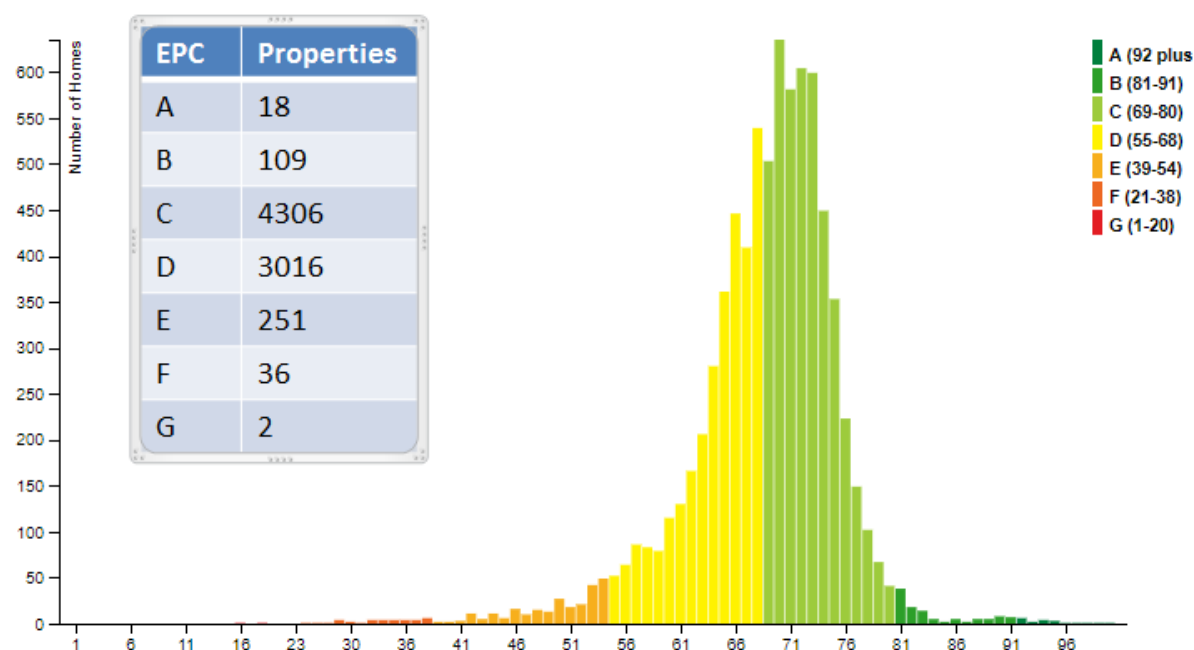
Chapter 4: Findings and Recommendations

Part 1: The City Council as Landlord

Background

29. The Council is a highly significant landlord in Oxford. Not only does it own and lease 7740 houses within the City, it also has a commercial property portfolio consisting of a further 246 properties, as well as leasing a number of other types of property including community and sports buildings, offices and garages. The volume and breadth of properties over which the Council has the ability to have a direct impact within the City is high.
30. Owing to the size of the Council's property holdings the Review Group invited in internal and external guests to advise it on how it might approach making significant carbon reductions to its holdings.
31. Internally, Steven Clarke, Head of Housing, and Tom Bridgman, Director of Development, Gavin Cumberland, Interim Development Manager, and Stephen Clews, Regeneration Manager were invited to address the Review Group in private session. Externally, Alex Towler of Transition by Design, Tom Heel of the Low Carbon Hub and Cosy Homes, and Ian Pritchett of Greencore Construction all contributed towards discussions on the possibilities for retrofitting older properties to zero carbon standards.
32. The Head of Housing, made a presentation to the Review Group on retrofitting and the Council's housing stock.
33. An important issue to understand was the diversity of homes owned by the Council, from solid wall constructions to cavity walls and non-traditional builds, individual family homes to blocks of flats with mixed tenure. Due to this variety, the responses required also could not simply fit one pattern but had to be specific to the property they were in.
34. Since 2015 the Council has undertaken large-scale fabric insulation, including both external walls and cavity walls. In addition, it has put in 176 solar panels on houses and undertaken a home battery trial in Rose Hill. The Council's current work is currently focused on loft insulation, and glazing and heating upgrades. Due to concerns over fuel poverty, the Council's position is to replace gas boilers with more efficient ones, but as a unit of heat costs three times as much to generate by electricity than gas they are not replaced with electric boilers.
35. It was put to the Review Group also that there are a lot of properties which, constructed in the past, would never be able to be retrofitted to net zero; the only way to do so would be to knock them down and rebuild them. The number of homes for which this was the case was estimated to be between 40-50%.
36. Despite having been working on upgrading the energy efficiency of the Council's housing stock since 2015, and having exhausted most of the easy wins, almost half (3305/7740 properties, or 42%) were still below a C-rating.

Graph: EPC rating distribution of the Council's properties



37. The Council is currently dedicating staff to work out the works required to bring all properties up to a C level, with prioritisation of work being given to the worse-performing properties and the greatest improvement in energy-reduction for the least cost.
38. The Director of Development, Interim Development Manager and Regeneration Manager gave a presentation to the Review Group on development projects, which will be referenced in Part 2 of this Chapter. However, in discussing how capital projects are assessed on energy efficiency grounds it was pointed out that not all capital projects the Council undertakes relate to new builds, and, like the Council's housing, many of the retrofit projects, such as the improvements to the Covered Market, simply could not be made to reach net zero.

Landlord Financing Models

39. Due to the challenges of making retrofit financially viable the Review Group considered in depth the example of the Energiesprong project run by Nottingham City Homes. The details of this project are included in Appendix 1. Based on its consideration of this project, it is the view of the Review Group that there exists strong evidence that current spending on energy by tenants can be directed towards investment in energy-efficient housing instead, at no detriment to tenants. Indeed, it is important to note that the Nottingham example suggests that the majority of tenants enjoyed a reduction in their bills even after the 'comfort plan' payment was included.
40. The Review Group is unconvinced that the cost of building homes to zero carbon standards is more expensive than traditional building. However, if there are concerns over a potential zero carbon premium, the Nottingham City Homes example provides a model as to how that premium may be addressed. It is the strong recommendation of the

Review Group that the Council commits to this approach and considers the possibility to build to higher energy-efficiency specifications in light of this income source.

- 1. That the Council accepts the principle that it is possible, at no detriment to tenants, to use current tenants' spending on heating, for investment in energy-efficient housing instead. Furthermore, that it revisits the specifications for its proposed housing developments to include income from a 'comfort plan' akin to that charged by Nottingham City Housing for Council tenants in ultra-high efficiency homes**

39. The following idea (recommendation 2 – including energy bills within affordable rent homes) was not implemented in Nottingham, perhaps because of the challenges and complexities of interactions with the benefits system for socially rented properties. Providing affordable-rented zero carbon housing (80% of market rent, rather than social rent levels) with energy costs included was one suggested to the Review Group and one with which it has considerable sympathy.
 40. Although electric-only houses are expected to become zero carbon by 2050 through the decarbonisation of the national grid, by including energy bills within the rent the Council would be at liberty to purchase from renewable-only sources immediately, bringing forward those carbon savings.
 41. A criticism levelled at this idea is that it encourages energy-inefficient living, but the experience demonstrated by Nottingham City Homes, albeit with a small sample size, is that the majority of people respond to energy-efficient surroundings by adopting a lifestyle to match. Clearly, there is a residual risk of excessive usage but there are possible ways to mitigate this, one idea being a generous cap after which the tenant becomes liable for the energy costs, thereby dissuading the most egregious excesses.
 42. A further issue to note from the energy usage of Nottingham City Homes is that overall energy consumption was below what was anticipated; a situation where energy costs are below budgeted levels would mean a beneficial financial situation for the Council.
- 2. That for its build for affordable rent (as opposed to social rent) housing the Council includes energy bills within its rent.**

Retrofitting Council Properties

43. With over 3000 properties requiring retrofitting to achieve the Council's ambition of ensuring all its homes are EPC rated C or above, there is clearly a lot of work that needs to be done. Whilst the point is noted that there does exist significant variability in the types of properties requiring retrofitting, the size of the pool means that there is an opportunity for Oxford Direct Services to become skilled at a number of regularly recurring issues. However, in order for it to be able to deliver a retrofitting service at the scale required, it must ensure that it suitably resourced in terms of skills, equipment and expertise. It is also recognised that there may be particular properties which are of unusual construction where it may not be viable to invest in developing Oxford Direct Services to provide because of their rarity. In order to ensure that the Council retains a degree of control over any such work it is advised that this is, where possible, sourced from within the Oxford Direct Services supply chain.

44. The volume and expertise expected to be developed by Oxford Direct Services is also a commercial opportunity, particularly in light of the Cosy Homes initiative, which seeks to bring together those wanting retrofits with those able to supply it. The Council's companies, with access to the specialist advice within the Council, are well placed to capitalise on these opportunities. It is the view of the Review Group that the Council should be continually mindful to look to build on its companies' areas of competitive advantage in the commercial sphere.

3. That the Council:

- a. **invests in Oxford Direct Services to ensure that it has the skills, equipment and expertise to deliver the required retrofit services. These must be suited to the variety of retrofits it will encounter in retrofitting the Council's own housing stock by 2030. Even where there is not necessarily a business case to do so, that the Council work to develop within its own supply-chain the capacity to deliver those services**
- b. **regularly market tests the level and type of demand for retrofitting to lead investment decisions in Oxford Direct Services. Particularly attention should be given in those areas where its relationship with the expertise within the Council may give it a competitive advantage, such as heritage conservation.**

Council Housing Stock

45. Assurances were given by both Councillor Mike Rowley, Cabinet Member for Affordable Housing, and the Head of Housing Services that it was the Council's intention to approach retrofitting of its own stock in such a way as to deliver the greatest carbon reduction in the shortest amount of time in the most cost-effective way, prioritising those in the worst-performing properties as these are the people most likely to suffer negative health or financial impacts from poor insulation. This is an approach with which the Review Group wholly agrees.

46. Discussion took place over how such measures might be delivered, and it was felt important to raise the issue of tenant convenience also. In order to reduce the inconvenience of works being undertaken, it was suggested that standard packages of work which can be paired easily with one another – retrofitting and non-retrofitting – should be identified and carried out so that as much retrofitting as possible is undertaken at times when tenants would have been inconvenienced anyway.

4. That the Council approaches the retrofitting of Council-owned properties with a view to securing the greatest carbon reduction in the shortest amount of time in the most cost-effective way, and that as part of this it develops a set of standard packages of work that can be undertaken simultaneously to ensure energy efficiency measures are also delivered at least inconvenience to the tenant

47. Feedback given to the Review Group from internal and external guests confirmed that the cost of retrofitting buildings to high energy-efficiency standards is extremely expensive in comparison to delivering those same standards at the point of initial build. Indeed, Tom Heel of Cosy Homes and Alex Towler of Transition by Design offered the opinion that many retrofits are unviable on an economic basis of savings made per

capital outlay, and that many of those doing so in the private sector are motivated by wider environmental concerns - wanting to reduce the carbon impact of their homes – rather than simply naturally following financial incentives. On a similar theme, it is also not always possible to bring retrofitted properties up to the standard of a new build property.

48. This situation is reflected in the Council's own stock where, as above, it is estimated that 50% of the Council's housing cannot be retrofitted to zero carbon standards. Others could be retrofitted, but there remains the question of whether it would be financially viable to do so.

49. It was a shared recognition by Review Group members and Council officers that there are parts of the Council's housing stock which are built at significantly lower densities than would be delivered under a present development. Notwithstanding the challenges posed by 'pepper-potting' (the sale under Right to Buy of Council homes, thereby making multi-plot redevelopments more complex), there exists the opportunity to demolish such houses, build at a greater density and use the sale-proceeds of the additional housing to offset the costs. Where possible, this makes good financial sense.

50. There is a further consideration, however, beyond the financial case – the embedded carbon costs of redevelopment. There may be carbon savings to be made by knocking down an energy-inefficient house and replacing it with a more efficient one. However, a lot of carbon will have been expended in producing the steel, the cement and the rest of the fabric of the house. These are 'sunk costs' in that they have already been incurred, but by demolishing a house before the end of its natural life the benefit of that carbon expenditure is not fully realised. It is possible, therefore, that the carbon costs of demolishing a building outweigh the savings made by an upgraded replacement. It is necessary, therefore, to consider this embedded carbon cost also.

51. One key question in determining the level of losses incurred by demolishing a building is the length of time for which a building would be expected to be used for. A building demolished after 20 years into an anticipated life of 100 years would have twice the embedded carbon costs of one also demolished after the same period of time but with an anticipated life of 50 years. It is recognised that this is a complex area, and further research is encouraged to identify best practice. However, the Review Group's own view is that the figure should be informed by carbon cost benefit analysis using a representative financial value for a sum of carbon.

5. For properties for which it is uneconomic to retrofit to zero carbon standards, that the Council reviews the business and whole-life carbon case for maximising the use of the land (for example by demolishing existing buildings and constructing zero carbon replacements at increased density).

52. In discussing retrofitting, it is important to underline that it is not an innovation, but that actually the Council has been seeking to improve tenant quality of life, reduce carbon costs and tackle fuel poverty through efficiency-improvements for a long time. As such, it has access to some interesting insights regarding on-the-ground uptake of the Council's retrofit offers by tenants. It was a surprise to the Review Group to be informed that, for example, 25% of loft insulation offers are declined by tenants. This is largely to do with the difficulties involved in clearing lofts. The Council is looking to offer a clear-and install

service to reduce this, but it is felt by the Review Group that this tenant-needs centred approach could be fruitfully applied in other areas also.

53. A further idea is that through its Tenant Involvement team and other avenues the Council already has positive interactions with its tenants. It is recognised by the Review Group that endorsement by contemporaries is one of most effective means of persuasion, a level to which Council-led endorsement is not expected to come close to. On the basis of this, it is suggested that the Council use its existing infrastructure to enable tenants who are willing and able to champion retrofitting through their own experience. Whilst there is clearly a particularly easy path for mediating between Council tenants, it is considered possible that this idea may have wider practicability also.

6. That the Council:

- a. **monitors and develops a strategy, including increasing the practicality to tenants of the retrofitting offer, to reduce the high refusal rate for energy-efficiency improvements in Council-owned properties.**
- b. **identifies retrofitting champions amongst its own tenants and those in other accommodation who are willing to talk about their experiences of retrofitting to those interested in following suit.**

Non-Domestic Properties

54. Whilst many building-related measures of efficiency relate to the point at which they are completed, these are not measures that necessarily accurately reflect efficiency over time. Fabric can degenerate, reducing performance, but the issue of how a building is used is also important in identifying performance gaps. Post-occupancy evaluations seek to look at these very issues, to inform both investment decisions about repairs for the building owner, but also identifying ways in which the building user may be failing to realise the full energy efficiency potential of a building through the way in which it is used.

55. The Review Group supports the use of such evaluations to develop a better in-use understanding of the Council's current commercial property stock.

7. Council will undertake post-occupancy energy evaluations for the City Council's commercial stock.

56. As a landlord, particularly with regards to new leases, the Council has the opportunity to identify and safeguard its particular priorities within the terms of the lease. One area which would make a significant and ongoing difference is if the Council were to require tenants to use renewable sources of energy, which would help to make the buildings being powered zero carbon. Given the very minor spread between renewable energy and the market leading prices, this is not thought to be a significant ask of tenants, and one which would have very meaningful long term paybacks.

57. It is, of course, more difficult when discussing tenancy renewals as tenants already have arrangements in place which, presumably, suit them. However, though more difficult, the small spread between renewable and non-renewable prices remains, meaning that the Review Group feels it is worth seeking in this scenario also.

- 8. Where possible, Council will include within lease agreements requirements for commercial property tenants to use renewable electricity.**

58. As referenced previously, the Council is landlord across a variety of properties. A number of these have already had steps taken to reduce their carbon impact, such as the putting of solar panels on the Council's leisure centres. Whilst laudable, should the Council wish to achieve its vision of the City being carbon neutral by 2030, it is the view of the Review Group that a systematic exercise to understand the challenges and priorities involved in realising this within its own non-domestic building stock.

