# **Agenda**



# **Cabinet**

This meeting will be held by Zoom and streamed to the Council's YouTube channel when the meeting starts,

https://www.youtube.com/oxfordcitycouncil

This meeting will be held on:

Date: Wednesday 9 December 2020

Time: **6.00 pm** 

Place: **Zoom - Remote meeting** 

# For further information please contact:

John Mitchell, Committee and Member Services Officer, Committee Services Officer

#### Members of the public can attend to observe this meeting and.

- may submit a question about any item for decision at the meeting in accordance with the Cabinet's rules
- may record all or part of the meeting in accordance with the Council's protocol

Details of how City Councillors and members of the public may engage with this meeting are set out later in the agenda. Information about recording is set out later in the agenda and on the <u>website</u>

Please contact the Committee Services Officer to submit a question; to discuss recording the meeting; or with any other queries.

## **Cabinet Membership**

#### Leader/ Chair

Councillor Susan Brown (Chair) Leader of the Council, Cabinet

Member for Economic Development

and Partnerships

**Cabinet Members** 

Councillor Ed Turner (Deputy Leader) Deputy Leader (Statutory), Cabinet

Member for Finance and Asset

Management

Councillor Tom Hayes (Deputy Deputy Leader, Cabinet Member for

Leader) Green Transport and Zero Carbon

Oxford

Councillor Nigel Chapman Cabinet Member for Customer

Focused Services

Councillor Mary Clarkson Cabinet Member for City Centre,

Covered Market and Culture

Councillor Alex Hollingsworth Cabinet Member for Planning and

**Housing Delivery** 

Councillor Mike Rowley Cabinet Member for Affordable

Housing

Councillor Linda Smith Cabinet Member for Leisure and

Parks

Councillor Marie Tidball Cabinet Member for Supporting Local

Communities

Councillor Louise Upton Cabinet Member for a Safer, Healthy

Oxford

Apologies received before the publication are shown under *Apologies for absence* in the agenda. Those sent after publication will be reported at the meeting.

# **Agenda**

Items to be considered at this meeting in open session (part 1) and in confidential session (part 2).

Future items to be discussed by the Cabinet can be found on the Forward Plan which is available on the Council's <u>website</u>

**Pages** 

- 1 Apologies for Absence
- 2 Declarations of Interest
- 3 Addresses and Questions by Members of the Public
- 4 Councillor Addresses on any item for decision on the Board's agenda
- 5 Councillor Addresses on Neighbourhood Issues
- 6 Items raised by Board Members
- 7 Scrutiny Committee Reports

Scrutiny Committee meets on 01 December. Any recommendations to Cabinet from that meeting will be published as a supplement.

8 Draft Strategic Vision for Oxfordshire

13 - 34

**Lead Member:** Leader - Economic Development and Partnerships (Councillor Susan Brown)

The Assistant Chief Executive has submitted a report which introduces a first draft of a Strategic Vision for Oxfordshire. The report explains the purpose of this unique approach, the scope and content of the Vision, and the timeline for the current engagement and finalising the Vision. The Draft Vision is presented for discussion and comments to help inform revisions prior to seeking future Growth Board endorsement.

**Recommendations:** That Cabinet resolves to:

- 1. **Provide its views** on the Draft Strategic Vision for Oxfordshire; and
- Delegate responsibility to the Assistant Chief Executive to develop a response to the Strategic Vision engagement exercise, in consultation with the Leader, reflecting the views expressed at this meeting.

## 9 Budget 2021/2022

**Lead Member:** Deputy Leader - Finance and Asset Management

This report is being published as a separate supplement in parallel with this agenda.

## 10 Quarterly Integrated Performance 2020/21– Q2

35 - 54

**Lead Member:** Deputy Leader - Finance and Asset Management

The Head of Financial Services and Head of Business Improvement have submitted a report to update the Cabinet on Finance, Risk and Corporate Performance matters as at 30<sup>th</sup> September 2020.

**Recommendation**: That Cabinet resolves to:

- 1. **Note** the projected financial outturn as well as the current position on risk and performance as at 30 September 2020; and
- **2. Note** the un-pausing of the Commercial Property capital project of £42million to allow for the purchase of properties for regeneration.

## 11 Treasury Management Mid –Year Report

55 - 70

Lead Member: Deputy Leader - Finance and Asset Management

The Head of Financial Services has submitted a report on the performance of the Treasury Management function for the 6 months to 30 September 2020.

Recommendation: That Cabinet resolves to:

1. **Note** the performance of the Treasury Management function for the six months to 30<sup>th</sup> September 2020

# 12 Lift Maintenance and Repair

71 - 76

**Lead Member:** Deputy Leader (Statutory) - Finance and Asset Management (Councillor Ed Turner)

The Head of Housing has submitted a report to seek project approval and delegation to award a contract to deliver Lift Maintenance and Repair Services to the Council.

**Recommendation:** That Cabinet resolves to:

- 1. **Grant project approval** for the provision of Lift Maintenance and Repair Services to the Council; and
- Delegate authority to the Executive Director of Housing, after consultation with the Monitoring Officer and the s151 Officer, to award the Lift Maintenance and Repair Services contract to the successful supplier(s) following completion of a tender process undertaken in accordance with the Public Contracts Regulations 2015.

## 13 Legionella Control Services

**Lead Member:** Deputy Leader (Statutory) - Finance and Asset Management (Councillor Ed Turner)

The Head of Housing has submitted a report to seek project approval and delegation to award a contract to deliver Legionella Control Services to the Council.

**Recommendations:** That Council resolves to:

- 1. **Grant project approval** for the provision of Legionella Prevention and Control Services to the Council; and
- Delegate authority to the Executive Director of Housing, after consultation with the Monitoring Officer and s151 Officer, to award the Legionella control contract to the successful supplier(s) following a tender process undertaken in accordance with the Public Contracts Regulations 2015.

#### 14 Meanwhile in Oxfordshire

**Lead Member:** Cabinet Member for Planning and Housing Delivery (Councillor Alex Hollingsworth)

The Executive Director (Development) has submitted a report to seek approval to enter into a £1.875m Funding Agreement with Oxfordshire Local Enterprise Partnership to support the 'Meanwhile in Oxfordshire...' project and to procure an operator to identify fit out and let vacant commercial units across the county.

77 - 82

83 - 98

#### **Recommendation:** That Cabinet resolves to:

- Delegate authority to the Executive Director-Development, in consultation with the Council's Section 151 Officer, the Head of Law and Governance and the Leader of the Council, to agree and enter into grant funding arrangements and contractual terms with OxLEP for £1.875m in Getting Building Fund funds for the delivery of 'Meanwhile in Oxfordshire...';
- 2. Draw down the £1.875m and delegate authority to the Executive Director – Development, in consultation with the Council's Section 151 Officer, the Head of Law and Governance and the Leader of the Council to enter into contract with an operator, subject to an appropriate procurement process; and to allocate appropriate internal project management resource to deliver the project from the allocated funding; and
- 3. Delegate authority to the Executive Director-Development to take any further steps necessary to comply with the grant funding conditions and to deliver the project within the identified budget in order to meet the challenging timescales of the project including explicit permission to enter into an OJEU compliant procurement process and taking account of any prevailing UK legislation at time of procurement to contract a Meanwhile Operator.

# 15 Annual Monitoring Report 2019/20

99 - 196

**Lead Member:** Cabinet Member for Planning and Housing Delivery (Councillor Alex Hollingsworth)

The Head of Planning Services has submitted a report seeking Cabinet approval for the Annual Monitoring Report and Infrastructure Funding Statement for publication.

**Recommendation:** That Cabinet resolves to:

- Approve the Annual Monitoring Report and Infrastructure Funding Statement 2019/20 for publication; and
- Authorise the Head of Planning Services to make any necessary minor corrections not materially affecting the document prior to publication.

## 16 Boswells Department Store

**Lead Member:** Deputy Leader (Statutory) - Finance and Asset Management (Councillor Ed Turner)

The Executive Director – Development has submitted a report to seek approval to enter into an agreement to enable the redevelopment of the Boswells department store to create a new 4\* hotel.

Recommendations: That Cabinet resolves to:

- Approve the terms negotiated in relation to the redevelopment of the Boswells Department Store as set out in Exempt Appendix 2 not for publication; and
- Delegate authority to the Executive Director Development, in consultation with the Section 151 officer, Head of Law and Governance and the Cabinet Member for Finance and Property, to vary those terms on condition that the revised terms continue to represent the best consideration reasonably obtainable.

# 17 Community Infrastructure Levy (CIL) – In Kind Policy

203 -210

**Lead Member:** Councillor Alex Hollingsworth

The Head of Planning Services has submitted a report to approve the policy for Community Infrastructure Levy (CIL) Payment in Kind.

Recommendation: That Cabinet resolves to:

 Approve the Community Infrastructure Levy (CIL) In Kind Policy (pursuant to regulations 73, 73A, 73B and 74 of the Community Infrastructure Levy Regulations 2010 (as amended) ("the CIL Regulations") which will come into force on 21 December 2020 if approved.

## Workplace Equalities and Action Plan

**Lead Member:** Cabinet Member for Customer Focused Services (Councillor Nigel Chapman)

The Head of Business Improvement has submitted a report to:

Present and seek approval for the publication of the annual Workforce Equality Report 2020, which includes the Gender Pay Gap Report and the Ethnicity Pay Gap Report;

Share current progress on the development of the draft Equalities, Diversity and Inclusion (EDI) Strategy where it relates to Workforce Equality; and

For the Cabinet to note that the actions that will fall out of the draft EDI strategy will support the Council to develop the relationships with local communities, which will assist the Council to realise its employee representation aspirations.

Recommendations: That Cabinet resolves to:

- 1. **Approve** the contents of the Workforce Equality Report 2020;
- 2. **Delegate authority** to the Head of Business Improvement to publish the Workforce Equality Report and to make any changes as may be required before publication following Cabinet discussion;
- 3. **Approve** the contents of the Gender Pay Gap and Ethnicity Pay Gap reports for this year recognising that in the next year a methodology will be developed to undertake a "deep dive" into both datasets to understand the intersectional position, and in addition conduct a Disability Pay Gap analysis; and
- 4. **Delegate authority** to the Head of Business Improvement to publish the Gender Pay Gap table at paragraph 26 before 30 March 2021 and the Ethnicity Pay Gap table at paragraph 44 on the Council website.

# 19 Land Quality Strategy Review

259 -286

**Lead Member:** Cabinet Member for a Safer, Healthy Oxford (Councillor Louise Upton)

The Head of Environmental Sustainability has submitted a report to agree the adoption of the updated Land Quality Strategy 2020.

**Recommendation:** That Cabinet resolves to:

1. **Approve** the revised Land Quality Strategy for adoption;

Continue to endorse the approved procedure for dealing with contaminated land by:

- Using the development control regime wherever possible in order to assess and remediate land affected by contamination.
- Where this is not possible we will utilise powers under Part 2a of the Environmental Protection Act (1990) in order to ensure contaminated land is remediated; and
- 2. **Note** that if works are required under Part 2a Of the Environmental Protection Act (1990), then this will be funded from contingencies and reserves.

#### 20 Minutes

287 -294

**Recommendation:** That Cabinet resolves to **approve** the minutes of the meeting held on 11 November 2020 as a true and accurate record.

# 21 Dates of Future Meetings

Meetings are scheduled for the following dates:

- 20 January
- 10 February
- 10 March
- 14 April

All meetings start at 6pm unless otherwise stated

# 22 Matters Exempt from Publication

If Cabinet 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 Cabinet 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.

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

# Part Two – matters exempt from publication

# 23 Boswells Department Store - Confidential Appendices 2, 3 and 4

295 -312

## Information for those attending

## Recording and reporting on meetings held in public

Members of public and press can record, or report in other ways, the parts of the meeting open to the public. You are not required to indicate in advance but it helps if you notify the Committee Services Officer prior to the meeting so that they can inform the Chair and direct you to the best place to record.

The Council asks those recording the meeting:

- To follow the protocol which can be found on the Council's website
- · Not to disturb or disrupt the meeting
- Not to edit the recording in a way that could lead to misinterpretation of the
  proceedings. This includes not editing an image or views expressed in a way that may
  ridicule or show a lack of respect towards those being recorded.
- To avoid recording members of the public present, even inadvertently, unless they are addressing the meeting.

Please be aware that you may be recorded during your speech and any follow-up. If you are attending please be aware that recording may take place and that you may be inadvertently included in these.

The Chair of the meeting has absolute discretion to suspend or terminate any activities that in his or her opinion are disruptive.

## **Councillors 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; licenses 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". 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 member's spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

# How Oxford City Councillors and members of the public can engage at Cabinet

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

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

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

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

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

#### Councillors speaking at meetings

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

#### Councillors speaking on Neighbourhood issues (10 minutes in total)

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

#### Items raised by Cabinet members

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



# Agenda Item 8



To: Cabinet

Date: 9 December 2020

Report of: Assistant Chief Executive

Title of Report: Strategic Vision for Oxfordshire

(Common Report to Council Cabinets).

	Summary and recommendations	
Purpose of report:  Key decision:	This report introduces a first draft of a Strategic Vision for Oxfordshire (attached as Appendix 1). The report explains the purpose of this unique approach, the scope and content of the Vision, and the timeline for the current engagement and finalising the Vision. The Draft Vision is presented for discussion and comments to help inform revisions prior to seeking future Growth Board endorsement.	
Cabinet Member:	Councillor Susan Brown, Leader and Cabinet Member for Economic Development & Partnerships	
Corporate Priority:	All.	
Policy Framework:	Council Strategy 2020-24.	
Recommendations: That Cabinet resolves to:		

1. Provide its views on the Draft Strategic Vision for Oxfordshire; and

2. **Delegate** responsibility to the Assistant Chief Executive to develop a response to the Strategic Vision engagement exercise, in consultation with the Leader, reflecting the views expressed at this meeting

Appendices	
Appendix 1	Oxfordshire's Strategic Vision for Long Term Sustainable Development – Engagement Draft

. 13

#### Introduction

- 1. The Oxfordshire Growth Board ('the Board) was established in 2014 as a Joint Committee¹ of the six councils of Oxfordshire, together with key strategic partners. Following a recent review, the Board's aim is to help coordinate economic, housing and infrastructure development in a way that is inclusive and maximises local social and environmental benefits. The Board's establishment was premised on strengthening partnership arrangements across Oxfordshire for pragmatic working on key strategic issues. It has successfully done this by overseeing the delivery of cross-county projects that the councils of Oxfordshire were seeking to deliver in a collaborative way between local authorities, the Local Enterprise Partnership and wider partners and stakeholders².
- 2. Oxfordshire has considerable and diverse strengths. It is also facing significant change, but with change comes the opportunity for progress based on new ways of thinking. Conversations between Growth Board partners and the public, and innovative work on economic inclusivity, have shown that there is a desire to see a different approach to place-shaping in Oxfordshire. For example, the public's responses to the consultation on the Oxfordshire Plan 2050 Regulation 18 document gave us a clear steer that there is an appetite for an approach that:
  - is ambitious, radical, innovative and creative
  - is Oxfordshire-specific and reflects the views of local people
  - prioritises climate change
  - focusses on social, economic and environmental well-being, not solely on a narrow definition of growth.
- 3. Through the Growth Board, the councils have collectively expressed their desire for plans, strategies, programmes and investment priorities for Oxfordshire to be ambition-led and outcome-focussed. Achieving these ambitions will require all those who make future decisions about investment, and those planning for and delivering place-making across all areas of Oxfordshire, to maximise impact by working together based on shared strategic priorities and by embracing innovation to develop solutions. Developing a Strategic Vision for Oxfordshire is a unique opportunity to respond to this challenge, through the Growth Board, on behalf of local councils and partners.
- 4. Establishing a clear and coherent vision for Oxfordshire setting out what the partners are seeking to achieve and their strategic priorities, also plays an important role in helping manage some of the risks to the Oxfordshire Plan at Examination.

#### **Purpose & Status of the Draft Strategic Vision**

5. Building on the success of recent engagements and consultations, the Growth Board partnership wishes to consider in a positive, open and transparent way what an ambition for Oxfordshire should look like and how it can be achieved by drawing

<sup>&</sup>lt;sup>1</sup> Under s101 (5), 102 Local Government Act 1972 (LGA 1972) and s9EB Local Government Act 2000 (LGA 2000) and pursuant to the Local Authorities (Arrangement for the Discharge of Functions) (England) Regulations 2012.

<sup>&</sup>lt;sup>2</sup> As a Joint Committee, the Board may discharge executive functions if delegated to it by each constituent local authority, but each constituent authority retains the ability to exercise all executive and non-executive functions generally and specifically in relation to economic development including where applicable provision of housing, strategic spatial planning and strategic transport planning.