- 9. That the Council undertakes a review of the energy efficiency of its non-domestic stock, including community and sports facilities as well as its commercial portfolio, and develops a plan on how it intends to bring these in line with the Council's goal for the City to be carbon-neutral by 2030.**

Part 2: The City Council as Housebuilder and Developer

Background

59. Oxford City Council is the sole shareholder in a housing development company, Oxford City Housing Limited. Over 10 years, it seeks to deliver 1240 homes within the City, of which 50% are intended to be affordable housing and the other 50% made available for private sale. The mix of housing provision within the affordable housing is expected to be 80% social housing, and 20% intermediate rent.
60. In 2017/18 282 homes were completed in Oxford. This was, admittedly, a particularly low number and the longer term average is above 400 but delivery of an average of 142 units per year for the next decade makes the Council a significant housing developer in the City.
61. The standards to which the Council builds, therefore, will have a direct and ongoing impact on the City's emissions. Owing to this, Steven Clarke, Head of Housing, Deborah Haynes, Energy Efficiency Officer, and Alan Wylde, Housing Development and Enabling Manager, all supported the Review Group in discussions on the Council's approach. In addition, Tom Bridgman, Director of Development, Gavin Cumberland, Interim Development Manager, and Stephen Clews, Regeneration Manager also presented to the Review Group to speak about the approach of the Council for non-domestic developments.
62. Many of the same external personnel from discussions on retrofitting also attended meetings about new build.

Visit to Southmoor: Greencore Construction

63. On 24th January 2020 members of the Review Group, Cabinet members and Council officers were invited to attend a visit to Greencore Construction's Springfield Meadow development in Southmoor to see in various points of construction homes being built with zero carbon in construction, and for ongoing energy usage. A full case study relating to Greencore and its methods can be found in Appendix 2 of this report. However, the key takeaway for most present was seeing houses which were being built to zero carbon standards at prices less than a housing association could provide homes built to building regulation standards.



64. For many attending the visit to Southmoor, the information that zero carbon homes can be delivered at equivalent or less cost than building simply to Building Regulation standards transformed the nature of the discussion about house-building and the possibilities for the Council's own house-building ambitions.
65. Greencore have proven extremely open and helpful to the Council about their methods; the visit made by the Review Group was one a number of occasions Greencore had hosted members and officers. Given the ability of Greencore to deliver zero-carbon housing at a comparable price to the Council, it is the view of the Review Group that the Council should seek to accept this generosity and identify how it can replicate the same level of energy performance and low cost in its own development.
66. An ambition of Greencore is to develop as a proof of concept, not only zero carbon homes, but climate positive ones and to do so at a scale to demonstrate that such houses are commercially viable. It is hoped that by proving it can be done, more interest will be taken by the wider sector. The Review Group considers this to be worthwhile and encourages the Council to engage with it at a political level.
- 10. That the relationship between OCHL and Greencore Construction be cultivated to:**
- a) allow learning for OCHL on high-standard/low-cost green build approaches, and to develop a business case on how the Council might replicate similarly energy efficient homes at similar prices
 - b) allow informed political support for Greencore Construction's plans for the building of 500 climate positive homes in Oxfordshire

Housebuilding

67. With 50% of the OCHL housing developments being built for private sale it is important to remember that in their design the Council can maintain a positive influence over their emissions even after they pass into private ownership.
68. The view of the Review Group is that such houses should be designed to passivehaus standards (although due to the resource implications of securing passivehaus accreditation, accreditation is not considered necessary). This means a 'fabric first' approach, addressing air-tightness and insulation, though it is better still if there are on site renewables also. If powered by electricity only, such houses would be guaranteed to become passivehaus by 2050 through the decarbonisation of the national grid, but if powered from renewable energy sources (either retrofitted on site, or generated off site) they could reach the standard earlier.
69. Whilst the Review Group has seen evidence that zero carbon new homes are not significantly more expensive to build, it is acknowledged that the market for selling private homes is competitive and it accepts that offering on-site renewables as an option on homes built to passivehaus standards is better than compromising on building fabric to include renewables at a competitive price.
70. To ensure that any passivehaus aspirations are realised it is necessary that rigorous monitoring be undertaken.
- 11. The Review Group makes the following recommendations:**
- a) **That private homes built through the Council's companies are electric-only and built with a 'fabric-first' passivehaus approach, ensuring that, if not fitted initially, on-site renewable energy can be easily retrofitted at a later date.**
 - b) **Council will ensure that its wholly-owned companies develop KPIs around the rate of heat transfer through a structure (u-values) and the air-tightness of the properties they develop to passivehaus levels and these KPIs will be reported regularly to the shareholder.**
71. One of the greatest causes of discrepancies between predicted and actual energy consumption in ultra high-efficiency homes is human behaviour. This was a point stated on multiple occasions by members of Greencore construction, who found that there were, on occasion, significant discrepancies in energy usage (and so energy cost) between houses built on the same development, using the same materials and techniques. Zero carbon homes are engineered to self-regulate temperature and humidity, but they do so on a gradual basis, slowly returning to a mean. It is not necessary, for example, to open windows after a shower; if people do so the air-tightness on which much of the energy-savings are predicated is obviated. Learning to live within zero carbon properties requires a degree of adaptation and behavioural change, which for some people can be challenging.
72. As a means of defending from criticisms that the houses built do not meet the stated standards, Greencore Construction have instituted a super-smart metering system, which can be used to break down usage and understand owner behaviour in order to highlight those areas where inhabitant behaviour may be acting contrary to the intended design of the house. In light of the particular sensitivities the Council has towards fuel poverty

amongst its tenants, the relative cost of electric and gas heating, and the Review Group's recommendation that houses built by the Council be electric-only this is considered to be a particularly important recommendation.

12. That the Council includes super-smart metering within the homes OCHL builds.

73. The Review Group heard from Ian Pritchett of Greencore Construction about the ability of the sector to deliver the ambition of the Citizens' Assembly regarding buildings in terms of supply-chain maturity. At present, Greencore fabricated some of their own materials, were reliant on small local start-ups for some others, and on larger established European providers for the remainder. This situation was suggested to be far from optimal; local suppliers were unable to provide at the volume that would be required for widespread zero carbon house-building, and importing materials from Europe incurred its own carbon cost. A vital step, therefore, in being able to realise the ambitions of the Citizens' Assembly would be to address this immaturity and develop the infrastructure and supply-chains around low carbon housing.
74. Two specific areas were proposed as areas in which the Council could provide support. Firstly, in order to justify the investment of expanding (for local firms) or setting up local operations (for firms based in other countries) it would be necessary to demonstrate that there was sufficient demand to underpin a return on investment. Group buying by Councils, Housing Associations and local developers would be one way to prove such demand and increase the likelihood of investment in the wider supply-chains of low carbon housing.
75. The second area suggested related to the concentration in Oxfordshire through businesses, its universities, scientific research and local authorities of expertise in sustainable housing. As a young, immature market however, it is difficult for both suppliers and customers to have a single place where they can find out the information they need. An eco business park, acting as a hub for the technologies and materials available would help to provide some response to this, whilst also underlining Oxfordshire's importance and capability in this area.
76. The Review Group endorses both suggestions and makes the following recommendations. T

13. That the Council

- a) partners with other significant purchasers of sustainable building materials to develop a group-buying syndicate.**
 - b) supports at OxLEP and other suitable fora the suggestion for developing an eco business park in Oxfordshire.**
77. An area of good practice highlighted to the Review Group on its visit to Greencore Construction's Southmoor site was the investment made in supporting those living in the houses being built to adopt low-carbon lifestyles once they had moved in, providing information on bus routes, raising awareness of nearby low-packaging shops and drawing attention to the amenities available in the direct vicinity of the village. The Review Group considers this to be an extremely good idea, and one where the Council is well-placed to be able to negotiate additional and greater incentives such as discounts at local food co-operatives, bike shops and bus passes.

14. That the Council ensures its tenants and purchasers of Council-built homes are supported as much as possible to engage in low-carbon lifestyles, such as through welcome packs providing information and potentially discounts at local food coops, bike shops and bus passes.

78. A consistent refrain amongst external attendees was how well-placed Oxford, and the Council, is to engage in and deliver, in partnership, projects of national significance in terms of low carbon housebuilding. The Review Group welcomes the vote of confidence and is supportive of the idea in part.

79. As part of its response to the Climate Emergency the Council has already undertaken to engage in a demonstrator passivehaus project. The Review Group endorses this, but wonders whether on top of delivering passivehaus properties, it might be able to demonstrate, as with Greencore's developments, zero carbon in construction, or even climate positive construction.

80. The area of hesitancy by the Review Group of having a 'flagship' or pilot project is the concern that such projects are allowed to remain as outliers, that they are a trial for something rather than a first attempt at achieving a particular goal. The Review Group is keen that the Council should seek to break new ground, and work with partners to do so, but that the resulting outputs be the first of many, rather than following the project allowing a reversion to lower standards. Possible partners that were suggested for such a venture included the Active Building Centre, and the Manufacturing Technology Centre.

15. That the Council prioritises, in partnership with other bodies, one flagship project of national significance around zero carbon building, and that it seeks to learn from and improve upon it in future builds in the City.

Part 3: The City Council as Planning Authority and other Regulatory Services

Background

81. Beyond its own portfolio of domestic and non-domestic buildings, current and anticipated, the Council has a far broader opportunity to influence the energy-efficiency standards of buildings developed through its powers as a planning authority, and through its provision of Building Control services. The Council is able to exert influence on property owners through its licensing capabilities also.

82. The Review Group invited Councillor Alex Hollingsworth, Cabinet Member for Planning and Sustainable Transport, and Amanda Ford, Planning Policy Team Leader to discuss options available to the Council to raise efficiency standards through the Planning system. Ian Wright, Head of Regulatory Services and Community Safety, and Andrew Broughton, Senior Building Control Inspector, spoke about the opportunities available to the Council to do the same through Building Control and licensing functions.

83. The planning framework for development is the Local Plan; its current iteration requires a 20% increase in building efficiency when set against Building Regulations. The Council in December 2019 submitted for inspection its proposals for its new Local Plan, which

requires a 40% improvement on Building Regulations. Whilst a 40% improvement is certainly worthwhile, it is not enough to deliver the level of ambition the Citizens' Assembly wishes to show, which is that new buildings should be built to zero carbon standards. As such, discussion was focused on whether it was possible to develop a supplementary planning document (SPD) to qualify the Local Plan and introduce higher standards. The Review Group took as its model the [North West Bicester SPD](#).

84. Building Control ensures that construction undertaken complies with the Building Regulations, a set of standards intended to protect people's safety, health and welfare. This is an important area when discussing energy efficiency, because it deals with real performance rather than on-paper or notional suggestions, so Building Control is particularly important in ensuring the national minimum standards are realised and not lost in construction. The Review Group sought to explore whether there were ways to increase energy efficiency through this function, and the Council's housing-related licensing functions.

Planning

85. In its discussions of the idea of developing an SPD to increase the efficiency requirements on those wishing to build, the Review Group heard a number of problems with the idea, namely around timing, practicability and cost.
86. The Council is in the final stages of putting in place a new Local Plan for the city. This is expected to be adopted in Summer 2020. It is important to note that although the plan starts with 40% carbon reduction this increases to 50% with the requirements for zero carbon homes by March 2030. This is one of the most ambitious development plan policies in the country. Advice given to the Review Group was that what had been proposed in the new Local Plan was already close to the limit of what would be accepted by the Planning Inspectorate at this time. Any site specific or general SPD can only provide clarification or guidance on policies in the Local Plan but they do not have Local Plan status as they are not subject to independent examination and do not form part of the development plan. Their purpose is to help demonstrate how policies can be taken forward but cannot change the requirements of the development plan. Therefore an SPD could look at how the policies are taken forward on sites or parts of the city or give guidance generally to how climate change policies in the plan can be implemented but they cannot require developers to develop zero carbon immediately as that is not the development plan policy. Seeking to do so would be unlawful.
87. Whilst Local Plans are only required to be reviewed every five years the Council is likely to start working on its new Local Plan sooner than this. The reason for this is to align to the joint work being undertaken associated with the Oxfordshire Plan 2050 and to try and keep Local Plan timelines in Oxfordshire aligned. This has benefits both financially and in terms of joined up-working ensuring a strategic and joined up approach is taken.
88. Given an SPD for carbon reduction would take a significant amount of resource, cannot go beyond the requirements of the Local Plan and would have a limited shelf life given the Local Plan is going to be reviewed to respond to the countywide work earlier than normal it is not considered to be the most effective course of action. The Planning Policy Plan team, as part of ensuring successful implementation of the new Local Plan, will be working on Technical Advice Notes to provide guidance on how some specific policies

can be implemented. One of these will relate to the new policies around carbon reduction with a particular focus on relationship between policies e.g. advice to show that things can be done in historic environments. The policy already has very specific technical requirements and it is considered that a technical advice note is the most appropriate route to offer clarification and advice about implementation. This can be produced more quickly than an SPD due to it being a non-mandatory and less formal document. This will not seek to tie to specific technologies but to provide some advice on types of measures that are available to meet the local plan standards. The council are also looking to progress an SPD this year for the west end to replace the former documents for this area and bring these up to date with the new Local Plan to guide change. This will pick up and encourage opportunities for carbon reduction in new developments in this area.

89. A further reason not to proceed with investing the time and resources in developing an SPD was over risk associated with national changes. The government has recently finished a consultation on proposed tightening of Building Regulations, with a view to replacing the existing legislation. Legislation exists which restricts Local Authorities from setting energy standards above Building Regulations, however this legislation is yet to commence. As part of the Future Homes Consultation (the government's consultation into how best to address energy efficiency improvements), the government is exploring options including whether to commence this amendment which would restrict local planning authorities from setting higher energy efficiency standards for new homes. Until a decision is made in relation to this issue, there exists the possibility that if the Council were to invest time and resources in developing its own SPD with standards above the national level, its ability to enforce these standards could be undermined by central government imposing a single national standard.

90. On the basis of these issues it was agreed by the Review Group that an SPD was not a suitable solution. Instead, the alternative of providing non-mandatory guidance through Technical Advice Notes (TANs) was accepted. Although not mandatory, these would be far quicker to develop. The development of TANs would be a useful guide to set the tone, but also to show the Council's commitment to enabling good development rather than obstructing it.

16. That the Council will develop TANs to support the implementation of the Local Plan. One of these should include advice relating to Local Plan Policy RE1: Sustainable Design and Construction.

17. That the Council will seek to bring forward an SPD for the West End, which will include some advice on sustainable design and construction in this area.

91. One area of criticism by the Review Group in the emerging Local Plan is that it contains no targets for the energy efficiency of non-domestic properties. The next review of the Local Plan provides an opportunity to address this. With institutional, industrial and commercial properties being responsible for 52% of the City's carbon emissions it is the Review Group's opinion that this is an important priority.

18. That the Council in its drafting for the Local Plan 2040 includes zero carbon targets for new non-domestic property.

92. A perception within the Review Group was that the Council at present struggles to balance the needs of sustainability and heritage, with heritage considerations being given

excessive weighting in decision-making. This was a view partially supported by Harriet Waters, Head of Sustainability at Oxford University, who suggested that colleges were unsure of the degree of support or opposition they would get from the Council if they proposed step-change measures.³

93. The view was also partially informed by the challenges faced by the Council in erecting solar panels on the St Aldates' Chambers roof, which ended up having to have a reduced density, be placed at a sub-optimal angle and painted black. Likewise, members noted the challenges of getting solar panels put onto the Town Hall roof.
94. The Review Group was reminded by Oliver Smith of 5th Studio that it was the duty of the Planning Authority to decide through the Planning process whether heritage harms were outweighed by other benefits. Cambridge City Council was identified as an example of best practice in this regard, 'pretty much as good as it gets in the UK'. Its Local Plan states the following:

Policy 63: Works to a heritage asset to address climate change

Proposals to enhance the environmental performance of heritage assets will be supported where a sensitive and hierarchical approach to design and specification ensures that the significance of the asset is not compromised by inappropriate interventions.

Any works should be undertaken based on a thorough understanding of the building's historic evolution and construction (where these matters relate to the heritage significance of the asset), architectural and historic significance, and demonstration of the building's environmental performance. Applications should be accompanied by an assessment of the building's current fabric and energy performance. For relevant planning applications, details of post-construction monitoring in the form of a building monitoring and management strategy will be required to be submitted in order to assess the ongoing impact of the implemented measures on the asset's historic fabric. Monitoring requirements will be proportionate to the significance of the asset and the scale and scope of works undertaken. Where monitoring shows that interventions are causing harm to the significance of the asset, appropriate remediation works will be required.