- on new ways of thinking about sustainable development. The Draft Vision is intended to be the start of a conversation with our communities to build consensus around a common set of goals for Oxfordshire, strengthening and improving the Vision.
- 6. In doing so, the Strategic Vision is not intended to replace or set the specific vision for any of our individual communities, councils or partner organisations. It is crucial to not lose sight of the rich variety of places that make up Oxfordshire and all that is valued about the character of our city, towns and villages and our natural and historic environments. It is recognised that delivering the Strategic Vision will require place-focussed responses to specific challenges and opportunities that reflect particular circumstances. That happens best through a detailed understanding of places and communities to arrive at solutions that work for them. Delivering the Vision will require long-term collective commitment and investment by the partners that make up the Growth Board but also, crucially, by a wider set of strategic stakeholders and partnerships.
- 7. The Strategic Vision is part of the existing portfolio approach to plan and strategy development in Oxfordshire. The Vision has a specific role and a clearly defined non-statutory status. While it is similarly looking to 2050 and is intended to support the development of the Oxfordshire Plan indirectly, it is not part of the Oxfordshire Plan 2050 itself. It explicitly does not deal with the quantum of housing or economic growth for Oxfordshire, nor direct where it should go. Those are matters more appropriately dealt with through other plans (Oxfordshire Plan 2050 and Local Plans). The Vision can however play an important role in seeking to drive improvements to environmental, social and economic well-being which may be reflected in emerging plans, strategies and programmes.
- 8. The Oxfordshire Plan will deliver parts of the Vision, but not all the ambitions and outcomes are within its sphere of influence. The Strategic Vision cuts across many sectors and is designed to inform a range of plans, strategies and programmes. Local plans, infrastructure plans, economic strategies and associated plans and programmes will all have important roles to play. For example, having a set of long-term, strategic, economic, infrastructure and environment investment priorities aligned to shared outcomes will help ensure Oxfordshire is investing in the right infrastructure and other assets in a timely way, maximising the benefits of that investment, avoiding unnecessary expenditure and helping ensure it is better placed to influence the priorities of other relevant organisations. Having a 'whole system' agreed vision of where we are heading, and our expected outcomes would go a very long way to help align our work and our infrastructure programmes.
- 9. The Vision should also be read by partners beyond Oxfordshire as a statement of intent by the partnership that has prepared it. Of particular significance is the Government's announcement in March 2020 of its backing for a spatial framework for the Oxford-Cambridge Arc. Oxfordshire can help achieve its collective ambition by looking to influence any framework for the Arc based on its Strategic Vision.

#### Scope of the Draft Strategic Vision

10. The Draft Strategic Vision is high-level, overarching and long-term. It is positive, optimistic and aims high in its ambition for Oxfordshire. The Vision sets out how the plans, strategies and programmes for Oxfordshire, including the Oxfordshire Plan 2050, can be ambition-led and outcome focussed, facilitating a step-change in the

- approach to delivering sustainable development in Oxfordshire. In much the same way that local councils adopt corporate plans to guide their work, the Vision will help guide the approach to joint working and joint programmes between those councils and their partners.
- 11. The Strategic Vision is centred on people's well-being, with Oxfordshire a place where current and future generations thrive. Well-being of individuals is important, but the Strategic Vision also addresses well-being in the round in ways that make important connections because there are well-recognised intrinsic links between the environmental, social and economic dimensions of well-being and how these need to be underpinned by improved resilience. The ambition is to utilise the unique opportunities and assets in Oxfordshire to shape healthy, sustainable, resilient communities.
- 12. The Strategic Vision defines the ambition for Oxfordshire as a set of outcomes, which if we are successful, will have been achieved by 2050. To help achieve the ambition the Vision defines what is meant by 'good growth', with the approach based on improvements in quality and circumstances for individuals and society. The aim is that growth in Oxfordshire will be inclusive, focussing on progress in improving health and well-being, transitioning to a low carbon future, addressing inequalities and prioritising the natural environment, alongside greater resilience to climate and economic change. The Vision also includes a set of Guiding Principles (or inter-related ground rules) which together articulate how Oxfordshire will change as a place over the next 30 years.
- 13. Delivery against a 30-year vision will require pragmatism and realism as the tools of our innovation and ambition develop. However, the Strategic Vision recognises that decisions, actions and investments are required now to place Oxfordshire on the pathway to delivery by 2050.
- 14. It is very likely that achieving the final, agreed outcomes by 2050 will require some trends to be reversed, while for some other trends, where progress is already being made, there will need to be an increase in the pace of change, making the most of the vital role place-making plays in delivering positive outcomes. Measuring progress, so that we know what responses are needed, will be an important part of the approach to delivering the Strategic Vision. It also provides a robust basis on which Oxfordshire's communities and stakeholders may hold the Growth Board to account. At this stage we have not attempted to define or agree targets or the indicators for monitoring delivery. Development of a robust framework for monitoring progress and continual improvement will form a key part of the next phase of work on the Strategic Vision, drawing on public and stakeholder engagement.

## Considerations for an Oxford City Council Response to the Draft Vision

- 15. All Oxfordshire authorities have been asked to submit responses on the draft vision by 3<sup>rd</sup> January 2021. Cabinet is therefore asked to provide views on the document and consider key points for inclusion in a city council response, including consideration of the following:
  - Whether the draft Vision gives sufficient recognition of the diversity and difference between different areas within the county, and in particular the

- specific characteristics of the city and that delivering on the Vision will require place-focused leadership at city and district level to develop effective strategies and plans for different areas to achieve the joint vision?
- Whether the draft Vision aligns with the <u>Oxford2050 Vision</u> which the City Council has already produced and which was subject to wide engagement in 2017, and whether this should be highlighted in the document?
- Whether the draft vision strikes the right balance between the environment, economic and social pillars of sustainable development, accepting that growth will be necessary, but needs to be delivered sustainably and that there will be democratically accountable choices and decisions to be made at local level to deliver sustainable solutions.

#### **Timescales & Next Steps**

- 16. Work on the Strategic Vision is time-critical. It is intended to indirectly support the development of the Oxfordshire Plan 2050, as well as the Government's planned spatial framework for the Oxford-Cambridge Arc. Work on a spatial framework is now gathering momentum and is expected to progress at pace; having an agreed Strategic Vision in place will provide Oxfordshire with a firm basis to influence any framework for the Arc.
- 17. Preparation of the Draft Strategic Vision is the beginning of a process. Because the Growth Board wants to be open about what it is trying to achieve, it is carrying out bespoke and wide public and stakeholder engagement, providing an early opportunity for people to share and shape its thinking through public discussion and debate. The programme of public and stakeholder engagement will run from 16 November 2020 to 3 January 2021.
- 18. Due to COVID-19, the Growth Board is using the Oxfordshire Open Thought digital engagement platform which has already proved very helpful in engaging on wideranging topics and long-term thinking. Engagement on the Strategic Vision will respond to that earlier conversation, and use Open Thought to seek support, build consensus and make improvements.
- 19. The Growth Board partners have important linkages with communities and grassroots networks in Oxfordshire. The views of the Growth Board partners will therefore be crucial in shaping the Strategic Vision as it evolves. The more consensus that can be built, the more it will be possible to develop and implement effective plans and programmes for Oxfordshire. The Growth Board is therefore asking that the Strategic Vision is considered by each local authority's Scrutiny Committee and Cabinet during the engagement period.
- 20. The Vision will be refined by the Growth Board taking account of the engagement and further work (informal sustainability advice for example). Early, preengagement comments made through the Growth Board Scrutiny Panel and Growth Board process will be picked up as part of the post-engagement re-drafting.
- 21. Subject to the feedback received and support generated, the Growth Board will seek endorsement of a revised Strategic Vision at its meeting scheduled for 23 March 2021.

#### **Financial Implications**

22. The preparation and development of the Strategic Vision will be covered within existing budget and resource allocations. No additional financial commitments are required as part of this report.

## **Legal implications**

23. The Strategic Vision for Oxfordshire has a clearly defined non-statutory status. Nevertheless, it may be prudent to seek legal advice following engagement but prior to agreement of the Vision, to ensure the agreed language of the Vision moving forward is helpful to, rather than in conflict with, the emerging next stage of the Oxfordshire Plan 2050.

#### **Conclusion**

24. The development of a Strategic Vision for Oxfordshire, which encompasses the shared ambitions of local councils and key organisations, provides a unique opportunity to bring together a clear and unambiguous statement about what it is we want to achieve in Oxfordshire. This bold and striving approach is being developed as part of a wider engagement process with Growth Board partners, councillors and residents. Cabinet is asked to provide its feedback on the draft Strategic Vision, and delegate responsibility to agree final wording of a response to the Assistant Chief Executive in consultation with the Leader before 3 January 2021.

Report authors:	Stefan Robinson, Growth Board Manager, Oxfordshire Growth Board
	Caroline Green, Assistant Chief Executive
Job title	Assistant Chief Executive
Telephone	07483 007109
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Background Papers: None	

# Appendix 1: Oxfordshire's Strategic Vision for Long-Term Sustainable Development - Engagement Draft

#### **Our Vision Statement for Oxfordshire**

Enhanced well-being sits at the heart of our ambition.

We want Oxfordshire to thrive so that the lives of current and future generations are improved. To achieve this will require bold, innovative, collaborative and inclusive thinking with decisions and actions that deliver real and lasting change in ways that build resilience and enhance well-being.

To be well, we need the right environmental, social and economic conditions, underpinned by improved resilience, and built on a clear understanding that the different dimensions of well-being are intrinsically linked. By resilience we mean decarbonisation, tackling climate change and mitigating its impacts, securing a biodiverse natural environment, building community connectedness, better health, and improved educational attainment and skills that will support the jobs of the future. Our ambition is to utilise the unique opportunities and assets in Oxfordshire to accommodate growth sustainably, and shape healthy, resilient communities in which it is possible for all residents to thrive.

If we are successful, these are the outcomes that will have been achieved in Oxfordshire by 2050:

- We will be the first generation to leave Oxfordshire's natural environment in a better state than that in which we found it. The natural environment will be more biodiverse, supporting social, economic and ecological resilience and the capacity to adapt to change.
- Oxfordshire will already be carbon neutral, and will be moving towards a carbon negative future, in which the County is removing more carbon than it emits each year.
- The population will be healthier and happier, inequalities will have been reduced, young people will feel excited about their future and the overall well-being of the population will have improved.
- The economy of Oxfordshire will be successful and sustainable, making the most of all our people and with quality places where people want to live and work.
- We will have energy efficient, well-designed homes, sufficient in numbers, location, type, size, tenure and affordability to meet the needs of our residents.
- Movement around Oxfordshire will be transformed, with greater connectivity and mobility in and between places in ways that enhance environmental, social and economic well-being.
- Our communities will be rooted and flourishing, with enhanced and lasting connectedness driven by individual and community action.

#### 1. Introduction

- 1.1 Oxfordshire has considerable and diverse strengths. Its beautiful countryside, from the Chilterns to the Cotswolds, with high quality landscapes and areas important for nature conservation, its rich and diverse built and historic environment formed from the fabric of its market towns and villages and the vibrant, diverse cultural offer and urban environment in the City of Oxford, and its proximity and connections with other places, are key reasons why people choose to live, work, visit and invest here. These strengths have formed the foundation of Oxfordshire's economic success. But there are also challenges. Oxfordshire is one of the fastest growing economies in the country, but it is also among the least equal, with significant and stubborn economic and social inequalities. And there are problems linked to congestion, housing affordability and the well-being of the natural and built environments. All these impact on Oxfordshire's residents and businesses.
- 1.2 Oxfordshire is facing significant changes. Some of these such as climate change and the unprecedented impacts of the COVID-19 pandemic are the result of trends that are being experienced by the global community. Other changes reflect Oxfordshire's status as an international centre of pioneering research and innovation based on a hive of knowledge-intensive economic activity at the universities and science, technology and business parks. Changes are being influenced by Oxfordshire's links with neighbouring areas such as the Thames Valley and Swindon, and more widely with the Oxford-Cambridge Arc which is now a key national economic priority for the Government.
- 1.3 Change is inevitable, but change is not inevitably detrimental. With change comes the opportunity for progress based on new ways of thinking. We have seen an important increase in emphasis on climate change internationally, nationally and locally, with legislation in 2019 to eradicate the UK contribution to climate change by 2050, and with climate change emergencies declared by all the Oxfordshire Councils. We now have a better understanding that every decision made as a result of emerging plans and strategies for Oxfordshire has the potential to, and very probably will, impact (positively or negatively) on local, national and global emissions in the short, medium and long-term, to way beyond plan end dates.
- 1.4 Most recently, the COVID-19 crisis has generated considerable uncertainty and brought into sharp focus important, complex and sometimes uncomfortable questions about the impact of the pandemic. But we have also seen how, although physically apart, people have come together to give care, support and friendship within their communities. It has also given us a glimpse of a world less dependent on personal travel and more reliant on digital connectivity. How can we capture the positive aspects of these changes as we move forward? The pandemic has forced us to think about how we should frame our choices as the country moves towards recovery, what our priorities should be and how to deliver positive outcomes.
- 1.5 We need to be pragmatic in responding to current circumstances, whilst recognising the importance of taking this opportunity to think strategically about how best to tackle long-term problems as we re-build and secure the future of our local economies. Others have referred to this process as 'building back better', in which traditional models of growth are re-thought, re-set and replaced with a more balanced approach based on a broader range of objectives. We should not avoid tackling issues now, but it is also important to establish a pathway for long-term change.

- 1.6 We know that within Oxfordshire there is a desire to see a different approach to place-shaping. Early in 2019 the partnership preparing the Oxfordshire Plan 2050 started a formal conversation with the public and stakeholders about planning for Oxfordshire's long-term future. The public's response to that consultation gave us a very clear steer that there is an appetite for an approach that:
  - is more ambitious, radical, innovative and creative
  - is more Oxfordshire-specific and reflective of local people's views
  - prioritises climate change, and
  - focusses on social, economic and environmental well-being, and not solely on a narrow definition of growth.
- 1.7 Similar thoughts were also reflected in the One Planet Living Oxfordshire Shared Vision<sup>1</sup>. Developed for a broadly-based Oxfordshire partnership, and drawing on input from some 100 stakeholders from across Oxfordshire, the One Planet approach sets out the sorts of big thinking and action that is required to achieve sustainable living based on a happier, healthier, greener future. And, the Oxfordshire Growth Board's Open Thought initiative<sup>2</sup> has added to the debate and pool of ideas by tapping into the wealth of knowledge to help find solutions to accommodate changes in how we will live and work, how we will connect with each other and how we will manage and respond to climate change.
- 1.8 Our bold economic ambitions<sup>3</sup> have been brought to life in an investment plan<sup>4</sup>. We can see from this how Oxfordshire is uniquely placed to embrace the dynamic potential of world-leading innovation and research and development to support economic recovery and growth for the benefit of local residents.
- 1.9 Innovative work on inclusive growth<sup>5</sup> has brought relevance and visibility to a need for us to actively recognise and address the inequalities in our success. It has highlighted a wide range of issues, including the need to tackle deprivation and disadvantage in Oxford and our other urban areas, improve educational attainment and to develop the skills required to access new employment opportunities and to improve physical and digital connectivity in our rural areas. If we are to deliver our vision and ambitions, these inequalities will need to be addressed so that growth is genuinely inclusive.
- 1.10 These conversations and thinking have shown that if we frame our ambition based on what is demonstrably achievable over the next thirty years, we could fall well short of what those who have contributed are looking to achieve. That would be a missed opportunity that fails to capitalise on Oxfordshire's scope for innovation over the longer-term. We therefore wish to determine in a positive, open and transparent way what our ambition for Oxfordshire should look like and how we can achieve it by drawing on new ways of thinking about sustainable development.
- 1.11 In doing so, we should not lose sight of the rich variety of places that make up Oxfordshire. We value the character of these different settings our city, towns and villages and our natural and historic environments and recognise that delivering our shared Strategic Vision will require place-focussed responses to specific challenges and opportunities that reflect particular circumstances. For example, activity to achieve ambitions for zero carbon and increased biodiversity will need different design solutions

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<sup>&</sup>lt;sup>1</sup> One Planet Oxfordshire: Our Shared Vision, Bioregional, 2019

<sup>&</sup>lt;sup>2</sup> See: <u>https://www.oxfordshireopenthought.org</u>

<sup>&</sup>lt;sup>3</sup> Oxfordshire's Local Industrial Strategy, 2019

<sup>&</sup>lt;sup>4</sup> Oxfordshire's Local Industrial Strategy Investment Plan, 2020

<sup>&</sup>lt;sup>5</sup> Led by Oxfordshire's Local Enterprise Partnership under Oxfordshire's 'Social Contract' and by the City of Oxford

- in the high-density environments of the city and urban areas than in rural settings. This happens best through inclusive processes and a detailed understanding of places and communities to arrive at solutions that work for them.
- 1.12 We also recognise that positive change will evolve and take time: it is not linear and not smooth. This Vision sets our ambition high: while we are realistic in understanding this will evolve over time and must be couched against dynamic economic, political and social forces beyond our direct control, we want to challenge the norm and the lowest common denominator to provide the best possible future for our residents.