95. In comparison, Oxford City Council's draft Local Plan does not make reference to the balance between sustainability and heritage, simply relying on the general principle that 'Where a development proposal will lead to less than substantial harm to a designated heritage asset, this harm must be balanced against the public benefits of the proposal'.⁴
96. Whilst the next iteration of the Local Plan may be the most suitable time to enact such a change the Review Group sees formal recognition of climate-change considerations as having an equal footing as heritage, in providing an important signal locally and so asks that if there is opportunity to do so, the Council expedites this process.

³ It should be noted that other reasons were also put forward for unwillingness to retrofit, including concern over the impact of works on college life, cost, and amongst some, a liking for the status quo.

⁴ Policy DH3

19. That the Council

- a) **takes measures to ensure that in situations where conservation and building efficiency are in conflict, Conservation Officers will hold a presumption in favour of efficiency, particularly in situations where there is no or low visual impact**
- b) **takes the earliest opportunity to state its position regarding the balance between sustainability and heritage, and rebalances policy further towards sustainability, with Cambridge City Council's position being considered a good example.**

97. A recurring theme from external guests was the importance, if a step-change in building efficiency is to be realised, of finding ways to get the volume house-builders to change their current construction methods to higher-efficiency homes. The benefit of doing so would not be felt only in the greater efficiency of the houses built by the companies themselves, but it would also dramatically extend and mature the supply-chains for the materials required, which would be of benefit to the entire sector.

98. When developers build a development, the new households created put a pressure on local infrastructure, be it school places, doctors or dentists, or roads. On a particular development, s.106 payments can be used to fund the amenities that are required as part of that development. So, for example, if a new school or community centre needs to be built this can be charged through s.106 payments. Councils can, however, also charge a more general levy, called the Community Infrastructure Levy (CIL) on which spending is not limited to the specific development in question.

99. The suggestion put to the Review Group by Greencore Construction was that introducing a variable level of CIL based on energy efficiency levels would have the potential to have a meaningful impact on the provision of volume house-builders. It is recognised that whilst responding to the Climate Emergency is rightly a high priority, it is not nor should it be allowed to become the Council's only priority. It would be a mistake to leverage a change in building methods on the back of poor infrastructure for those living in new developments. The choice, therefore, to consider CIL rather than s. 106 payments is important; by attaching the reductions to the more general pot, the infrastructure foregone would also be spread more generally. S.106 payments would be retained to meet the immediate infrastructure needs of a development.

100. Feedback from Councillor Hollingsworth indicated that that such an idea is likely to be highly complicated to implement, and potentially illegal under state aid laws and the requirement that CIL levies not introduce undue complexity. It is the view of the Review Group that this is an extremely potent idea, and one which could have the capacity to have a significant impact beyond the Council's own borders. As such, it is suggested that this idea is investigated fully, but the complexity of the issue requires that alternative means of securing the same ends may present themselves and are not to be ruled out either.⁵

20. That the Council explores options by which it might incentivise developers to build homes that reach zero carbon standards, including exploring the legality and practicality of introducing a reduced CIL level, s.106 contributions and other charges for zero carbon homes.

⁵ This is an idea referenced in the Ashden report, which provides more information. See recommendation 56 for a link.

Practitioner Views

101. A view shared with the Review Group was the structural challenge posed by the way planning departments are organised; that they are set up in line with the 80:20 principle which can manage high volumes of routine applications. When discussing an application at pre-app stages the discussion is held with more junior officers. This works well if the suggestion is routine, but where innovation is being proposed, and greater expertise is required it does not work. All architects invited to the Review Group reported challenges in being able to access more senior planners when wanting to discuss innovative ideas.
102. In order to fulfil the high ambition scenarios around buildings as proposed by the Citizen's Assembly many things will need to be done differently, requiring significant innovation. The Review Group suggests that the Council's internal structuring of its department and the service it offers at pre-app stage should not act as an impediment to this innovation.
103. Along similar lines to the above and the feedback from Oxford University over heritage proposals, it was suggested by professionals working in Oxford that there is a perception that Oxford is, for architects and developers, not a particularly easy place to do business. Whilst in some scenarios this may indeed be a good thing, the Review Group was keen that the Council be seen to be encouraging along everything it can to support those wanting to do build according to best practice.

21. That the Council

- a) develops a mechanism by which innovative sustainability solutions proposed at the pre-application stage can be reviewed by specialist officers.**
- b) considers how it can provide greater support throughout the Planning service to those applicants wanting to build according to best practice.**

104. A point made to the Review Group by Oliver Smith, of 5th Studio, who had undertaken a substantial retrofit to near zero-carbon standards of a Grade 1 listed hall of residence belonging to Trinity College Cambridge, is that perceptions of energy-efficient measures are that they are likely to be visually intrusive, particularly in a heritage setting. However, whilst this may have been true previously, technology in this area has improved significantly and the perception now does not reflect reality. Mr Smith gave an example of the difficulties in getting the support of Historic England to replace existing windows with ultra-thin double glazing. In the end support was afforded when permission was given to replace one window, and Historic England representatives were invited to identify which one. After half an hour they were unable to do so.
105. Where the market and standards of eco-building approaches have improved so far so quickly, and with the high density in Oxford of historic heritage buildings, it is the view of the Review Group that in order not to be caught out by perception lagging reality, that regular updates on the latest approaches are necessary.

22. That the Council ensures that its conservation officers receive training in eco building approaches to historic buildings including visiting good examples in Oxford and elsewhere.

Regulatory Services

106. It was the expectation of the Review Group prior to its meeting that there was the potential for the Council to drive up standards through having a tougher set of standards more rigorously applied. However, following discussion on the topic this was shown not to be feasible for two key reasons: the market in which Building Control operates, and legislative risk.
107. The Council's Building Control service is actually only responsible for approximately 60% of the inspections undertaken in the City. This is because the Council's service must compete against private sector providers; indeed, a number of rules on Council services have the effect of putting the Council at a disadvantage versus the private sector. The Council must, for example, publish its pricing, and it may not charge below its costs; private sector providers are therefore in a position to use loss leaders and to set their pricing at a point below the competition. Furthermore, other Councils can operate in one another's areas. Due to this situation, the Council's market share in Building Inspection has tended to trend downwards, only reaching 60% this year because one of its main competitors folded after changes to insurance requirements post-Grenfell. Having a more stringent regime more rigorously applied would therefore be deeply counter-productive as it would simply drive users of the service to the competition instead.
108. A second barrier to increasing the stringency of the Building Inspection requirements is that of legal risk, and this manifested in a number of interlinked ways. Firstly, Building Control standards are set at a national level. The Council, in its current Local Plan, requires that homes be built to a 20% improvement on Building Regulation efficiency standards. In the draft recently submitted to central government for approval for its new plan that figure was increased to 40%, a figure which is recognised to be at the high end of what would be accepted. There is, however, a legal tension over the right of local authorities to set their own standards (as referenced in discussion about the desirability of implementing a Supplementary Planning Document). As such, were the Council to invest time and effort into developing even higher standards than currently being proposed, it could find those to be unenforceable. Indeed, this is considered to be more likely as central government has in February 2020 closed a consultation on the Future Homes Standard and changes to Building Regulation standards. Across the board tightening of Building Regulations may reduce the justification for individual councils to be able to go further.
109. When the Council had to pick up a large number of cases from the collapse of its competitor a lot of the records were extremely poor; the standards the Council upholds are much more representative of good practice and will therefore be more likely to see homes that are energy efficient on paper delivered in reality.
110. The Council's own unique selling point is not on price, but on the overall level of service and ancillary services to which it has access, such as through its heritage and sustainability teams. It is the suggestion of the Review Group that Building Control be promoted on this basis.
- 23. That the Council promotes its Building Control service on the basis of the service level it provides, particularly with regards to access to advice, help, and assistance around sustainability and heritage.**

111. Though the Council's licensing powers are extensive, and it has already begun to use those powers to reduce carbon emissions (for example, all taxis will be required to be zero carbon by 2025) the Review Group focused on licensing related to the Group's main theme of buildings – the licensing of domestic rented property.
112. A House of Multiple Occupation (HMOs) is defined as being 'rented out by at least 3 people who are not from 1 'household' (for example a family) but share facilities like the bathroom and kitchen'. To offer such a property for rent it is a legal requirement that a licence be held, and which is granted in Oxford by the Council. At present, 4321 properties are licensed (though this figure represents only 82% of the estimated total number of HMOs in the City.)
113. To raise standards in HMOs, which tend to be where the most unsafe housing conditions are found, the Council runs a voluntary landlord accreditation scheme. This scheme requires that prospective licensees fulfil a number of criteria, including attending a free training session, being a fit and proper person and having a property which meets the central government's requirements that rental properties have no less than a D rated EPC certificate.
114. The scheme is particularly popular with larger-HMO license holders. License fee renewals for HMOs are increased in length to give years at a cost of £395, instead of a standard 2 year renewal costing £295. Per year this provides a reduced sum annually of £68.50 per license, which on a big portfolio constitutes a valuable saving.
115. At present, the scheme only requires the minimum level of energy efficiency required by government. Raising the requirement would provide a greater incentive for HMO license-holders to improve the energy efficiency of their properties. However, it is unclear whether the Council has the legal right to require a higher standard than that mandated by central government, even if it gives a discount in doing so. The Review Group suggests that this area is looked into in more detail; this is an area covered by the Ashden report referred to in recommendation 56.

24. That the Council investigates the viability of amending its voluntary HMO landlord accreditation scheme to incentivise HMO landlords to provide properties of EPC rating band C or higher.

116. In addition to its licensing of HMO landlords, the Council is in the process of developing proposals to put to central government for permission to implement a selective licensing scheme. A selective licensing scheme would cover, subject to a number of limited exceptions, all non-HMO rental properties within the City. It is recognised that the decision to implement such a scheme on a city-wide basis, as well as its details, ultimately lies with central government. Nevertheless, the stronger the evidence base that can be provided, the more likely Council suggestions would be to be accepted. As such, the Review Group recommends that work begins to consider how a selective licensing scheme could be used to drive up energy efficiency standards in rental properties within the City. Estimates of a potential pool of 15,000 qualifying properties are too significant to ignore.

25. That the Council investigates the potential within a selective licensing scheme means of encouraging landlords, possibly through reduced fees, to provide more energy-efficient rental accommodation.

Part 4: The City Council as Communicator, Convenor and Influencer

Background

117. An important anchor in consideration of the Council's response to the Climate Emergency is that Oxford City Council is itself only directly responsible for 1% of the emissions within the City.⁶ Thus, although a lot of energy is rightly directed towards setting a good example, the major reductions in carbon emissions are not to be found internally. Indeed, it is estimated that the Council's sphere of potential influence stands at 66% of the City's emissions.⁷
118. One of the key areas in which the Council can use that influence is in its roles as a communicator, convenor and influencer. Direction from the Citizens' Assembly was very clear that it is the expectation of the public in doing so. Feedback included the view that Oxford should be a 'leader in responding to Climate Change', a sense that the Council should be looking to 'communicate a shared vision and strategy to reaching 'net zero' that shows the roles played by local and national government, businesses, and individuals', and a demand for 'more education and information provided for the wider public in Oxford to help them understand what they can personally do to help.'
119. No guests were invited specifically to address this issue, but it was a cross-cutting theme throughout the entire process and a number of particular recommendations arose from suggestions made in discussions around other issues. Specifically, recommendations are made around:
- Oxford's distinctive capacity to draw together high-powered stakeholders to address issues around zero carbon construction
 - Improving engagement and awareness amongst the public on the Climate Emergency
 - Supporting the interest of other areas of local government, particularly parishes, to be part of the solution
 - Lobbying national government for specific impactful changes.

Convening

120. In discussion, a particular challenge was put to the Review Group by Dr David Hancock, who pointed out the high concentration of key voices in the area of sustainable building. The universities in the City furnish numerous experts across a huge variety of disciplines, but their gravitational pull also means many of the big house builders and developers are present in Oxford. Should the Council wish to push forward discussions on issues which will require multi-stakeholder solutions, such as supply chain development, skills within the sector, and technological advancement it could have an influence at a far wider level than simply the City.
121. This view is one which is fully endorsed by the Review Group, and the challenge accords with the feedback of the Citizens' Assembly which clearly stated that residents

⁶ Anthesis Climate Emergency Strategy Support 2019 p.30

⁷ Ibid

feel Oxford should be a national leader on responses to Climate Change. The Review Group considers it necessary that meetings of key stakeholders should be organised on a regular basis to address issues on an ongoing basis. However, similarly to the electric car summit, Oxford has sufficient pull nationally (and internationally) and the Review Group considers that the Council, with partners, should seek to make the most of its favoured situation and be seen to take a lead through running a summit akin to that run for electric cars.

26. That the Council actively engages as a convener stakeholders involved with sustainable building, or those it would wish to see become involved, and as part of this convenes a zero-carbon building summit akin to that run on electric vehicles

122. In the section on retrofitting above, the point was made that there is currently a lack of capability within the construction market to deliver the variety of specialist interventions required to improve existing stock. With the low proportion of homes being built to zero carbon standards that lack of expertise is expected to be replicated amongst house builders also.

123. It is the view of the Review Group that unless homes start being built to zero carbon standards soon, they will require retrofitting shortly after being built to enable the government to meet its zero carbon by 2050 commitment. If there are insufficient people with the skills to deliver those houses then that scenario becomes more likely.

124. The building trade is one which relies heavily on apprenticeships, and it is suggested that the Council would be making a positive contribution towards the capacity of the sector, but also providing job opportunities for its young people in what will necessarily be an increasingly important sector, if it were to use its position as shareholder of a construction company and a stakeholder in other major developments to ensure that more apprenticeships are created to equip young people with knowledge around low-carbon building methods.

27. That the Council as a shareholder of its own construction company and a major stakeholder in other construction projects uses its position to increase the number of local apprenticeships available in energy-efficient construction methods.

Local Engagement

125. One key message which came out of the Citizens' Assembly, and which was echoed by external guests, was that there is in Oxford a lot of work already being done to tackle the Climate Emergency, but that that work is not widely known.

126. One particular concern was that with a high volume of diverse initiatives going on, it would be easy for members of the public to remain unaware of things that were relevant to their specific situations. It was suggested that it is important that there is a shared resource which acts as the single locus for enquiries about local Climate Change initiatives. The Oxford Together on Climate Change website seeks to fulfil that role, and it is the view of the Review Group that the Council should support it through promotion, and sharing of its own knowledge and contributing information on the services it provides. Though the Council is a key player in responding to the Climate Emergency

locally, it is appropriate that it is owned by the community, and as such partnering with an external website to promote the Council's initiatives is preferable to hosting the information solely on the Council's own website.

28. That the Council joins, promotes and supports the website of Oxford Together on Climate Change

127. A recurring theme throughout the whole series of meetings of the Review Group was the importance of sharing information about the Climate Emergency with young people, their receptivity to the message and their effectiveness in engendering positive behavioural change in the adults around them.
128. Westmill Sustainable Energy Trust, [WeSET](#), is a local charity based near Swindon which promotes community decarbonisation and sustainable energy. It does this through arts, education and community renewable projects. Over the last decade they have shown more than 10,000 visitors around the Westmill site, through a combination of family-friendly open days, on-site events and guided tours. These include, for example, visits to the inside of the 83m wind turbine. This is an example of a great success story in engaging the local community; it has over 2000 members. It is felt that WeSET's model is one the Council could partially replicate in its low-carbon building.
129. It is felt that though dedicated show-homes out of which to run open days may not be value for money for the Council, there is the potential for creating resources to take to children, or open days for them to see low-carbon homes in the process of being built, would be far cheaper and may still provide a significant level of engagement.

29. That the Council works to create hands-on opportunities for children and young people during its development and retrofitting of properties to allow children and young people to learn about low-carbon housing.