#### 2. Purpose & Status of the Strategic Vision

- 2.1 This Strategic Vision has been prepared by the collective leadership of the Oxfordshire Growth Board. The Growth Board comprises the six councils of Oxfordshire<sup>6</sup> and key strategic partners<sup>7</sup>. It facilitates collaborative working on economic development, strategic planning and growth, and oversees the projects agreed in the Oxfordshire Housing and Growth Deal, seeking agreement on local priorities.
- 2.2 The Strategic Vision cuts across many sectors and is designed to inform a range of strategies, plans and programmes. It represents our common and shared ambition but is not intended to replace or set the vision for any of our communities or partner organisations.
- 2.3 Not all the ambitions and outcomes will be within the sphere of influence of the Oxfordshire Plan 2050. That plan will deliver parts of the Vision, but as a statutory planning document, it cannot address all aspects involved in delivering this Vision. Local plans, infrastructure plans, economic strategies and associated plans and programmes will also have important roles to play. There is also a role for the individual to help deliver our ambitions, as our own actions can support or detract from delivering the Vision.
- 2.4 We want our plans, strategies and programmes, including the Oxfordshire Plan 2050, to be ambition-led and outcome focussed. Our Strategic Vision will be transformative, centred on people's well-being, addressing climate change, as well as on the health and quality of our natural environment. The Strategic Vision is intended to facilitate a step-change in our approach to planning for and delivering sustainable development for Oxfordshire.
- 2.5 The Strategic Vision is high-level, overarching and long-term. While the outcomes and priorities are unlikely to alter over the short to medium-term, our approach needs to be resilient to change over time. Our Strategic Vision is positive and optimistic. It recognises that although there is a high level of uncertainty over a 30-year period, particularly around external factors including climate and technological change, new opportunities to balance environmental, social and economic needs to deliver sustainable development in different and better ways will emerge. This will position Oxfordshire to challenge and capitalise on the scope for innovation over the longer-term.
- 2.6 Delivery against a 30-year vision will require pragmatism and realism as the tools of our innovation and ambition develop. However, this pragmatism should be seen to support delivery against our vision and not as an excuse to under-perform.

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<sup>&</sup>lt;sup>6</sup> Cherwell District Council, Oxford City Council, South Oxfordshire District Council, Vale of White Horse District Council, West Oxfordshire District Council and Oxfordshire Council

Oxfordshire LEP, Oxfordshire Skills Board, Oxford Brookes University, University of Oxford, Homes England, DEFRA, Oxfordshire Clinical Commissioning Group, Environment Agency, Network Rail and Highways England

- 2.7 Our Vision should be read by partners within and beyond Oxfordshire as a statement of intent by the partnership that has prepared it. Of particular significance is the Government's announcement in March 2020 of its backing for a spatial framework for the Oxford-Cambridge Arc. Oxfordshire will look to influence any framework for the Arc based on this Strategic Vision to help achieve our collective ambition.
- 2.8 The Strategic Vision forms part of the informal interface between national and local policy, helping to deliver national objectives such as those for 'clean growth' which aim to make the most of low carbon opportunities locally while meeting national and international commitments to tackle climate change<sup>8</sup>. It also supports delivery of national health priorities<sup>9</sup>. These identify the importance of prevention and reducing health inequalities and recognise that embedding healthy place-shaping principles within plans ensures that future developments are designed to support prevention and physical and mental well-being.
- 2.9 This Strategic Vision is part of the existing portfolio approach to plan and strategy development in Oxfordshire. Its role is to establish an overarching ambition that informs the Oxfordshire Plan 2050 amongst other relevant plans, strategies and programmes that reflect wider considerations such as health and well-being and infrastructure that impact on place-making in Oxfordshire. By providing clear strategic leadership and direction, we aim to increase confidence in the delivery of long-term spatial priorities.
- 2.10 This is the beginning of a process. We want to be open about what we are trying to achieve so we are carrying out bespoke public and stakeholder engagement providing an early opportunity for people to share and shape our thinking through public discussion and debate.

#### 3. Oxfordshire's Challenges & Opportunities

- 3.1 The starting point for developing ambition-led plans and strategies is agreement about what they are seeking to achieve or change and what strategic challenges will need to be addressed. We have identified six key strategic challenges facing Oxfordshire:
  - Health & Social Inequalities
  - Our Natural & Built Environment
  - Climate Change & Energy
  - Housing Affordability & Access to Affordable Housing
  - Economic Growth
  - Transport & Digital Connectivity.
- 3.2 Many factors impact on our lives and well-being, and there are strong and complex relationships between these challenges: from the links between the well-being of the natural and built environments and the well-being of individuals, communities and the economy; to the relationships between social and economic inequalities and health; to the linkages between connectivity and climate change, the natural environment, economic productivity, physical and mental health, and community connectedness.

<sup>&</sup>lt;sup>8</sup> The Clean Growth Strategy – Leading the way to a low carbon future, HM Government, 2018

<sup>9</sup> NHS Long Term Plan, 2019

#### 4. Strategic Influencers

- 4.1 A key role for this Strategic Vision will be to help align long-term spatial, economic and infrastructure investment priorities across Oxfordshire. There are already other plans, strategies, policies and investment programmes (in existence or emerging), as well as legislative requirements, that will influence place-shaping in Oxfordshire, including where development in Oxfordshire should take place and where investment should be focussed. Oxfordshire will be shaped by these 'strategic influencers' to varying degrees over the next 30 years. We have 'mapped' the main strategic influencers and summarised their key messages for Oxfordshire. This information is set out in Annex 1.
- 4.2 The strategic influencers will continue to evolve some will change, and other new influencers will emerge as plans and strategies for Oxfordshire are developed, national policy changes and sub-national frameworks take shape. Some parts of this evolving context of strategic influencers will be more within the control of the partnership organisations than others. But in most cases, the relationship is a two, rather than one-way, process and there is an opportunity to influence and shape the priorities, plans, strategies and investment decisions of others, particularly in the longer-term a means of 'influencing the influencers'. Our Strategic Vision can help maximise the benefits of decisions made by others, as well as helping to mitigate the impact of decisions outside the partnership's control.

#### 5. Defining Our Ambition

- 5.1 Enhanced well-being sits at the heart of our ambition. We want Oxfordshire to thrive so that the lives of current and future generations are improved. To achieve this will require bold, innovative, collaborative and inclusive thinking with decisions and actions that deliver real and lasting change in ways that build resilience and enhance well-being.
- The well-being of individuals is important, and the actions we take to address our own well-being are key to cumulative and collective success. But we have also taken the opportunity to think about well-being in the round and in ways that make important connections, recognising that different dimensions of well-being are intrinsically linked. To be well physically and mentally, we need the right environmental, social and economic conditions underpinned by improved resilience. By resilience we mean de-carbonisation, tackling climate change and mitigating its impacts, securing a biodiverse natural environment, building community connectedness, better health, and improved educational attainment and skills that will support the jobs of the future. Our ambition is to utilise the unique opportunities and assets in Oxfordshire to shape healthy, sustainable, resilient communities in which it is possible for all residents to thrive.
- 5.3 If we are successful, these are the **outcomes** that will have been achieved in Oxfordshire by 2050 this is what better will look like. Although the outcomes are long-term, decisions, actions and investment are required now to place Oxfordshire on the pathway to delivery by 2050.

#### **Outcomes for Oxfordshire**

- We will be the first generation to leave Oxfordshire's natural environment in a
  better state than that in which we found it. The natural environment will be more
  biodiverse, supporting social, economic and ecological resilience and the capacity to
  adapt to change.
- Oxfordshire will already be carbon neutral, and will be moving towards a carbon negative future, in which the County is removing more carbon than it emits each year.
- The population will be healthier and happier, inequalities will have been reduced, young people will feel excited about their future and the overall well-being of the population will have improved.
- The economy of Oxfordshire will be successful and sustainable, making the most of all our people and with quality places where people want to live and work.
- We will have energy efficient, well-designed homes, sufficient in numbers, location, type, size, tenure and affordability to meet the needs of our residents.
- Movement around Oxfordshire will be transformed, with greater connectivity and mobility in and between places in ways that enhance environmental, social and economic well-being.
- Our communities will be rooted and flourishing, with enhanced and lasting connectedness driven by individual and community action.

#### 6. Achieving our Ambition

- 6.1 Our Strategic Vision for Oxfordshire's future is driven by improvements to people's well-being. This is reflected in our definition of what 'good growth' will look like in Oxfordshire.
- Oxfordshire to plan positively for growth in ways that achieve the three overarching objectives of sustainable development: economic, social and environmental. Growth can be defined narrowly in terms of expansion in numbers of homes and jobs and economic output. But growth can also encompass progress based on improvements in quality and circumstances for individuals and society.

We want current and future generations in Oxfordshire to share in: improvements in health and well-being; better access to truly affordable and high-quality housing; cleaner air and water; better jobs and access to education and training; enhanced green space; and protection from extreme weather and other impacts of climate change.

6.3 We think this is a better approach to achieving transformative and long-term sustainable development. This is how Oxfordshire will approach growth. It will be inclusive, focusing on progress in improving health and well-being, transitioning to a low carbon future, addressing inequalities and prioritising our natural environment, alongside greater resilience to climate and economic change.

#### 'Good growth' in Oxfordshire will:

- Be sustainable, focusing development in ways that enhance quality of place and at locations which enable people to live and work nearby, avoiding unnecessary travel in the first instance, but using opportunities to increase movement by sustainable and active modes of travel when needed.
- Be healthy and inclusive, with all development addressing inequalities and contributing positively to the overall health and well-being of Oxfordshire's communities, environment and economy.
- Be clean and green, placing the County at the leading edge of UK and global decarbonisation efforts by maximising all opportunities to significantly reduce Oxfordshire's carbon footprint, and increasing natural capital across the County.
- Embrace **innovation** based on our technology sectors and knowledge-intensive activity, and develop new innovative solutions for working, learning, mobility, health care, energy, sustainable design and improved public services.
- Facilitate **efficient** use of Oxfordshire's natural resources and land, with priority given to supporting a high-productivity economy.
- Build **resilience** to change, with growth planned in a way that can accommodate changes in technology, and in the way that people live and work, changing demographics, and global impacts, particularly climate and economic changes.
- Expect high-quality development which will have a positive impact on communities in terms of design, energy efficiency and public realm, utilises low impact building and construction methods and materials, and is properly supported by the necessary infrastructure. Everything we build or design in Oxfordshire will be fit for purpose in the world of 2050.
- 6.4 Our definition of 'good growth' forms the basis for a set of **Guiding Principles**. Taken together, our outcomes, the definition of 'good growth' and the guiding principles, form the foundation for our overarching approach to sustainable development for Oxfordshire, and for developing our plans, strategies and programmes.

#### Guiding Principle 1: We will reduce the impacts of climate change

We will reduce the impacts of climate change by making climate action a top priority in our decisions. We will maximise opportunities through our plans, strategies and programmes, to build long-lasting resilience to climate change, demonstrating leadership in carbon reduction and supporting emerging transformative technologies and sectors. Our aim is that Oxfordshire will be carbon neutral by 2040, or earlier if possible, and by 2050 will be moving towards a carbon negative future.

# Guiding Principle 2: We will improve our overall health and well-being and reduce inequalities

We will place overall health and physical and mental well-being at the forefront of our decision-making. We will seek to deliver a net increase in the health and well-being of our communities in all our place-shaping decisions and activities, reducing inequalities and helping to enhance the overall quality of life, health and happiness of existing and future residents. This will include providing homes to meet people's needs, jobs to support livelihoods, enhanced access to green spaces, better access to sustainable, inclusive and resilient active and low carbon transport and improvements in air quality. We have access to some of the greatest health care facilities and minds in the world in Oxfordshire and through working closely with the universities and health organisations, we will ensure we are leading on prevention and healthy place-shaping.

#### Guiding Principle 3: We will enhance our natural capital assets

We will enhance our natural capital assets through our plans, strategies and programmes, recognising the significant contribution natural capital makes to our quality of place, the health and well-being of our communities, and their value in building resilience to climate change, reducing flood risk, increasing biodiversity and boosting economic productivity. We will value Oxfordshire's countryside, our parks and open spaces, the River Thames and our other rivers, canals, reservoirs, lakes, ponds and wetlands. We will protect where necessary, and seek new opportunities to add to and enhance our highly valued countryside, landscape and the greenspaces and environmental assets within the urban areas that provide valued recreation space and vital green lungs. Natural capital is a key reason why many people choose to live here, many businesses choose to locate here, and tourists choose to visit here.

#### Guiding Principle 4: We will reflect our distinctive and diverse qualities

We will ensure that our plans, strategies and programmes reflect the unique and distinctive qualities of places within Oxfordshire, maximising opportunities to deliver the development needed, embracing innovation whilst enhancing our valuable assets and recognising the diversity of our city, towns and villages, the quality of the historic, natural and built environment and the importance of local identity. While we are the most rural county in the South East, the vast majority of our population lives in our city, towns and villages. The diversity of our settlements, the synergy between urban and rural and the benefits both bring are critical to our success.

# Guiding Principle 5: We will deliver homes that meet the needs of current and future generations

New homes will add to the vitality and vibrancy of our communities whilst positively contributing to our collective well-being. We will tackle the significant challenge of housing affordability in Oxfordshire by delivering more truly affordable homes. And we will deliver homes that allow people to live healthily, happily and independently in their old age. The emphasis will be on place-shaping: new homes will be high quality and low carbon, resilient to the impacts of climate change, meet people's needs, form part of connected communities and improve the local environment.

#### **Guiding Principle 6: We will embrace technological changes**

We will ensure that our plans, strategies and programmes are sufficiently flexible to embrace the potential offered from new and evolving technology in creating better opportunities and outcomes for people, in addressing inequalities, and in its impact on mobility, communications, energy and water supply, models of construction and increasing economic productivity.

# Guiding Principle 7: We will create the conditions to support an inclusive, successful and sustainable economy based on world-leading innovation

We will work collaboratively with economic partners to ensure that our spatial priorities and economic priorities are aligned to deliver good, inclusive economic growth that supports people's health and well-being. We will ensure there is improved physical and digital connectivity, and that the right type of premises, land and infrastructure are provided to facilitate a high productivity economy and to meet the needs of our priority sectors. Inequalities in employment opportunities, and in access to education, skills and training will be addressed, building a skilled population with better opportunities for all.

#### Guiding Principle 8: We will expect high-quality development

We will expect all new development to be of the highest quality and design standards, with particular support given to innovative building solutions and sustainable construction methods, and development that improves the overall built environment and promotes good physical and mental health.

#### Guiding Principle 9: We will maximise the benefits of strong collaboration

We will build stronger collaboration with our partners to secure a plan-led approach to good growth, delivering strategic development opportunities that are aligned with our shared ambition and long-term investment priorities, particularly where these provide opportunities to enhance our strategic connectivity. And, we will create the conditions where people feel involved and empowered, embedding a culture of meaningful involvement and enabling communities to inform and shape local decisions.

# Guiding Principle 10: We will help people to help each other by supporting communities and individuals to achieve positive change for themselves

We will help communities to be more cohesive and better able to adapt to change, based on accessible and quality key services and infrastructure, good digital connectivity and strong community networks. Communities will be supported and empowered to do the things that matter to improve their health and well-being.

# **Guiding Principle 11: We will proactively and positively engage and collaborate beyond Oxfordshire**

We will foster links with neighbouring areas to facilitate the delivery of good growth through mutually beneficial relationships. Key to this will be ensuring that the Oxfordshire Plan's strategic priorities are fully aligned and integrated with regional and sub-regional priorities including the emerging Oxford-Cambridge Arc.

6.5 All the Guiding Principles articulate how Oxfordshire will change as a place over the next 30 years and all will shape our overarching approach. Individual Guiding Principles have not been weighted. Rather, because we are seeking to drive improvements to environmental, social and economic well-being in ways which build resilience, and because most of our Guiding Principles are relevant to more than one of our goals, the Guiding Principles form an inter-related set of equally important ground rules.

#### 7. Next Steps - Delivering the Strategic Vision

- 7.1 This Strategic Vision has been prepared by the collective leadership of the Oxfordshire Growth Board which is ultimately responsible for it. Delivering the Vision will require long-term collective commitment and investment by the partners that make up the Growth Board but also, crucially, by a wider set of strategic stakeholders and partnerships.
- 7.2 As a first step in delivering the Strategic Vision, it is proposed several work streams are taken forward:
  - Engaging with partners and communities
  - Measuring what matters
  - Developing plans & strategies and investment priorities.