130. The importance of responses to the Climate Emergency needing to be community led, though often Council-enabled, is one which has been stressed on a number of occasions already.
131. One area of feedback which was a surprise to the Review Group was that the Low Carbon Hub small grants pot, which supports small carbon-reducing initiatives locally has been under-subscribed on a long term basis. The Council is currently considering ringfencing a portion of its grants to fund environmental projects, but this is a two-edged sword. It ensures a degree of funding, but it also does potentially act as a cap. With a small effort to share information on other sources of funding, community groups could increase their access to greater resources and the threat of the latter scenario would be reduced.

30. That the Council informs applicants to the ringfenced proportion of its grant funding budget for voluntary and community responses to the Climate Emergency of alternative funding, including that from the Low Carbon Hub small grants pot.

Parish Council Involvement

132. A number of the external guests to the Review Group were parish councillors, and they were quick to put forward the view that parish councils are well placed to help deliver community-level projects, but that at present there is an absence of resources and ideas of how to implement them.
133. The Council runs a Parish Council Forum, which acts as an information-sharing forum between the City Council and local parish councils. At its November 2019 meeting, the Forum received a presentation from the Council's Service Manager Environmental Sustainability, on the outcomes of the Citizens' Assembly. It was agreed at that meeting that it would be valuable to provide further opportunity for the councils to share ideas on how they might enact tangible carbon-reducing measures in their communities. It is the view of the Review Group that the Council should seek to enable community-level responses, and that this meeting should be expedited.
- 31. That the Council supports the ongoing efforts of the Parish Council Forum to hold workshops for all parish councillors within the district and immediate neighbours on ways in which the councils might be able to support each other in helping deliver local projects to reduce carbon emissions.**

Lobbying central government

134. As is referenced elsewhere in this report, one of the key issues faced in trying to increase the volume of zero carbon homes built is finding ways to stimulate demand for them, particularly to the point where the big five volume housebuilders begin to adapt their construction methods.
135. Market research undertaken on behalf of OCHL has indicated that customers are not willing to pay a significant premium at present; energy efficiency is a differentiator only when houses are in a similar price bracket. Were house prices for zero carbon homes to be cheaper than traditional construction, or even at the same price point, demand would be expected to increase. One means of achieving that would be through differential levels of stamp duty on energy efficient housing.
136. A further benefit of this proposal is that it would also encourage home owners to invest in retrofitting their own property; the payback period for any retrofitting is the time between the retrofit and the time a property is sold. This can mean that it is uneconomic to retrofit in certain instances, because the person incurring the cost is unlikely to be around long enough to see a return on investment. However, a lower rate of stamp duty would mean greater purchasing power amongst buyers. A change to stamp duty based on energy efficiency would be similar in effect to having a payback period followed by a cash lump sum at the point of sale. The impact would depend on the sums involved, but in principle it would be expected to increase the viability of retrofitting properties to higher standards.
137. The Review Group considers that it would be possible to have a long shopping list of proposals to be made to the Secretary of State, but that this is a well-defined suggestion that would make a tangible and wide-scale difference.

- 32. That the Leader writes to the relevant Secretary of State proposing that Stamp Duty levels be adjusted according to environmental standards.**

Draft

Part 5: Broader Themes from the Citizens' Assembly on Climate Change

Background

138. In addition to the theme of Buildings, the Citizens' Assembly also considered a number of other key themes in relation to Climate Change: waste reduction, sustainable transport, and biodiversity and offsetting.
139. As referenced previously, to ensure the scope of the review did not become unmanageable it was decided to limit discussion where possible. The topic of waste and recycling was not considered in any depth by the Review Group. Transport issues were discussed, but within the bounds of how they might impact on buildings. Biodiversity, on the other hand, was discussed at a broader level; this decision was taken on the basis of the feedback from the Citizen's Assembly, which identified greening the city and biodiversity to be a key area of enthusiasm for the public, and a potential doorway for discussion of other topics. As such, it was considered that there were justifications to approaching the subject with a broader remit.

Biodiversity

140. The Review Group welcomed a number of external guests with a particular interest in biodiversity, including: Chris Church, Director of Community Environment Associates and a Trustee of Friends of the Earth, and Alistair Morris, Parish Councillor for Old Marston Parish Council and heavily involved in Marston Community Gardening and Marston Community Orchard. Internally, the Review Group heard from the Council's Environmental Team Manager (also a biologist), who, in addition to her own work, was also able to inform the Review Group on the work of the Council's ecologist (a post shared with the County Council).
141. In addition to those mentioned, many of the other guests throughout the Review Group process had valuable contributions to make on the topic.
142. In addition to those above, written advice was sought from Oxfordshire Mammal Society and RSPB East Midlands (which covers Oxfordshire) on the measures that they would wish to see implemented on new buildings to protect or enhance biodiversity.
143. In response to the issues raised in discussion the Review Group makes a number of recommendations relating to:
- Strategic planning
 - The Council's internal approach to biodiversity as house builder and landlord
 - The Council's management of its parks and green spaces
 - Support for community tree-planting
 - Contributions to international discussions
 - Offsetting

Strategic Planning to Protect Biodiversity

144. At a strategic level the Council has been involved in and will continue to be involved in developing high-level planning frameworks such as its Local Plan, which provides a framework based on economic, social and environmental priorities for future developments in the City around land use, and the Joint Statutory Spatial Plan, which is a similar but county-level document to which the Council is a co-contributor.
 145. Decisions made in these plans have long-term repercussions; the recently-submitted draft Local Plan covers the time period up to 2036; the Joint Statutory Spatial Strategy makes plans to 2050. Though plans are refreshed on a regular basis (at least every five years for the Local Plan, for example) they are nevertheless documents which make big decisions with a long-term horizon. It is only necessary to call to mind historic proposals to build a road into Jericho through Port Meadow to understand the potential for biodiversity to be heavily impacted by poorly evaluated future development.
 146. A key point of difference in these Plans in comparison to other Council documents is that they must be externally verified and accepted by a central government representative, the Planning Inspectorate. Part of the role of the Planning Inspector under the National Planning Policy Framework is to probe the evidence provided to ensure the Council's proposed balancing of priorities is justified. As such, significant effort must be made to ensure there is a clear body of evidence to justify each policy. A flip side of this is that where strong enough evidence does not exist to justify a position, the Council runs the risk of not being able to defend a policy, even if it may be desirable.
 147. At a national level, the growing interest can be seen by government in understanding the natural capital approach; giving a value to the country's natural amenities. Recently, a [tool](#) was launched by DEFRA to allow organisations to make decisions based on a natural capital approach.
 148. In Oxfordshire, information is held on the natural capital provided by the land. Along a similar vein, different eco-systems provide different benefits, from foundational things like providing pollination and animal habitats, to providing food, purifying water or providing spaces for recreation. This information, however, is held at a county level and is not available easily for decisions at district, ward or lower levels still.
 149. Assessing the value of nature, and understanding how much of what type of benefit is derived from different types of eco-system are the foundation stones for making informed comparative judgments of value between competing between the often mutually-exclusive priorities of development and biodiversity preservation and enhancement. As such, it is felt by the Review Group that the lack of information available to the Council puts environmental and biodiversity concerns at a systemic disadvantage, a disadvantage which must be rectified if legitimate biodiversity concerns are not to be squeezed out purely on the basis of insufficient evidence and information.
- 33. That the Council investigates the potential to map eco-system services and natural capital at a district and sub-district level and quantifies the resources required to take a strategic approach to identifying what sorts of eco-system and natural habitat are required where and in what quantities.**

Biodiversity in the Council's House Building and Management

150. The Council expects to construct via its wholly-owned companies to construct approximately 20% of all the new housing in Oxford over the next ten years. As such, the Council's approach to biodiversity in its own house-building will have a highly significant impact on the overall impact on biodiversity of new homes in the City over the period. Further, it is the Council's intention that half of these will be purchased as council housing and intermediate rent. These will be added to the Council's current stock of 7740 homes, making it the biggest landlord in the city by a considerable margin. Whilst it is important that biodiversity measures are included within design, how areas such as communal gardens are managed on an ongoing basis has an important impact on their ability to support biodiversity. When it is remembered that of the Council's 7740 homes, almost half (3305) are rated at EPC D or below and are being reviewed for means of retrofit, the direct impact of the Council's overall approach to biodiversity and homes is very considerable.

151. At its visit to the Greencore site at Southmoor one area of interest was the voluntary partnering of the developers with Berks, Bucks and Oxon Wildlife Trust to advise on the means of maximising biodiversity within the development, but also monitoring to ensure that the anticipated results were being achieved. There are multiple reputable wildlife organisations, particularly in Oxford. It is felt that seeking independent advice and monitoring would ensure that the Council's developments follow through into results the Council's positive disposition towards biodiversity enhancement.

34. That OCHL work with biodiversity partners on their housing developments, to inform the biodiversity-enhancing work undertaken, and to monitor its effectiveness.

152. The Council has a [Biodiversity Technical Advice Note](#), the purpose of which is to provide clarity for those making planning applications on expectations on how to comply with biodiversity-related legislation and planning requirements, as well as examples of good practice.

153. As referenced in Part 3 of this report, the good practice put forward in the Technical Advice Note is not mandatory, only advisory. When the Review Group put the question to Oxfordshire Mammal Group and the RSPB East Midlands on what they would recommend the Council do to avoid, mitigate and compensate for biodiversity impacts they referenced the following:

RSPB East Midlands highlighted the Council's own TAN as full of good practice, highlighting in particular:

- The key principles under "Guidance for Developers" on pp16-17
- "Ecological Enhancements" on pp31-33
- "Enhancements for Species" on guidance for urban species on pp34-39

"If pushed to be selective, the RSPB's top three recommendations regarding the Council's own housing stock would be:

1. *Fit as many internal swift bricks as possible – these are longer lasting, need less (no) maintenance, and will be used by multiple species besides swifts*
2. *In planting and landscaping schemes, prioritise native species over exotic ones wherever possible; plant for drought tolerance; and for pollinators.*

3. *Employ Well-designed Sustainable Urban Drainage Schemes that will cope with the kind of extreme rainfall events predicted in climate change scenarios, but also provide some biodiversity enhancements during “ordinary” conditions.”*

Oxfordshire Mammal Group

“1. We cannot ignore the issue of connectivity. As it is widely recognised that gardens now represent a key habitat for wildlife, it is vital that animals are not blocked from accessing those gardens by impenetrable barriers. A hole in the fence is not just important for hedgehogs, but all kinds of other wildlife as well. And for them to properly access a network of gardens will require more than one hole in each garden boundary. Ideally, please use hedges rather than fences or walls to divide properties, as these not only allow access through, but provide really beneficial habitat in themselves.

2. For centuries, bats have relied on human houses to provide them with good places to roost. But modern building techniques have largely denied them these opportunities. One relatively easy way to redress this would be to install batboxes high on the walls under the eaves of your new (or indeed existing) buildings. But remember that the effectiveness of the project will depend critically on using the right materials and choosing walls that are facing in the right directions. Choice of materials is also critical with regard to the roofs themselves, whether considering new builds or the repair or improvement of your existing housing stock. Breathable membranes can be deadly for bats, as of course can the chemicals used in the treatment of timbers.

3. Much has been said recently about the physical (and chemical) over-management of verges, lawns and hedges and the detrimental effect that may have on insects in particular. We would just like to emphasise that this also has both direct and indirect effects on mammals and birds. Allowing grass and hedges to become slightly more “untidy” greatly enhances their habitat value for small mammals and birds (as well as insects) - while actually saving the council significant amounts of labour and money! And of course the precise timing of any grass or hedge cutting that remains necessary can make an enormous difference to the ecosystem living in and around it.”

- 35. That the Council as shareholder to Oxford City Housing Company requests a report to be made to detail how OCHL will abide by the Council’s own Biodiversity Technical Advice Note, particularly pages 31-33 (ecological enhancements) and 34-39 (enhancements for species). Detailed reporting to be given on the use of swift bricks, hedges instead of walls and fences, the installation of batboxes, and how greenery planted will prioritise native species, drought tolerance and pollination.**

154. Following on from the advice of Oxfordshire Mammal Group regarding benefits of reduced cuts and the impact of chemicals, the Review Group recognised the direct applicability for the Council. However, the Council is under a duty to consult with tenants when it wishes to make changes, and it was suggested that there was an opportunity when consulting with council tenants to broaden the scope of the suggestions, with the

hope of increasing engagement in wider climate issues, as well possibly giving ownership and responsibility for some measures.

155. The advice of Oxfordshire Mammal Group on the potential savings from certain biodiversity-enhancing measures such as reduced cutting is noted. Likewise, passing ownership and responsibility to tenants for measures can have a beneficial impact to the Council. However, it is strongly stressed that although some measures may have those impacts, they should not be the driving force. Indeed, it is felt that the Council would need to take care not to prevent any perception that the suggestions were being driven by financial incentives, rather than a wish to improve biodiversity and improve the environment for tenants.

36. That the Council consults with residents of Council accommodation with communal garden areas over their views on whether they would welcome activities to support greater biodiversity, including, amongst other things, swift boxes, tree planting, pollinator-friendly planting, reduced cuts and the removal/creation of holes in walls and fencing.

156. On a broader theme, the Review Group recognised that another area of applicability for the idea of reduced cutting and reduced chemical use was in its treatment of roadside verges, for which the Council holds partial responsibility in the City. Rotherham Council, for example, has recently made the decision to [sow wildflowers along eight miles of its roadside verges](#) and reduce cuts. As part of its response to the demand to green the City, the Review Group considers that the Council should investigate the feasibility of the idea in Oxford and consult with the public on whether to implement the idea.

37. That the Council investigates the feasibility of wildflower verge planting and a reduced cutting schedule, and if it is found to be deliverable to consult with residents on their interest in the Council delivering such a scheme.

Management of the Council's Own Green Spaces

157. Shotover Park, situated on the southern boundary of the City, is a site of Specific Scientific Interest as an area of national importance for wildlife. It is subject to a management plan, and in addition to the work undertaken by the Council multiple groups of volunteers also work to preserve the wildlife.
158. Having seen the positive feedback from Natural England's inspection of Shotover Park in 2019 the Review Group is pleased at the work that is being undertaken. However, due to the importance of biodiversity within the Citizens' Assembly responses, and due to Shotover's particular importance in that area the Review Group encourages the Council to embrace Shotover as a beacon of biodiversity and invests the time to ensure that this rich resource is further enhanced.

38. That the Council reviews its management of Shotover Park and develops recommendations as to how it can further foster the biodiversity it supports

159. The Council is responsible for the management of Headington Hill Park. Originally an arboretum, it has a higher concentration of rare species of tree than other parks run by the Council. The management plans, which consider Headington Hill to be a park rather

than an arboretum, do not seek to protect or enhance this natural heritage. Examples of the differences between the management of a park and an arboretum include the need to plant rare trees, and when trees fall, that they are not removed but left to support biodiversity.

160. It is the view of the Review Group that the nature of the site fits more closely with its original purpose of an arboretum, and that by changing its designation and management practices accordingly the Council will be protecting and enhancing a particularly valuable natural asset.

39. That the Council redesignates Headington Hill Park as an arboretum and adjusts its management and biodiversity practices towards it accordingly.

Supporting and Enabling Community Tree Planting

161. Both external specialists fed in to the Review Group on the importance of supporting and enabling community tree planting initiatives. Chris Church of Friends of the Earth informed the Review Group about [Oxfordshire Trees for the Future](#), which seeks to raise awareness of the need for and the requirement to enable a doubling of the number of trees within Oxfordshire by 2045. It was recognised by the Review Group that the City would struggle, purely on the basis of confined space, to double its number of trees within its boundaries. However, the importance of raising the issue and promoting opportunities was fully endorsed.
162. Alistair Morris, of Marston Community Garden, was able to report his experience of working with the Council to plant 650 trees on Council-owned land. A video can be found [here](#) about the event. The message the Review Group heard was that the issue of the Climate Emergency was beginning to take root amongst the general public, and greater numbers of people were wanting to engage in tangible responses to it, in particular tree planting.
163. Growing interest in tree-planting, however, is insufficient. To realise the full benefits of any tree-planting efforts some knowledge is required. This can be fairly basic information, such as where to source trees, how to dig the holes for them to be put into. However, understanding the types of trees that would be suited to the environment and terroir, the mix of species that would work best together and would provide the fullest biodiversity support, the space required for different varieties, ongoing tree-management techniques, as well as the legal issues around planting trees on someone else's land are all areas of not insignificant specialism.
164. Though not backed up by evidence, anecdotes indicate that there is a greater interest in tree planting in Oxford's affluent areas, and a relative paucity in those areas scoring highly on the indices of multiple deprivation, suggesting that there may be a greater concentration of knowledge and experience about tree planting in the former rather than the latter, and that greater support may be required to ensure less wealthy areas of the city can enjoy the benefits of tree planting.
165. The Review Group's suggestion is that a two-track approach is required. Firstly, that basic information be made available and promoted for groups wanting to engage in small-scale planting, possibly on their own land or even their own gardens. Secondly, the creation of a buddying scheme to match groups in the City where there is interest in engaging in bigger and more complex initiatives, but where the experience is lacking.

Whilst the Council's relationships with a number of community groups and grant funding of organisations which may hold tree-planting expertise make it the natural choice for initiating such a scheme, it is felt that in the longer term such a scheme is better being community-owned and led.

40. That the Council develops a 'how to' resource for interested community groups and individuals wanting to engage in tree planting but do not know where to start, including where to access expertise.

166. One area in which it was suggested that the Council could potentially improve its support for community groups wishing to engage in tree planting would be through making machinery more readily available. Whilst the number of trees planted does not impact the 'community' nature of community tree planting initiatives, the benefits of such initiatives go beyond the community spirit engendered; the provision of a more pleasant environment, creation of new habitats and food-sources for wildlife, and sequestration of carbon tend to be improved by the planting of trees in greater volumes.
167. Feedback was received that previous tree planting initiatives had sought support from the Council in bringing in mechanical support for the digging of holes, which would increase the number of trees able to be planted at one time significantly. However, the Council was unable to provide such assistance.
168. It is noted that community tree planting initiatives, particularly at a scale requiring mechanical support are likely to be infrequent. It is therefore felt that the Council, through its wholly-owned company, Oxford Direct Services, may have capacity to support such activities through the provision of machinery and operators without significant burden. Indeed, pro bono work may prove to be a good opportunity for the company to raise its profile locally.
169. It is recognised that there may be alternative ways of doing pro bono work, and that if left unchecked the expectation on Oxford Direct Services could escalate to an unreasonable level. It is suggested, therefore, that the Council seek Oxford Direct Services to develop a pro bono or similar policy to enable occasional public support to schemes such as community tree planting and other landscaping projects, but also to give consideration to the practical and business considerations around ensuring that transparency, safety, capacity and publicity are all managed.

41. That the Council facilitates landscape improvements and tree planting with community groups by making ODS machinery and staff operatives available.

International Efforts

170. External guest Councillor Sue Roberts was particularly key in raising the opportunity for feeding into international conversations. In November 2020 the annual UN Climate Change Conference (or Conference of Parties 26) is due to be held in Glasgow.
171. The precise agenda for the event is not known. However, on the basis of the Council having held the UK's first Citizens' Assembly on Climate Change it is felt that it has an important contribution to make on popular attitudes towards Climate Change issues, and that the two key priority areas should be around the urgent delivery of housing which will

not need to be retrofitted shortly after it is built, and the ecological impacts of the Climate Emergency.

172. It was suggested that the most practical way of the Council feeding its views into an international conference would be via UK100, which is a network of local authorities focusing on climate and clean energy policy. A representative is expected to be attending the meeting, and is considered the Council's best option for putting forth its views on priority issues.

42. That the Council expresses its support for the recovery of nature and zero carbon housing at the Conference of Parties meeting in Glasgow in November 2020 via its UK100 representative.

Offsetting

161. Within the last year the Council has undertaken to become net zero within its own operations. The major change enabling this to be a possibility is the purchase of not just renewable electricity, but also 'green gas' which is produced through anaerobic digestion of waste food or manure, or, preferably, grass. However, until all vehicle mileage driven by Council staff is made by electric vehicle or other renewable sources the Council will unavoidably have a carbon footprint. In order to achieve its ambition of being carbon-neutral, it is therefore necessary to offset the residual carbon emissions.
173. A large amount of the discussion around the Council's approach to offsetting carbon emissions took place outside the Climate Emergency Review Group, in the Budget Review Group instead. However, it has been agreed by the Climate Emergency Review Group that the discussions and recommendations should be included within this report also.
174. The three key objectives of the Council in regards to its offsetting are that it be credible (that it can be demonstrated to have reduced carbon emissions by the amount claimed), that it be value for money, and that residents have the opportunity to see something tangible.
175. At present the Council has no policy on offsetting, but it has suggested that it would only offset using British Standard PAS2060 accredited offsetting schemes. This is supported by the Review Group for the assurance it provides.
176. One suggestion given initial thought by the Council was whether it would be possible to set up, possibly with neighbouring districts, its own accredited scheme, which would deliver very tangible benefits to local people. However, it was suggested that the cost and difficulty of securing accreditation would make this challenging, and that further, it would not be an efficient use of money. The land on which a tree may be planted in Oxfordshire, for example, is significantly more expensive than in other places in the world. The Council would, therefore, be paying more than necessary to offset its carbon emissions.
177. This area is complex, and decisions on how to implement it will require trade-offs between desirable outcomes, meaning the Council is encouraged to seek a report to draw out these issues and to understand the consequences of different actions. One potential solution, and one which has the support of the Review Group, is outlined below.

178. Most carbon-offsets are designed not only to produce the required reduction in CO₂, but also to be of social benefit to the communities delivering that offsetting. A premium is charged on 'pure' offsets to fund the 'co-benefit' element. However, it is possible to purchase 'pure' (though still similarly accredited) offsets. Should the Council purchase 'pure' offsets it could invest the co-benefit premium in non-accredited but local environmental projects, which would provide an accredited and affordable offset with tangible local benefits. It is suggested that an easy means to achieve this would be through payments being made to the Lord Mayor's Climate Fund, which has the benefit of being locally established.

43. That the Council devises a policy which balances the delivery of efficient and accredited offsetting with tangible local benefits. Specific consideration to be given to investing in 'pure' carbon-offsets and donating the spread figure between the price of those and 'co-benefit' carbon-offsets to the Lord Mayor's Climate Fund.

Sustainable Travel

179. To inform its consideration of how it might approach issues relating to sustainable travel the Review Group was joined by Harriet Waters Head of Sustainability, and Susan Halliwell, Director for Planning and Place at Oxfordshire County Council under whose responsibility transport falls.

180. Oxfordshire County Council is the Highways authority in Oxfordshire, meaning it holds responsibility for the management of the majority of the road network, but also has a wider remit for forward planning the County's transport needs. Whilst the City Council has worked with the County Council on a number of initiatives to support more sustainable transport, such as the Zero Emissions Zone in Oxford and the Connecting Oxfordshire strategy, it was felt that as the City Council was only involved in strategic transport issues as a junior partner, focus of the discussion should be on what it could do to improve the sustainability of its transport on a more practical level.

181. It was reported that Oxfordshire County Council had been considering issues of sustainable transport from an organisational perspective, and three overarching issues were identified. Firstly, the carbon emissions generated by staff coming into work, and secondly the emissions generated by staff movements at work, and thirdly those emissions arising from the deliveries needed to keep the organisation going.

182. Whilst the benefits of staff working from home are not perhaps primarily related to reductions in commuting mileage, the ability to use technology to obviate the need to commute at all was a significant benefit. Technical investment and an organisational culture supportive of working from home was therefore an important element in reducing commuting. Remote working is an area in which the City Council is already strong. Likewise, it and the County Council are similar in offering incentives to travel by less-polluting means, season ticket loans and salary sacrifice for the purchase of bikes.

183. To tackle the emissions incurred as part of work the County Council reported implementing a number of measures. Fleet management was centralised, and a policy of non-electric by exception was instituted (fire engines, for example, are not currently

available as electric vehicles). This meant use of pool cars, for example, became non-emitting. Alongside that, the Council invested in pool bikes, including electric pool bikes. An important question for the County Council was also where staff offices were located in relation to the work they undertook. Work was undertaken to optimise where staff were based in their offices, to reduce the need for travel in the first place.

184. Discussion around consolidation of the County Council's deliveries suggested that the City Council is already doing well on this. In particular, the Council is working with its companies to make its delivery system more efficient, having items be delivered routinely to the place they are required rather than a central depot and then being collected from there.

185. Feedback from Oxford University echoed a lot of the themes that were mentioned by the County Council – the electrification of the fleet, reducing parking availability to encourage use of sustainable alternatives, and the consolidation of journeys where possible. Of high importance for the University, but of less relevance to the Council were the steps taken to reduce the amount of air miles incurred by staff.

186. The Review Group makes in response to the discussions a number of recommendations around:

- Reducing staff commuting emissions
- Reducing work-related travel emissions
- Supporting wider modal shifts

Reducing Commuting Emissions

1. The Council as part of its Workforce Equalities Report profiles where its staff live. As of March 2019 (the last reporting period) a minority of staff lived within the city-boundary OX1 – OX4 postcodes (37%), and had shown year-on-year declines for three successive years. This indicates that a growing number of staff are facing longer commutes, increasing the likelihood of journeys being made by car.
2. It is recognised that the absence of car parking at St Aldate's Chambers means that staff, apart from motorcyclists, are required to arrive from the final leg of their journey by sustainable modes of transport – walking, cycling or bus. However, in light of the fact that a majority of staff come in to Oxford from outside, the likelihood is that for many the bulk of the journey could be being made by car – driving to the park and ride, for example.
3. Because the number of staff having to commute longer distances is increasing there is a danger that the number of commuter miles will also increase. The Council does provide support to reduce these, for example season-ticket loans, electric car leasing at preferential rates, and equipping most staff to be able to work from home. However, it is felt that in order to tackle what is likely to be a growing issue, and also to measure the success of the Council's interventions, it is necessary that the Council begins to monitor this and set targets for its reduction.

44. That the Council introduces a corporate target on the number of miles driven by staff per month in commuting to work, and seeks similar targets to be instituted for its companies.

191. One area of support provided by the Council to staff is its offer of a Cycle to Work scheme, whereby staff can make a salary sacrifice for the purchase of a bike, reducing their tax liability. Until recently, the Cycle to Work scheme had a £1000 cap on the value of bike and equipment that could be taken out placed on it by central government. However, many electric bikes cost significantly more than £1000 so were not eligible for purchase under the scheme. In 2019 the £1000 cap was lifted, meaning that electric bikes, particularly suitable for longer commutes, could be purchased through the scheme. It is the view of the Review Group that this is an opportunity to raise awareness of the Cycle to Work scheme generally, but in particular to promote and encourage longer-distance commuters to switch their mode of transport.

45. That the Council, and its companies, uses the opportunity of central government's removal of the £1000 Cycle to work cap to support staff in the purchasing of electric bikes through a statement of its support, internal awareness-raising of the Cycle to Work scheme, and organising trial opportunities for electric bikes.

Reducing Work-Related Emissions

192. Whilst the City Council does incur work-related emissions, the smaller workforce, the confined nature of the city's boundaries, and the greater-emphasis on office-based work as opposed to site-based work mean that the potential savings are smaller compared to the County Council, and to model the City Council's response on the County's would be mistaken. Nevertheless, it is an area which the Review Group considers to be one which merits greater consideration. It is noted, however, that Council already does a lot in this area, such as providing sustainable alternatives to cars.

193. Discussion was held by the Review Group on whether the Council should begin to consider implementing a differential rate of reimbursement for mileage undertaken by electric and petrol/diesel vehicles. No full conclusion was reached on this, because although the Review Group were keen to see that the Council would be incentivising sustainable modes of travel, it would equally be the case that those unable to afford a new electric vehicle would be financially penalised.

194. One area which was considered, was whether an offset option could be given for mileage. Council staff are felt to be supportive of the Council's Climate Emergency ambitions, but as referenced above, for some people changing their car makes no sense for them on a financial level, and may not make sense in terms of the embedded carbon incurred in getting a new car either. Making available an offsetting option would raise consciousness of the carbon cost of work-mileage, be a fairly negligible sum financially, and give willing staff an opportunity to address this issue without forcing it on unwilling ones.

195. One specific area considered by the Review Group was the applicability of the success of the partnership between Salford City Council and Co-Wheels car club. The Green Wheels initiative makes electric car club cars available to Salford City Council staff during working hours. By using electric hire cars rather than petrol cars Salford City Council has saved over £150,000 per year in costs, whilst also reducing its 'grey mileage' by 95%.

46. That the Council undertakes a review of how it can reduce work-related petrol/diesel miles, including exploring the potential for use of electric car club vehicles as an alternative to pool cars for staff travel. and whether it can include an offset option for staff wanting to contribute towards mitigating the carbon impact of their work journeys, and for a similar undertaking to be implemented in its companies.

196. The Council currently reimburses staff and members 20p per mile for cycle trips made with their own bikes on Council business. This is the maximum HMRC will permit without additional tax implications. Whilst costs for bikes are generally lower than cars (purchase price, running costs, no insurance, petrol or MOT) it was discussed by the Review Group that at under half the rate of car mileage the headline figure may appear more appealing to drive, and that that it may prove a greater incentive for cyclists if they were reimbursed at the same rate as cars, 45p per mile. It is recognised that this will have tax implications (and associated staff resource implications) as well as financial ones. However, on balance it is felt this may be a justifiable increase. It is felt that this should take place within a wider push to increase cycle-miles made for work journeys, which will require monitoring and promotion.

47. That the Council records and reports on the number of 20p per mile cycling payments made, engages in promotional activity to increase the proportion of work-related cycle journeys made including consideration of the financial impact of increasing the rate to 45p per mile.

Supporting Wider Modal Shift

197. An [American study](#) suggests that the provision of journey-end facilities for commuters (showers, lockers and changing areas) is responsible for an almost five-fold increase in the likelihood of workers commuting by bike (4.86). Cycling faces challenges in improving its usage because it relies on multiple requirements being present at the same time – safe routes, secure bike parking and journey-end facilities; provision of one but not the others is insufficient to make a significant increase. The provision of journey-end facilities is a necessary component in increasing the likelihood of commuting by bike, even if on its own it is not sufficient.

198. The Council owns four well-distributed gyms and leisure centres in Oxford. Each has changing facilities and showers. A cheap ‘shower and change’ membership would increase supply of a key element in significantly improved numbers of cycling commuters. It is suggested that the business case and practicalities for this are explored further.

48. That the Council consults with stakeholders on the feasibility of ‘shower and change only’ memberships at Council-owned gyms and leisure centres.

199. Feedback from the University of Oxford heavily endorsed the view that prompting changes in behaviour around travel was reliant on a combination of encouragement and coercion. One of the successful coercive elements was the reduction in parking spaces made available to staff. Though it was unpopular amongst staff who were forced into behaviour change, it was discovered that the wave of staff arriving afterwards and who had not had access to parking were accepting of the fact.

200. On a City scale, reducing parking availability for commuters is considered to have a similar impact – initial opposition with acceptance over time. One means of limiting such parking is the creation of Controlled Parking Zones, which limit parking to residents during certain periods (usually working hours), thereby making unavailable parking for commuters. The City Council has previously given its support to proposals coming from residents via the County Council to introduce such zones, and it is felt important that it continues to do so where there is demand.

49. That the Council continues to give its support to County Council applications for Controlled Parking Zones.

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Part 6: Supporting and Enabling Actions

201. Some areas of discussion heard by the Review Group were broad areas of activity which underpin and enable other elements of the Council to make progress on environmental objectives. The recommendations arising from these discussions are detailed below.

202. The Council has a team dedicated to environmental and sustainability issues. It is a high performing team which has achieved some notable successes; working in partnership with other local stakeholders the City Council has managed to secure £84m of inward investment, for example. That team, however, is one of multiple teams within the Council, and with the increase in priority of carbon-reduction across the Council it is no longer sufficient to seek to meet the challenge posed primarily by one team; the changes needed require a corporate approach. Part of the purpose of the Council's human resources team is to ensure that the skills within the Council are fit for its purposes. It is suggested that in light of the importance of transitioning to a whole-Council approach to tackling climate change, a specific body of work be undertaken to audit the Council's skills and capacity in this particular area.

50. That the Council audits the workforce skills and capacity required to deliver the Council's commitments on Climate Change.