#### **Engaging with Partners & Communities**

7.3 Because we want to be open about what we are trying to achieve, one of the first actions will be to carry out bespoke public and stakeholder engagement late in 2020. This will provide partners and our communities with an early opportunity to challenge and shape the thinking we have done on our ambition, principles and shared outcomes. This engagement does not form part of any statutory process and is additional to consultations on other plans, strategies and programmes.

#### **Measuring What Matters**

- 7.4 The ambition, outcomes and priorities set out in the Strategic Vision have been explicitly designed for the long-term. They are unlikely to change over the short to medium-term and it is not anticipated that there will be a need for frequent reviews. To achieve the outcomes we have identified by 2050 will require some trends to be reversed, while for some other trends, where progress is already being made, there will need to be an increase in the pace of change. And, we will need to make the most of the vital role place-making plays in delivering positive outcomes.
- 7.5 Measuring progress, so that we know what responses are needed, will be an important part of our approach to delivering the Strategic Vision. It also provides a robust basis on which Oxfordshire's communities and stakeholders may hold the Growth Board to account. We will measure what matters, based on the strategic outcomes and the definition of Good Growth set out in the Strategic Vision. At this stage we have not attempted to define or agree targets or the indicators for monitoring delivery. Development of a robust monitoring framework, with agreed targets and indicators, will form a key part of the next phase of work on the Strategic Vision, drawing on the public and stakeholder engagement we will be carrying out.

#### **Developing Plans, Strategies and Investment Priorities**

- 7.6 Our well-being goals are ambitious. Achieving them will require all those who make future decisions about investment, and those planning for and delivering place-making across Oxfordshire, to maximise impact by working collaboratively based on shared strategic priorities and by embracing innovation to develop solutions.
- 7.7 The Strategic Vision for Oxfordshire will be delivered by a wide range of plans, strategies and programmes. The Oxfordshire Plan 2050 is one important example, but there are many others. At an Oxfordshire-wide level they include the Joint Health & Well-Being Strategy, the Infrastructure Strategy (OxIS), the Local Industrial Strategy, and the Local Transport and Connectivity Plan, while sub-nationally the spatial framework for the

- Oxford-Cambridge Arc and England's Economic Heartland's Transport Strategy will have important roles to play.
- 7.8 It is vital that we have an agreed set of long-term, strategic economic, infrastructure and environment investment priorities aligned to the outcomes we are committed to. This will help us to ensure that we are investing in the right infrastructure and other assets in a timely way, maximising the benefits of that investment, and avoiding unnecessary expenditure. It will also better position Oxfordshire to influence the priorities of other relevant organisations.
- 7.9 Oxfordshire's Growth Board will seek that those preparing relevant strategic-level plans, strategies and programmes consider how their policies, proposals and investment decisions deliver against this Strategic Vision, and future responses to these plans, strategies and programmes from the Growth Board will take these into account.

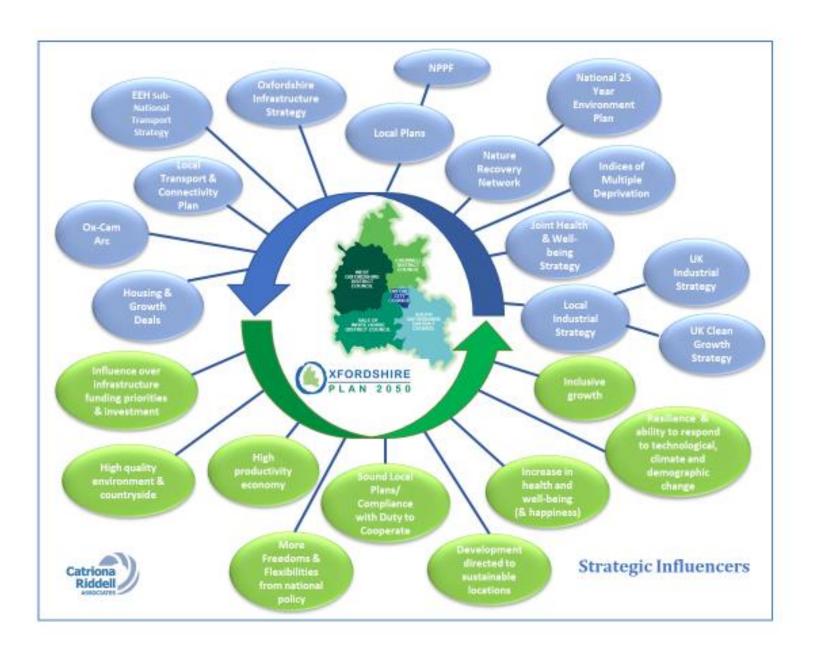


## **Annex 1: Strategic Influencers**

- A1.1 The following graphic 'maps' the main strategic influencers. Most have been, or are being, developed at an Oxfordshire-wide level, or relate to sub-national geographic areas, or are UK-wide. Many have a direct relationship with government policy or legislative requirements. We have not attempted to present an exhaustive set of influencers. Rather, we have captured those which we consider to be the most significant and most relevant at the strategic level, whilst acknowledging that some of these will have a greater impact than others.
- A1.2 They key messages from the strategic influencers are summarised in the following table.

Key Messages	Strategic Influencers
There is a commitment to maximise the potential of existing urban areas to 2031 to deliver 100,000 new homes.	<ul> <li>Housing &amp; Growth Deal</li> <li>Local Plans</li> <li>National Planning Policy Framework (2019)</li> <li>Oxfordshire Local Transport &amp; Connectivity Plan</li> </ul>
Development should enhance the natural environment, improve access to the countryside and increase its natural capital, recognising its valuable role in supporting clean growth and improvements to health and well-being.	<ul> <li>Green Future: 25 Year Plan to Improve the Environment</li> <li>Local Plans</li> <li>Oxford-Cambridge Arc: Government Ambition</li> <li>Oxfordshire's Draft Nature Recovery Network</li> <li>Oxfordshire Local Industrial Strategy</li> <li>Oxfordshire Joint Health &amp; Well-Being Strategy</li> </ul>
Strategic transport investment priorities should aim to enhance Oxfordshire's strategic connectivity value.	<ul> <li>England's Economic Heartland Transport Strategy 2050</li> <li>Oxford-Cambridge Arc: Government Ambition</li> <li>Oxfordshire Local Industrial Strategy</li> <li>Oxfordshire Local Transport &amp; Connectivity Plan</li> </ul>
Long-term strategic investment decisions should be responsive to climate, demographic and technological change, building resilience in the economy, transport infrastructure and the physical and natural environment.	<ul> <li>Clean Growth Strategy</li> <li>England's Economic Heartland Transport Strategy 2050</li> <li>Oxfordshire Joint Health &amp; Well-Being Strategy</li> <li>Oxfordshire Infrastructure Strategy</li> <li>Oxfordshire Local Industrial Strategy</li> <li>Oxfordshire Local Transport &amp; Connectivity Plan</li> <li>UK Industrial Strategy</li> </ul>

Key Messages	Strategic Influencers
The priority is to invest in strategic infrastructure that supports economic growth, particularly in the areas that have potential to support a transition to a low carbon economy, facilitate mobility changes away from the private car and where there is potential to support key sectors (especially in the science, technology and innovation sectors).	<ul> <li>Oxford-Cambridge Arc: Government Ambition</li> <li>England's Economic Heartland Transport Strategy 2050</li> <li>Oxfordshire Infrastructure Strategy</li> <li>Oxfordshire Local Industrial Strategy</li> <li>Oxfordshire Local Transport &amp; Connectivity Plan</li> <li>UK Industrial Strategy</li> </ul>
Economic growth should be driven by innovation and higher productivity, should be 'clean', should focus on supporting clusters and corridors of economic activity and should reflect Oxfordshire's national and international role and profile.  Economic growth should be more inclusive, with the benefits shared more equitably so that they reach all communities, including socially disadvantaged groups.	<ul> <li>Oxford-Cambridge Arc: Government Ambition</li> <li>England's Economic Heartland Transport Strategy 2050</li> <li>Oxfordshire Infrastructure Strategy</li> <li>Oxfordshire Local Industrial Strategy</li> <li>Oxfordshire Local Transport &amp; Connectivity Plan</li> <li>UK Industrial Strategy</li> </ul>
Improvements to health and well-being should be at the heart of all decisions around place-making and infrastructure investment.	<ul> <li>Local Plans</li> <li>Oxfordshire Joint Health &amp; Well-Being Strategy</li> <li>Oxfordshire Local Transport &amp; Connectivity Plan</li> </ul>
Delivering the right type of housing, which is built to a high quality and design and is affordable, is as important as increasing overall supply.	<ul> <li>Local Plans</li> <li>Oxfordshire Joint Health &amp; Well-Being Strategy</li> </ul>



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# Agenda Item 10



To: Cabinet

Date: 09 December 2020

Report of: Head of Financial Services

**Head of Business Improvement** 

Title of Report: Integrated Performance Report for Quarter 2 2020/21

**Summary and recommendations** 

Purpose of report: To update the Cabinet on Finance, Risk and

Corporate Performance matters as at 30<sup>th</sup>

September 2020.