203. For its report for the Citizens' Assembly the Council made use of carbon data modelling to help demonstrate the necessary changes required to meet different scenarios. Dr David Hancock encouraged the Council to continue its use of carbon modelling to provide a clear understanding of the carbon-impacts of different policy decisions. The Review Group concurs with this suggestion; it is important that accurate understandings of the carbon impacts of policy decisions are available prospectively, rather than retrospectively, so that these can be factored into the wider decision-making process. It is also the case that data modelling allows greater tracking and measuring of overall carbon emissions, which is also an important datum when considering future carbon expenditure. A good example provided by Dr Hancock of such modelling was the Centre for Digital Built Britain

51. That the Council begins to model the carbon effects of its proposed policy decisions using data modelling akin to the Centre for Digital Built Britain.

204. One area of potential improvement for the Council was identified by an external member who had worked with the Council on carbon-reducing projects. There was the perception from outside that the Council is very well geared to apply for money to trial new things and gain learning, but it is less successful in embedding that learning within its longer term culture, that some of the value of the new learning is lost at the end of the project. Given the importance of external grant funding in addressing new challenges, any truth would indicate a loss in the potential benefit from such funding.

205. The Review Group makes no judgement as to the accuracy of this suggestion; it is after all one person speaking about one project. However, at the same time it is important that when feedback is received it is acted upon. To that end, the Review Group seeks only to remind the Council of the importance of embedding learning developed

from pilot projects, and to remember that the key benefits of delivery arise from after a trial project is completed and the learning is put into practice.

52. That capacity-building to act upon learning is included within bids for grant funding.

206. At present, the Council monitors its CO2 emissions, which helps to inform its decision-making. Whilst this is recognised to be valuable, it is the view of the Review Group that the figures may not provide a complete measure of the CO2 emissions under the Council's control. One area particularly was highlighted: the Council's housing stock. The Council's own housing stock at 7740 properties is a significant contributor to CO2 emissions within the city. The Council's ambitions for retrofitting also reflect this fact. However, at present, the Council's monitoring for its CO2 emissions does not include data from Council homes themselves, only their communal areas.

207. There is a logical justification for this position; that tenants are responsible for their energy usage and, as referenced in this report, human behaviour has a significant impact on energy usage. It would be a mistake to make the Council responsible for the usage of its residents. However, this is only partially the case. The energy-efficiency of a building is the primary determinant of its energy usage, with behaviour being an important but secondary consideration. Responsibility for the energy efficiency of its properties lies with the Council. As such, inclusion of anticipated energy consumption from the Council's properties, rather than real figures, is felt to be a fairer measure of the Council's CO2 emissions. Furthermore, by including this information within its measurements, the Council would be able to measure and demonstrate the positive impact of its retrofitting measures on CO2 emissions.

53. As part of its carbon monitoring and reduction, the Council includes estimates of energy use from Council housing, rather than simply their communal areas.

208. A further area of the Council's emissions which is under-reported is its own contractors. The Council can quite plausibly manage to reduce carbon within its own operations, but at the same time be procuring services which have a very significant carbon cost. Large developments, such as the OxWED development, for example, are particularly prone to causing this situation. To get an accurate understanding of the Council's overall carbon impact it is necessary that these figures are included. As such, it is the recommendation of the Review Group is that the Council's measuring and reporting on carbon be extended to its procured activities.

54. That the Council will require companies from whom it procures services to measure the carbon cost of their activities and that the Council includes those costs within its carbon reporting

209. The Council holds significant sums of investment. As of 31 December 2019 it held a total of £114.3m in investments. As a public body handling public money it is necessary that the Council is cautious with those investments, and that the pre-eminent consideration on investments must be their security, with liquidity and yield being important but secondary. Within that context, however, it is nevertheless possible to investigate whether the Council may use its investments to further its support for responding to the Climate Emergency.

210. With the government's removal of the Feed in Tariffs for renewable generation the viability of small-scale renewable projects has been significantly undermined. Tom Heel of the Low Carbon Hub informed the Review Group that future projects would need to be at greater scale. With greater scale, however, comes the challenge of greater up-front financing costs; without the guarantees of the Feed In Tariff the number of investors in renewable projects has reduced.

211. It is the view of the Review Group that whilst prudence with public money should remain the Council's priority for its investments, it should nevertheless investigate the possibility of whether it may be able to support renewable energy generation through investment in a secure manner, and if so, to adjust its Treasury Management Strategy accordingly to allow this to happen. The Review Group is particularly keen to see that cooperatives be supported as a model of broadening out community ownership for responding to the Climate Emergency.

55. That the Council reviews its investment criteria to enable investment in energy cooperatives, possibly through Social Impact Bonds or other means

212. Awareness of this document arrived too late for the Review Group to consider its contents within the Review in detail. Nevertheless, initial responses to the Ashden '[31 Climate Emergency Actions for Councils](#)' is that there is much value in them, and the Review Group recommends that these are considered in more depth by the Council.

56. That the Council considers the 31 recommendations made by Ashden on actions Councils can take in light of the Climate Emergency alongside those made in this report.

Part 7: Post Review Group Council Initiatives

213. The Climate Emergency Review Group has been unusual in one particular regard. Scrutiny Review Groups tend to look at issues where the Council has an established position, but in this instance a Climate Emergency was declared in January 2019, the major output of which was the Citizens' Assembly which took place in September and October 2019 following which further time was required to enable Ipsos Mori to analyse and write up the results. As a result of this, the Council considered and agreed a report detailing its initial response to the Citizens' Assembly on Climate Change on 19 December 2019, by which time two meetings of the Climate Emergency Review Group had taken place.

214. In seeking to provide a Scrutiny function to a policy area itself under development by the Council it was almost inevitable that a number of the ideas put forward by Scrutiny would already have been adopted by Council in its own response.

215. Not wishing to include recommendations for work which is already underway, it is nevertheless felt important to draw attention to these ideas. Having had Scrutiny independently reach the same conclusions in certain areas gives reassurance that these are indeed worthwhile responses that the Council should be making.

216. The following recommendations were drafted by the Committee but have already been implemented or announced prior to the publication of this report:

- a) That the Council pledges its support for Oxfordshire Trees for the Future's aim to double the tree cover in Oxfordshire by 2045 and, having done so, invites neighbouring district councils and the County Council to do the same.
- b) That the Council engages with the Wildlife Trust to develop Nature Recovery Maps and Plans, particularly in those areas where the City Council boundaries other districts.
- c) That Council as part of its Energy and Waste Supply Procurement includes consideration of power purchase agreements with the Low Carbon Hub
- d) That the Council makes a response to central government's Future Homes Standard consultation in line with the responses submitted by the Good Homes Alliance, Green Building Council or the Association of Environment Conscious Building.⁸

217. The Review Group is pleased at the action taken in the latter of these; with consultation period closing prior to the Review Group's report, the Council has responded early and in doing so has followed a recommendation made almost uniformly by the Review Group's external guests.

⁸ A response based on the [London Energy Transformation Initiative](#) model was made instead

Chapter 5: Conclusion

218. A strong underlying theme of this report has been the need for the Council to be innovative in finding ways to facilitate processes or uphold standards that could much more easily be delivered through central government. Significant tightening in Building Regulations, for example, would raise standards, as well as delivering the step-change required to see volume house builders develop supply chains to deliver such houses.
219. However, in the absence of central government ambition to match that of the Council and the views expressed by the Citizens' Assembly, the need for the Council to be innovative is greater still.
220. To meet the challenge faced it is important that the response to the Climate Emergency becomes part of the way the Council works and across all its functions.
221. This report has focused primarily on the theme of Buildings and identified a significant number of actions that can be taken to reduce the carbon impacts of buildings within the City. However, it is noted that despite its length, time and Council resources mean that this topic could have been looked at in far greater detail.
222. The Review Group is pleased to see, for example, that work is being undertaken to get a better understanding of the Council's non-domestic stock and its energy performance. Likewise, it is pleased to note that work is being done to give a definitive plan of how to bring its multifarious housing stock to a better condition. The incompleteness of this work, however, does mean that this report is more of a pointer for improvements rather than an exhaustive or definitive commentary on the subject. Continued effort will need to be made by the Council to deliver current plans, the suggestions made here, and to unearth future responses also.
223. The Review Group hopes that its incompleteness notwithstanding, the Council will consider and adopt its recommendations as part of that wider response to raise our ambition for how to tackle the Climate Emergency that confronts us all.

Appendices

Appendix 1: Landlord Case Study: Nottingham City Homes - Energiesprong

Introducing the Project

Nottingham City Homes have been awarded a £5m grant from the European Regional Development Fund to retrofit up to 300 properties using the Energiesprong model. The first 10 properties have been successfully completed, with the remainder in the planning or procurement stage.

What is Energiesprong?

Originating in the Netherlands, Energiesprong or 'Energy Leap' is an approach to building and retrofitting homes. In the UK, social housing tenants spend £4.2bn a year on energy; £5.2bn a year is the amount spent each year on social housing.⁹ The Energiesprong approach seeks to ensure that the money spent by tenants on energy can be used instead to fund improved and zero carbon homes.

There are three key components to the Energiesprong approach

1) Zero Carbon Homes

Energiesprong homes, when retrofitting, must deliver at least an 80% reduction in energy usage. With the use of renewables generation also the homes are zero carbon.

2) Guaranteed performance

Energiesprong-built properties are built to a set of performance criteria. However, contractors are employed not only to design and build the properties, but also to guarantee their performance against the criteria, with ongoing monitoring of performance.

The performance indicators are detailed on the next page:

⁹ Nottingham City Homes presentation

Property	Performance Level
Thermal performance	<30 kWh/m ²
Hot Water	140 litre @ 45°C
Heating Levels	21°C/18°C
Net Consumption	Zero to 1,500 kWh
kWh Allowance	2,300 kWh
Noise in-property services	<30dBA
Noise outside	<42dBA
Summer overheating	26°C bedrooms < 300 hours per year 28°C living room < 300 hours per year
Monitoring	Live/historical temperature, hot water and electricity consumption
Humidity & CO ₂	New build ACH rate
Installation time	<10 days

3) Minimal disruption to tenants

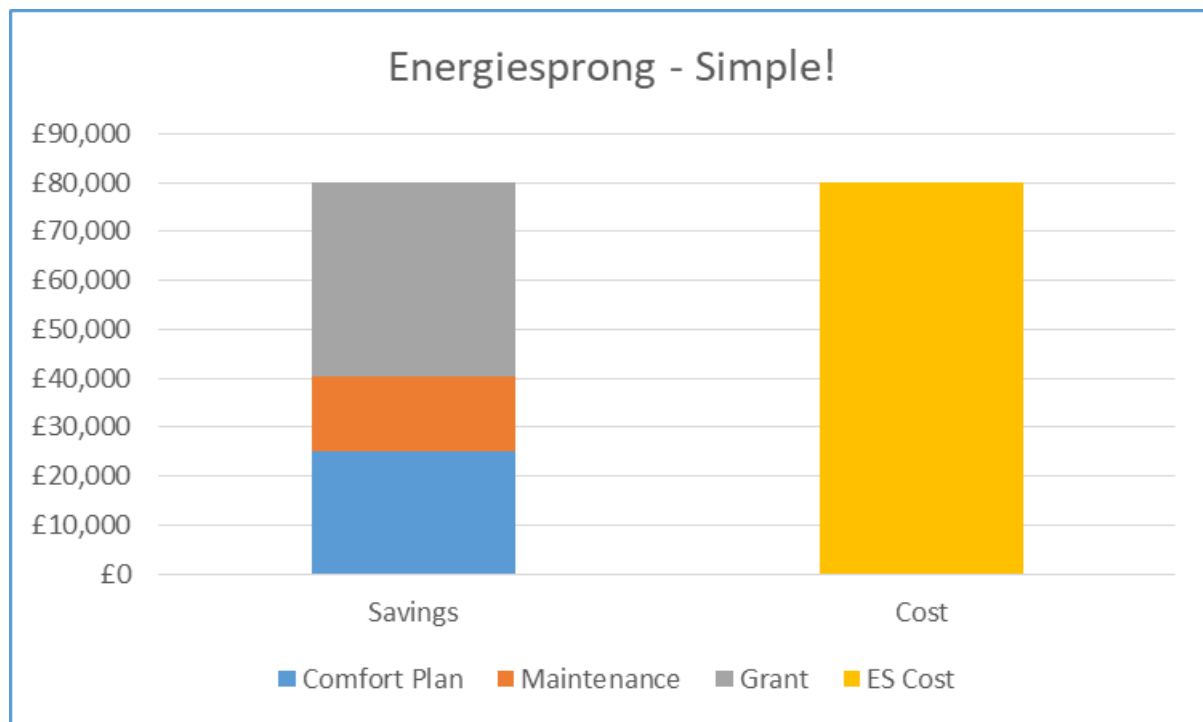
For retrofitting, it is important to ensure that disruption to tenants is kept to an absolute minimum. As such, contractors have only 15 days on site in which to complete their work. Whilst it is not in itself prescriptive of the technologies or construction techniques used to deliver its performance requirements, the short time frame means that contractors do a lot of prefabricating off-site.

The Financial Model

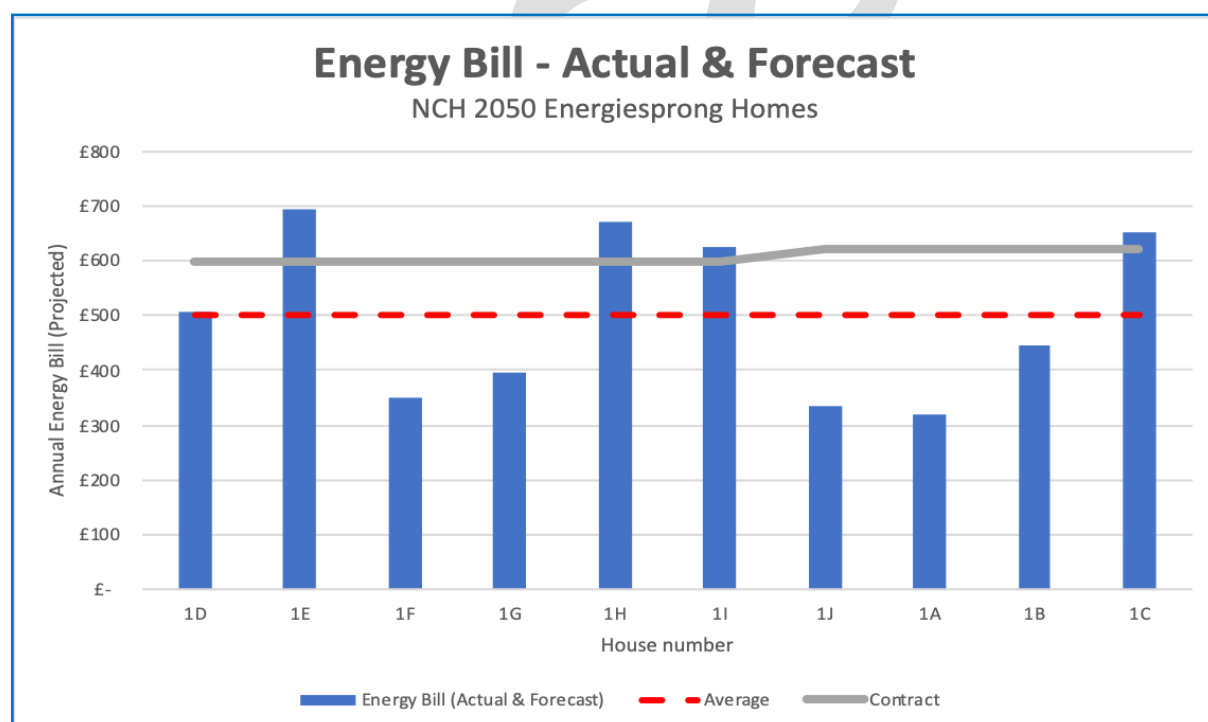
The cost per property of retrofitting the first ten Nottingham City Homes was an average of £80k. However, with the development of supply-chains this is expected to reduce to £62k by the end of the project.¹⁰ Whilst this cost did require financing up front, the key financial innovation of the project was to use the savings made by tenants through reduced energy costs on guaranteed energy performance buildings as a means of offsetting the cost of the retrofit.

Tenants are charged for a 'comfort plan' based on their existing heating bills, so that the savings made repay the original financing cost. With a – relatively short – payback period of 30 years, the comfort charge was sufficient to offset approximately 30% of the costs at the early-level construction price. Over a longer payback period, at larger scale and on new-builds the proportion of that offset would be hoped to increase.

¹⁰ <https://www.theguardian.com/society/2019/jan/07/dutch-eco-homes-idea-arrives-in-uk-and-cuts-energy-bills-in-half-nottingham-energiesprong>



Though the financial savings of reduced energy costs are not shared between tenants and the landlord, monitoring of energy usage shows that energy bills, including the cost of the comfort plan, have been on average £100 less per household than predicted, meaning tenants also benefit financially.



Finding out more

The official Energiesprong website can be found at: <https://energiesprong.org/about/>

Nottingham City Homes run meetings every two months for Councillors and housing professionals, which can be booked by contacting Sangeeta Handa at

Sangeeta.handa@nottinghamcityhomes.org.uk

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Appendix 2: Construction Case Study: Greencore Construction's Springfield Meadows Development

Introducing the Project

Greencore Construction (D&B Contractor) and Ssassy Property (Developer) are working together at Springfield Meadows, Southmoor to deliver the UK's greenest housing development. The project consists of 25 homes. 6 are affordable rent, 3 are shared ownership and 16 are open market homes. The following ambitious targets have been set:-

- Zero carbon footprint.
- Passivhaus thermal performance.
- Net-zero energy in use.
- Electric car club and car sharing scheme.
- Partnership with BBOWT to boost wildlife and bio-diversity.



How is it delivered?

The houses are built using Greencore's own Biond Building System. This is a closed panel timber frame system that is insulated with Hemp-Lime and wood-fibre insulation. It is made "off-site" in Greencore's factory just outside Wheatley. The use of timber, hemp and wood-fibre (bio-based materials) sequesters bio-genic CO₂. The choices made at the design stage and the quantities of bio-based materials specified affect the carbon footprint as well as the thermal performance. Making appropriate choices can achieve a zero carbon footprint as well as Passivhaus performance.



The key step to achieving Passivhaus performance are:-

- Excellent insulation.
- Eliminating thermal bridging.
- Excellent air-tightness.
- Triple glazed windows.
- Heat recovery ventilation system.



Having reduced the heating requirement to less than 15kWhrs/m²/a (Passivhaus standard), it is then possible to look at reducing the energy required for the house:-

- Use electric heating.
- Use a mini Air Source Heat Pump (ASHP) to heat the hot water.
- Provide Photo-Voltaic solar panels (PVs) and battery storage.
- Use a smart control system to optimise the energy generation, storage and use.

At Springfield Meadows, the total annual electricity use has been calculated (for typical use) and sufficient PVs have been provided to generate this amount each year. This means the house is net-zero in its energy use.

The combination of all the above steps have allowed Springfield Meadows to be recognised as a One Planet Living Global Leader. Although this is the first time a housing project has achieved all of these targets at the same time, *there is nothing new here. It can be done by any builder or developer on any project.*

Appendix 3: Construction Case Study: Goldsmiths Road, Norwich

Introducing the Project

The Goldsmiths Road development in Norwich is a RIBA Stirling prize winner and the largest social housing passivehaus development in the UK at 93 homes. Crucially, however, it is a scheme which has been delivered by Norwich City Council rather than passed out to a development partner or housing association, and 100% of the homes have been made available for social rent.

How is it delivered?

Certificated passivehaus homes such as these are designed and quality assured according to passivehaus principles. However, a number of the key features are below:

- A 'fabric first' approach, ensuring air tightness is high and u values low. Windows, for example, are triple glazed and letterboxes are removed.
- Mechanical heat ventilation recovery systems to provide fresh air whilst retaining warmth
- Maximising the sun in design: houses are deliberately designed so that the principal rooms of the dwellings face south, capturing the heat from the sunlight. The overall development is low-rise to prevent overshadowing and allow sunlight to reach these rooms even during the lower rise periods of the year.

The cost of energy per property is approximately £150 per year.

What are the numbers?

Key to its viability is the design of the overall development, with a significant proportion of flats, and a narrow 14m between blocks of houses, allowing a high density of development. The cost of delivering to passivehaus standards was considered to be higher than a traditional build, by between 10 and 15%, costing £1875 per m.

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Cabinet response to recommendations of the Scrutiny Committee made on 04/02/20 concerning the Consultation Budget 2020-21 and Medium Term Financial Plan 2021-24

Response provided by Cabinet Member for Finance and Asset Management, Councillor Ed Turner

Recommendation	Agree?	Comment
1. That the Council, in the event that it receives external homelessness-related grant receipts above predicted levels, tops up the homelessness reserve with unspent monies.	Yes	The Council received £755k Flexible Homelessness Grant (£255k above predicted levels) and £171k of New Burdens grant (which was predicted to be zero). The additional amount of £426k has been added to the homelessness reserve. It should be noted that these grants are linked to the delivery of the Homelessness Reduction Act obligations and expenditure is monitored by MHCLG.
2. That the Council, in its final budget report, includes specific reference to the cost of Council-funded homelessness services (street homelessness and temporary accommodation) as a percentage of its net budget. Further, that it adds commentary to explain the long-term financial paybacks of investing in prevention and early-intervention homelessness services.	Yes	The £7.4m is 7.5% of the gross General Fund expenditure and 30.6% of the net budget requirement Upfront investment in prevention and early intervention services reduces the expenditure on expensive, crisis services such as B&B, temporary accommodation and services related to rough sleeping. There is also a wider impact on broader public services such as children and adult social care, criminal justice and health.
3. That the Council identifies and uses national benchmarks for homelessness-related spending to monitor the value for money of its approach.	Partially	This is not possible at this time. Whilst we agree with the principle in terms of giving an indication of value for money, there is no approved available benchmarking to reference and although there is financial information available from CIPFA , financial information alone without detailed non financial information on service levels is unreliable. However, as and when such information becomes available, we stand ready use it.
4. That the Council monitors and reports on the outcomes of commissioned outreach services at	Yes	Yes, robust contract monitoring is in place and service specifications are set up with a view to enabling a flexible

Date of Cabinet Meeting: 12/02/20

Floyds Row to determine efficacy and value for money before such services are recommissioned.		approach within the current contract period and lessons learnt to be taken into consideration as part of future specifications.
5. That in its final budget, the Council reports separately on how much of the £18 million of capital investment the Council has made to help support decarbonisation measures in Oxford has been spent to date.	Yes	Details confirmed in the table at the end of this document
6. That the Council in its final budget itemises the percentage of spending on decarbonisation measures within each service area.	Yes	The £18million identified above is over a number of years and with the exception of £1.5 million on HRA initiatives and Home Improvement Agency initiatives of £1.7m is largely spent on areas within the Environmental Sustainability service area. In addition to the above, there is the cost of the staff working on these areas plus other future work which has yet to be fully understood and costed on the councils operational buildings and council houses.
7. That future budget proposals feature independent officer comment on the impact that the Council's plans may have on the environment, and how closely aligned the proposals are to the Council's broader environmental ambitions	Yes	The impact of the Council's capital projects on the environment is now being picked up in the capital monitoring process which is overseen by the Project Management Office. Managers are required to input comments relating to this on their monthly updates
8. That the Council devises a policy on offsetting to balance the delivery of efficient and accredited offsetting with tangible local benefits. Specific consideration to be given to investing in 'pure' carbon offsets and donating the spread figure between the price of those and 'co-benefit' carbon offsets to the Lord Mayor's Climate Fund.	Yes	Detailed consideration will be given to how offsets are implemented. The council will devise a policy around offsetting, however this is a complex and specialist technical area which will take some time to develop.
9. That the Council reconsiders the costs and benefits of the proposal to cancel the funding for	Partially	There may have been a misunderstanding on this point. Only £19k of the £139k cost of providing the Blue Bin

the Blue Bin recycling league, and to consider this as a priority item for funding in the event that funding becomes available between the creation of the draft budget and the agreement of the final budget.		recycling initiative has been put forward as a saving: members declined to take a larger saving in this area. This saving principally relates to the Blue Bin League itself in terms of financial incentives and prizes to organisations. The team undertaking the education of customers to recycle will remain in place.
10. That the Council undertakes a review of its approach to those who repeatedly contaminate recycling bins, and to include greater consideration of whether the use of fines is an appropriate response.	Yes	Yes, a review will be undertaken. Options analysis is a regular part of officer recommendations and best practice is sought continually.
11. That the Council will encourage as a member of the Oxfordshire Waste Partnership the use of the WRAP Toolkit for Local Authorities to identify and support partnership priorities.	Yes	This can be considered, however, as is recognised in the question the Oxfordshire Waste and Resources Partnership is made up of all Oxfordshire local authorities and consequently all authorities will need to agree to this suggestion before it is implemented.
12. That prudent assumptions for income expectations arising from the Zero Emissions Zone be included with the Medium Term Financial Plan.	No	Given that this is a new initiative it is difficult to assess a realistic level of income that would accrue to the authority as this would depend on the amount collected, the associated cost of provision and how proceeds were distributed by the County Council who are primarily responsible for implementation. Any revenue due to the authority will be introduced into the Council's budget once the zero emission zone is operational and more information is available. We therefore believe that a nil figure is appropriate at this stage.
13. That the Council takes actions to promote the successes of the Planning apprenticeship team and the positive impact well-delivered apprenticeships can deliver.	Yes	It is proposed to have an article in the external 'Your Oxford' newsletter which highlights the successful apprenticeship programme delivered by the Council, of which the Planning apprenticeship will feature. This is due Spring 2020. It is also proposed to run some internal 'stories' of successful apprenticeships taken up by current

		employees in line with the Your Oxford article and promote the opportunities available through the levy funding.
14. That the Council, in its final budget report, lists the perceived risk to deliverability of savings within the General Fund Budget Proposals Summary.	Yes	This has been covered within the risk implications section of the report.
15. That the Council continues to pursue prudent invest to save schemes, and that it gives particular attention to savings enabled through technology, especially artificial intelligence and automation.	Yes	Yes the Council will continue to invest in schemes which seek to improve efficiency and save money. Members will note the considerable investment in ODS of approximately £18million which will drive increased dividends to the council of circa £3 million per annum. The Council will continue to pursue all efficiencies and invest to save schemes that arise from ICT, accommodation and service transformation.
16. That in considering the viability of proposed projects within the New Ways of Working programme consideration of social value impacts be embedded as part of the decision-making process.	Yes	The Council has taken steps in the procurement of supplies and services to embed social value offered by tenderers in the evaluation of all quotations and tenders received. The council has also recently hosted a number of seminars on the inclusive economy and working with social enterprises. Whilst there is still much to be done we have made some progress and there is a report tracking to Finance Panel in February on this progress. We will seek to embed the consideration of social value in all that we do although how this is still the subject of discussion.
17. That the Council takes steps to become more 'digital by default' rather than 'digital by choice' in its service provision, and as part of this presents to members a report on the costs of current non-digital provision, the possible savings made by digitalisation in key service areas and the cost of possible mitigation measures. The Council will also consider	Partly	The Customer Experience Strategy responds to rising demands and expectations caused by a more digital society. The strategy is predicated on helping and encouraging those that can to help themselves, whilst recognising that there is still a need for other customers to be supported either because of vulnerability or the complexity of a case. The strategy is clear that the service should not diminish for these customers. It is also clear that

potential internal savings by additional digitisation.		the online offering should be at least as good as other channels to encourage their use, and to ensure customers are not pushed to more expensive channels. The enabling tools, skills and services described in the strategy have already helped to identify the delivery of savings in the medium term financial plan, and the potential for further efficiencies may also arise and as they do will be captured as part of the budget process.
18. That the Council reconsiders the costs and benefits of the proposal to reduce the Community Safety out-of-hours service to weekends only, and to consider this as a priority item for funding in the event that funding becomes available between the creation of the draft budget and the agreement of the final budget.^[1]	No	Analysis of the demand for out of hours noise services during the week show that the cost of each call represents poor value for money, in contrast to demand levels at weekends. Staffing the project also impacts on the well-being of staff who are delivering the project as they also perform their day time roles. This is a good example of where new technology (in this case, the ability of citizens to collate evidence with officer attendance) means a service can be delivered more efficiently.
19. That the Council in its final budget provides an explanatory note which references the unmentioned staffing and other cost-neutral impacts the scheme will have, and significant benefits of the selective licensing scheme: protection of private sector tenants, and the creation of additional employment at no cost to the Council.	Yes	The work to develop a case for selective licensing will be undertaken in 20/21, this work will include the operation of the proposed scheme and the costs of implementation and operation.
20. That the Council reviews its pavement café licensing scheme outside the City Centre giving particular consideration to the cost-benefit of existing fee income and the cost of monitoring and enforcement.	Yes	A review will be carried out during the financial year 2020/21 taking account of these and related matters.

^[1] No priority is given between this recommendation and recommendation 9

<p>21. That the Council writes an explanatory note concerning the extra legal roles in Law and Governance, drawing attention to their necessity for the delivery of corporate priorities, the additional benefits they expect to bring and the challenge of quantifying those benefits.</p>	<p>Yes</p>	<p>Additional Planning Lawyer and Commercial Property Lawyer - £132k</p> <p>Following a review of the capacity within the Legal Services team to support the Council's plans to invest £67m in commercial property within the period of the Medium Term Financial Strategy and to deal with the resultant planning advice two new posts have been recommended. Whilst beneficial financial impacts are anticipated from both posts, particularly through the preparation of S106 Agreements, too many uncertainties exist to allow a quantification of their income generation.</p>
<p>22. That the Council reviews the merits and anticipated negative impacts of increasing fees and charges for land transactions within the Planning and Law and Governance services by the rate of inflation.</p>	<p>Yes</p>	<p>Following the meeting of the Budget Review Group on 20 January 2020 the Head of Law and Governance has again reviewed the proposed fees and charges for Law and Governance and recommends that they remain as stated without any increase for 2020/2021. These will be kept under review during 2020/2021. The property transaction charges largely apply to small/one person businesses or community groups. With the fees at the current level, the Council does not generally have a problem recouping the costs. The main concern with increasing the fees would be that a) small business/individuals would be put off following the proper course of entering into legal agreements (for example a Licence to Occupy where the fee is currently £400.00), b) the Council would have more difficulty finding tenants for empty units and c) any increase in fees would lead to non-payment and result in a lower income through fees overall. In commercial transactions if higher legal fees are charged then the tenant usually counters this by negotiating a longer rent-free period or a lower rent. It should also be noted that if the tenant has security under</p>

		the Landlord & Tenant Act 1954, the Council is not able to charge for the work in relation to the renewal lease.
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Answer to Question 5

Project	Capital or Revenue	Spend spent and committed up to 31-3-2020 £000	Spend in 20/21+ £'000	Total Amount/ £'000
		1	2	1+2
Covered Market Zero Emission Zone preparation	Revenue	0	200	200
OxPops, whole street charging infrastructure	Capital	140	360	500
Taxi charging infrastructure	Capital	164	236	400
Energy Superhub Oxford (ESO; with Habitat and Pivot etc)	Capital and revenue	293	1,307	1,600
Local Energy Oxfordshire (LEO)	Revenue	50	150	200
Zero Emission Zone Business Support	Revenue	0	120	120
OxAir Testing of Alphasense Ltd sensors for air quality monitoring	Capital and revenue	98	32	130
Clean Bus Retrofit- retrofitting of a total of 115 buses	Capital	1,362	938	2,300
OxFutures II - energy efficiency and low carbon innovation delivering by free energy audits to small and medium enterprises (SME's)	Revenue	50		50
Salix - investment in energy/carbon reduction measures - revolving loan fund. Match funding; government and OCC	Revenue	1,000		1,000
Itree - extensive tree survey of the city	Revenue	20		20
Schools tackling Oxford's Air Pollution - air quality education packages for schools	Revenue	30		30
OLEV/GULO On street parking	Revenue	110	700	810
HNDU - heat network studies: city centre ; Headington; Science Area; Rose Hill	Revenue	160		160
Oxford Flood Alleviation Scheme	Capital	4,400	0	4,400
Home Improvement Agency	Revenue	340	1,360	1,700
Electric Fleet investment	Capital	0	3,000	3,000
HRA Investment in energy efficiency measures	Capital	300	1,200	1,500
Total		8,517	9,603	18,120

Cabinet response to recommendations of the Finance Panel (Panel of the Scrutiny Committee) made on 29/01/2020 concerning the Capital Strategy 2020/21 to 2024/25

Provided by the Deputy Leader and Cabinet Member for Finance and Asset Management, Councillor Ed Turner

<i>Recommendation</i>	<i>Agree?</i>	<i>Comment</i>
1) That the Council consults with the ODS workforce, elected members and the public on any future proposal for depot rationalisation.	Yes	This will be carried out by Oxford Direct Services as part of the business plan, as a deliverable criteria in the evaluation and consultation with staff. The development of the ODS New Depot delivery plan is being carried out by ODS and it will be incumbent upon ODS to carry out consultation with workforce, residents, public, and elected members.
2) That clarity is provided in the Capital Strategy that when properties are assessed for potential purchase consideration will be given to any opportunities to redevelop or retrofit properties that are not compliant with the relevant energy efficiency standard.	Yes	Properties for purchase will be assessed against investment criteria, which includes compliance with the relevant energy efficiency standard. Where there is non compliance, the cost of bringing up to the required standard will be factored into the bid price.

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Cabinet response to recommendations of the Scrutiny Committee made on 04/02/2020 concerning the Customer Experience Strategy and Action Plan report

Response provided by Cabinet Member for Safer Communities and Customer Focused Services, Councillor Nigel Chapman

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Recommendation	Agree?	Comment
1) That the Council gives consideration to the variety of customer-groups the Council engages with, their specific needs and desired outcomes from their engagement, and the Council's current performance in delivering those outcomes in the delivery and prioritisation of work within this strategy.	Yes	
2) That the Council as shareholder ensures that a similar customer experience and service improvement exercise is undertaken in its wholly-owned companies, particularly Oxford Direct Services.	Yes	ODS is undertaking a review of the commercial customer experience, focusing on how we measure and improve customer satisfaction, how we identify and manage new customer expectation, and how we capture customer value beyond the obvious financial transactions. This will be reported back to the ODS Board and Shareholder in the coming months
3) That in future iterations of the strategy, the Council looks at future opportunities to increase democratic engagement.	Yes	
4) That the Council develops a citizen engagement strategy to raise the level of engagement across all elements of its interface with the public.	Partial	The Council did previously have a Community Engagement Policy which expired in 2017. Scrutiny has requested a paper on "Public participation in decision making and citizen involvement" for their April 2020 meeting: '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'. The Council is in agreement with the broad

Date of Cabinet Meeting: 12.02.20

		recommendation, but considers that more targeted recommendations and responses may be made following Scrutiny's report on Citizen Engagement in April and suggests a delay until after this report has been presented may be a more effective way of sequencing this work..
5) That the Council engages with GP surgeries through their social prescriber link coordinator and any other social prescriber fora to promote the availability of the HIA and other relevant services.	Yes	<p>The Council is already undertaking this, specifically through participating in</p> <ol style="list-style-type: none"> 1. Health work streams such as the Health Improvement Board Sub groups, and working with Locality Officers, Prevention Champions, and all of the Physical activity work programm and are currently giving consideration to how we use these links to support the development and prioritisation of services within our priority areas. 2. The primary care network working group, which includes the newly appointed social prescribers and will involve attending the social prescribing Workshop with all the new social prescriber staff lead by Public Health

Cabinet response to recommendations of the Scrutiny Committee made on 03/09/2019 concerning the Performance Monitoring Q2 report

A verbal update to provide any further comments will be provided by the Cabinet Member for Finance and Asset Management, Councillor Ed Turner

Recommendation	Agree?	Comment
1) That the Council adds an additional indicator: percentage of total spend on non Council-owned local businesses	Yes	<i>This figure could be easily calculated. Caterina Abrusci</i>
2) That the Council amends the wording of indicator ED002 (Implementation of measures to reduce the City Council's carbon footprint by 5% each year) by adding 'below what it would otherwise have been' afterwards	Yes	<i>Our target is based on emissions reductions through installed measures and seeks to clearly show a reduction target that the Council has control over. This approach was audited by PWC, endorsed and held up as best practice as to an approach that many organisations are taking. Emissions capture is so complex and interwoven, there are challenges to where it starts and stops being our responsibility. We are content with the wording being added, we don't believe it changes the methodology of reporting either in year or in the future. We understand that this has been changed with immediate effect anyway because we have previously accepted this wording from Scrutiny. Absolute emissions are reported through our Greenhouse Gas Report to BEIS done on an annual and retrospective basis. The calculations around reporting change each year with grid decarbonisation and are captured and reported through the ONS. We believe our KPI internally seeks to forward look to remove emissions from our Estate and</i>

		<p><i>Operations, where-as reporting on absolute emissions is a backward look.</i></p> <p>Jo Colwell</p>
3) That the Council adds an additional annual indicator: total carbon footprint (excluding the impact of offsetting measures and including the Council's companies)	Yes	<p><i>We are happy to publish this indicator using the best data available, however, we would not wish it to distract from our core KPI.</i></p> <p>Jo Colwell</p>
4) That the Council devises an indicator to show the length of time taken between leisure centre repairs being reported and their completion	Yes	<p><i>Ian Brooke will work through the measures to ensure the measure provides meaningful insight.</i></p>
5) That the target WR001 (Number of people moved into work by the Welfare Reform Programme) be reduced by 25%	Yes	<p><i>It has been agreed for the measure to be reduced by 25% for the remainder of the current financial year. The target set at the start of 19/20 will be maintained for 20/21 as staffing issues in the Welfare Reform Team have now been addressed: A new caseworker has been recruited and another member of staff has returned from maternity leave.</i></p> <p>Paul Wilding</p>
6) That the Council provides to Scrutiny an additional measure: capital expenditure in the year-to-date as a percentage of the start of year capital expenditure budget.	Yes	<p><i>The capital outturn report which went to CMT today for the second quarter ended 31-12-2020 showed forecast outturn of £54.621 million against a revised budget approved by Council in December of £59.961 million i.e. 91% forecast spend.</i></p> <p><i>The budget approved in February 2019 for 2020-21 was £101.5 million. Taking this budget the outturn forecast is 53.8%.</i></p> <p><i>It will be possible to itemise spend against Service Area.</i></p> <p><i>I will attend the next Scrutiny Committee to explain further.</i></p> <p>Nigel Kennedy</p>

Cabinet response to recommendations of the Scrutiny Committee made on 17/12/2019 concerning The Planning for the 2020 Zero Emissions Zone report

Response provided by Cabinet Member for Zero Carbon Oxford, Councillor Tom Hayes

Recommendation	Agree?	Comment
1) That the Council considers the suitability of the 'Zero Emissions Zone' name based on comparisons with the names and vehicle-charging criteria of other Clean Air Zones.	No	The Council has already undertaken considerable assessment of the name Zero Emission Zone and find it suitable to describe the zone and the Council's intentions.
2) That the Council explores the potential future use of geofencing for hybrid vehicles entering the zero emissions zone.	Yes	When geofencing is widely available it will be appropriate to consider how the technology can be used to enforce the ZEZ.
3) That the Council revisits the business case for use of fixed cameras as opposed to mobile ANPR, with particular focus on the capital and revenue costs, anticipated fee generation and levels of behaviour change between the two methods of enforcement.	No	The business case will form part of any final signoff for the scheme by both the City and County Council and it will be under review up to that point.
4) That the Council seeks to extend the Red Zone to include Broad Street and Turl Street.	No	These areas will form part of the Green Zone in 2021/22. No stakeholders have been engaged in these areas to date and it would therefore not be appropriate to include them in the Zone from Dec 2020.
5) That the Council amends the proposed daily charges to remove blue badge holders from the charge until December 2030, but for reconsideration as part of a full review of charges in 2024.	No	The Councils are already committed to a review in 2024.

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SCRUTINY WORK PLAN

February 2020 - May 2020

Published on: 24/02/20

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 Climate Emergency	To consider the Council's response to the Climate Emergency, primarily in relation to buildings, how to increase the number being retrofitted, and how to improve new build efficiency	Councillors; Richard Howlett (Chair), Craig Simmons (vice-Chair), Nadine Bely-Summers, Mike Gotch, Tom Landell Mills, John Tanner
Budget Review 2020/21	To review the 2020/21 budget proposals.	Finance Panel Membership

Timings of review groups

	Sept	Oct	Nov	Dec	Jan	Feb	March	April
Climate Emergency		Scoping	Evidence Gathering			Reporting		
Budget review			Scoping	Evidence gathering		Reporting		

SCRUTINY COMMITTEE

NO MEETING ALLOCATED

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Oxford Living Rent	No	A report following up on the Council motion of 25th November 2019 to consider options for introducing an Oxford Living Rent	Councillor Linda Smith, Affordable Housing	Ian Wright, Head of Regulatory Services and Community Safety, Stephen Clarke, Head of Housing Services / Director Housing Companies

3 MARCH 2020 - REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Annual Report on Gender Pay Gap	Yes	A report to fulfil a requirement to report annually on the gender pay gap.	Safer Communities and Customer Focused Services	Paul Adams, HR & Payroll Manager
Performance Monitoring - 2019/20 Quarter 3	No	For the Committee to consider Council performance against a set of corporate and service measures.	Deputy Leader - Finance and Asset Management	Helen Bishop, Head of Business Improvement
Blackbird Leys Development Project Detailed Design	Yes	To provide an update on the Blackbird Leys Development Project.	Affordable Housing	Tom Bridgman, Executive Director (Development)

6 APRIL 2020 - PROVISIONAL REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Public participation in decision making and citizen involvement	No	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.	Leader, Economic Development and Partnerships, Zero Carbon Oxford	Mish Tullar, Corporate Policy, Partnership and Communications Manager
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	No	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
Apprentices and NEETs	No	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
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
Oxford City Council Business Plan 2020-21	Yes	One 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

The 06 April 2020 meeting of Scrutiny will be the final meeting prior to the commencement of the new civic year. The Scrutiny Committee will decide on its work plan, including those things to be dealt with at Finance Panel. However, to ensure officers are given sufficient notice to prepare reports it is suggested that those reports required for the meeting of 02 June 2020 are agreed now.

The following reports and actions are possible suggestions for 02 June 2020:

- Member ideas for the new Scrutiny year
- Adoption of the Local Plan (June Cabinet)
- Performance Monitoring report and choice of future indicators
- Selective Licensing (June Cabinet)
- HMO Licensing (June Cabinet)
- OxWED update (June Cabinet)
- East Oxford Community Centre (June Cabinet)

The following reports are suggested for 06 July 2020

- Agree work plan for Scrutiny year
- Council Carbon Emissions

It may be sensible to defer the April item on Apprentices and NEETs to the July meeting to balance the workload.

FINANCE PANEL

The 25 February 2020 meeting of the Finance Panel was the final meeting prior to the commencement of the new civic year. The Scrutiny Committee will decide on its work plan, including those things to be dealt with at Finance Panel. However, to ensure officers are given sufficient notice to prepare reports it is suggested that those reports required for the meeting of 30 June 2020 are agreed now.

The following report has been suggested and by the time of the Scrutiny Committee will be in a position to be confirmed:

- Assessing the Council's options for borrowing, including the strengths and weaknesses of the PWLB, social impact bonds, municipal bonds or establishing the Council's own bond.

COMPANIES PANEL

12 MARCH 2020 - REPORTS WILL BE THE SAME AS THOSE AT THE SHAREHOLDER AND JOINT VENTURE GROUP MEETING

HOUSING PANEL

NO MEETING ALLOCATED

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Tenant Satisfaction	No	To consider the outcome of the Tenant Satisfaction Survey for council tenants.	Affordable Housing	Bill Graves, Landlord Services Manager
Building Control - outcomes of the Hackitt Review of Building Regulations and Fire Safety	No	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
Private rented sector housing	No	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

5 MARCH 2020 - REPORTS

Agenda item	Cabinet item	Description	Cabinet portfolio	Lead officer
Housing Performance - 2019/20 Quarter 3	No	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	No	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

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FORWARD PLAN

March 2020- June 2020

Published on: 24/02/20

CABINET: 11 MARCH 2020

ITEM 17: ID: I022356	BLACKBIRD LEYS DEVELOPMENT PROJECT DETAILED DESIGN Report Status: Confirmed for this meeting
To provide an update on the Blackbird Leys Development Project and seek approval to proceed to the detailed design phase.	
ITEM 18: ID: I022878	ANNUAL REPORT ON GENDER PAY GAP Report Status: Confirmed for this meeting
A report to fulfil a requirement to report annually on the gender pay gap.	
ITEM 19: ID: I021773	INTEGRATED PERFORMANCE REPORT FOR QUARTER 3 2019/20 Report Status: Confirmed for this meeting
Financial and Performance data for Q3 2019/20	
ITEM 20: ID: I024186	UPDATE OF HOUSING ASSISTANCE AND DISABLED ADAPTATION POLICY Report Status: Confirmed for this meeting
Minor changes to allow clarification around discretionary grant and joint custody arrangements	
ITEM 21: ID: I024214	ALLOCATION OF GROWTH DEAL FUNDS TO OXFORD CITY COUNCIL Report Status: Confirmed for this meeting
To delegate authority to officers to arrange the allocation of Growth Deal funds from Oxfordshire County Council to Oxford City Council.	
ITEM 22: ID: I024220	CIL CHARGING SCHEDULE Report Status: Provisional: Awaiting further information, advice or input.
For Cabinet to consider options relating to the CIL Charging Schedule review.	

COUNCIL 30 MARCH

ITEM 23: ID: I023196	OUTSIDE ORGANISATION REPORT - OXFORDSHIRE PARTNERSHIPS NOT REPORTED THIS YEAR Report Status:
Purpose: to provide Council with an update on the work of the smaller partnerships and those not reported separately in this Council year	

ITEM 24: ID: I022334	PAY POLICY STATEMENT 2020 Report Status: Provisional: Decision reliant on another action or process
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.	

ITEM 25: ID: I023197	OUTSIDE ORGANISATION REPORT - OXFORDSHIRE LOCAL ENTERPRISE PARTNERSHIP (LEP) Report Status:
Purpose: to update Council on the work of this outside organisation.	

CABINET 15 APRIL

ITEM 26: ID: I022534	OXFORD CITY COUNCIL BUSINESS PLAN 2020-21 Report Status: Provisional: Awaiting further information, advice or input.
One 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	

ITEM 27: ID: I023386	STREET NAMING AND NUMBERING POLICY Report Status: Provisional: Awaiting further information, advice or input.
Revised Street Naming and Numbering Policy for adoption	

ITEM 28: ID: I022312	ECONOMIC AND CITY CENTRE STRATEGIES Report Status: Provisional: Awaiting further information, advice or input.
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.	

CABINET 10 JUNE

ITEM 29: ID: I015275	EAST OXFORD COMMUNITY CENTRE - IMPROVEMENT SCHEME Report Status: Provisional : Decision needs further consideration or information
To present an improvement scheme for the East Oxford Community Centre following public consultation.	

ITEM 30: ID: I019467	OXPENS REDEVELOPMENT UPDATE Report Status: Provisional
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 Heads of Terms discussions. The City Council has formed a joint venture company, OxWED, with Nuffield College to progress the delivery of this scheme	

ITEM 31: ID: I024161	FUSION LIFESTYLE'S ANNUAL SERVICE PLAN FOR OXFORD LEISURE FACILITIES (2020/21) Report Status: Provisional: Decision needs further consideration or information
To recommend that Cabinet endorses Fusion Lifestyle's Annual Service Plan (2020/21) for the continuous development, management and operation of leisure services in Oxford.	
ITEM 32: ID: I024380	PROPOSAL TO IMPROVE THE PRIVATE RENTED SECTOR THROUGH SELECTIVE LICENSING Report Status: Confirmed for this meeting
The report provides findings from a review carried out into the housing conditions within the private rented sector and seeks approval from members to conduct a statutory consultation into the introduction of selective licensing of the private rented sector across the city	
ITEM 33: ID: I024379	REVIEW OF THE ADDITIONAL HMO LICENSING SCHEME Report Status: Confirmed for this meeting
The report provides findings from a review carried out for the HMO Licensing Scheme and seeks approval from members to conduct a statutory consultation to renew the scheme in January 2021	

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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