**Key decision:** No

**Executive Board Member:** Councillor Ed Turner

Corporate Priority: All

Policy Framework: Council Strategy 2020-24

**Recommendations:** That Cabinet resolves to:

Note the projected financial outturn as well as the current position on

risk and performance as at 30 September 2020; and

2. **Note** the un-pausing of the Commercial Property capital project of

£42million to allow for the purchase of properties for regeneration.

Appendices		
Appendix A	General Fund - September 2020 Forecast Outturn	
Appendix B	Housing Revenue Account - Sept 2020 Forecast Outturn	
Appendix C	Capital Programme – September 2020	
Appendix D	Income Streams – September 2020	

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#### Introduction and background

1. This report updates the Cabinet on the financial, corporate performance and corporate risk positions of the Council as at 30<sup>th</sup> September 2020.

#### **Financial Position**

- General Fund the outturn position is forecast to be an adverse variance of £2.433 million against the latest net budget of £23.396 million (9.6%), and £11.622 million against the service area expenditure of £27.895 million (41.6%);
- Housing Revenue Account The budgeted surplus agreed by the Council
  in February 2020 was £0.992 million. The outturn position is forecasting an
  adverse variance of £1.222 million against this;
- Capital Programme The budget, as approved at Council in February 2020, was set at £142.569 million and with carry forward of unspent balances in 2019-20 this was subsequently revised to £163.314 million. During the first half year each scheme in the Capital Programme has been reviewed and a revised forecast for many of the schemes has been provided. The outturn forecast position is now £104.348 million with a variance of 23k against the latest budget of £104.325 million.
- Performance Given the COVID-19 pandemic the approval of the Council's revised Business Plan for the next four year period has been delayed and as such performance indicators haven't yet been identified. The Council is continuing to monitor service targets through the financial year, and will monitor work streams within the Business Plan rather than specific performance indicators;
- 3. Corporate Risk Management There are three red corporate risks at the end of quarter two. These relate to actions taken to ensure housing delivery and supply for the city of Oxford and to enable sufficient house building and investment; local, national or international factors adversely affecting the economic growth of the city and balancing and delivering the financial plan. There are nine amber risks and no green risks. More details of the risks can be found in paragraphs 18 to 19;

#### **Financial Position**

#### **General Fund Revenue**

- 4. The overall Net Budget Requirement agreed by the Council in February 2020 was £23.573 million. Since setting the budget, service area expenditure has decreased by a net total of £2.395 million, from £30.290 million to £27.895 million this is due to a combination of virements and transfers to and from reserves. All growth bids in 2020/21 have been paused as part of the measures to mitigate the losses resulting from the response to the COVID-19 pandemic. These budgets totalling around £1 million have been moved into contingencies and will be used to fund the forecast deficit. The Net Budget Requirement remains unchanged.
- 5. Virements between service areas, were authorised under delegated powers by the Council's Head of Financial Services, the most notable of which relate to the

- redistribution of transformation funding to fund the Transformation Team and redistribution of Community grants to Housing Needs.
- 6. The release from reserves totals a net movement of £1.255 million, made up of the release from Transformation Funds for ongoing projects and release of external grant funding into the service areas for ongoing expenditure. Further releases from reserves will be required at year end to balance the budget in the light of financial pressures arising from COVID
- 7. As at 30 September 2020 the General Fund Service Area expenditure is projecting an adverse variance of £11.622 million against the latest budget of £27.895 million, this is in part mitigated by additional funding received from central government specifically to help out Local Authorities with the financial pressures they are facing following the COVID-19 pandemic totalling £8.257 million. Within this figure is an estimate of £5 million in respect of the councils claim for compensation in respect of Sales, Fees and Charges based on 95% of loss above a 5% threshold which will not be confirmed until year end
- 8. The key variances across the services which are all as a consequence of the response to COVID-19 pandemic either due to additional expenditure or loss of income, by service area are:
  - Business Improvement a net adverse variance of £0.406 million across the service area. A large proportion of this variance is within ICT and relates to staffing costs above budget, additional cost for telephony services due to most staff working from home and a higher usage of telephones for calls and use of data heavy applications such as Teams and Zoom. There is also a notable cost for data usage and storage over and above the contract price with the data centre provider. A small saving of £10k has been identified on printing costs due to staff predominately working from home. Within HR & OD there is a net favourable variance which is made up of an adverse variance relating to expenditure in relation to maintenance and development of i-trent, which has been offset by savings on the training budget. Savings from vacant posts and underspends in the training budget totalling £80k have been utilised to fund the ongoing work on the People Strategy.
  - Community Services an adverse variance of £1.765 million, which is a reduction (i.e. reduced adverse variance) of £0.440 million from last quarter. This is made up of reduced income projections from community centre rents and Town Hall events mitigated by savings on utilities, waste collection, and other costs associated with holding such events. The net loss from this source is now estimated at over £0.900 million. This loss is expected to be compensated through the sales, fees and charges claim referred to in paragraph 11.

The service area has also seen additional costs relating to leisure services and the setting up and running of the locality hubs. An agreement has been made with Fusion on the amount of funding to open all leisure centres with the exception of Barton, on a reduced capacity as well as around the management fee. This is forecast to result in a financial pressure in the current year of around £0.700 million.

Setting up and running of the locality hubs has included the cost of food parcels, transportation and additional staffing costs to support vulnerable people during COVID-19 pandemic.

- Regeneration & Economy (Commercial property income) adverse variance of £4.2 million. A number of businesses occupying property owned by the Council have gone into liquidation and others may follow suit. This variance is a prudent forecast of reduced income and this position remains challenging and is materially affecting the Council's financial positon.
- Housing Services adverse variance of £0.818 million, £0.300 million relates to the cost of providing accommodation and food to rough sleepers for the 3 months to June 2020, however there has been grant funding and contributions received to cover these costs which is shown in the funding section of the report. £0.518 million adverse variance relates to health and safety and compliance works that are required across the property portfolio where specific reserves would previously have been used but will no longer be available.
- Regulatory Services and Community Safety adverse variance of £0.306 million due to loss of income across street trading licences, building control fees and private sector landlord penalties. These have all declined in the first quarter of the year but expect to start to pick up as lockdown eases.
- Oxford Direct Services Client adverse variance of £4.005 million, £2.800 million relates to projected loss of car parking income for the year, where the actual loss to date is approximately £2.0 million. The use of car parks is starting to increase and the Council is expecting this to continue to improve during the second half of the year; £1.155 million relates to the reduction of expected dividend payment to be received from Oxford Direct Services (ODS) due to the inability to access council housing property to carry out much of their repairs work during lockdown, other income streams within ODS have also been impacted such as Motor transport and commercial waste. The company will continue to review its business plan and look to contain the losses and commence recovery.
- 9. Within the Corporate accounts there is a forecast variance of £0.093 million, this relates to loss of interest receivable on investments. Bank base rates remain at an all-time low of 0.1% and investments continue to deliver minimal returns to the Council
- 10. To mitigate some of these losses the Council has received Government funding which includes Emergency (COVID) Fund of £2.465 million; Rough sleepers fund £0.032 million, furlough grant approx. £0.214 million and funding from Oxfordshire County Council of £0.300 million to assist with expenditure on services for the homeless.
- 11. At the same time the Government issued a further funding for losses of income from sales fees and charges and changes to allocate tax deficits that would normally be charged to 2021-22 to be spread over 3 years. The scheme details also included:

- Councils will absorb losses up to 5% of their budgeted sales, fees and charges income for 2020-21, with the government compensating them for 75p in every pound of relevant loss thereafter;
- The scheme compensates for income that local authorities generate independently which is defined as a sale, fees and charges – for example, car parking charges or receipts from cultural asset charges;
- The scheme will cover transactional income from customer and client receipts (excluding rents and investment income) which is generated from the delivery of services which was budgeted for in 20/21;
- commercial revenues, including rental amounts are not considered relevant losses and will not be compensated for under this scheme;
- The Section 151 officer will be responsible for self-certifying the accuracy and reasonableness of their claim against the principles and guidance provided and the Government through the engagement of external auditors will sample check claims;
- 12. The Council has completed the first claim and through this and its initial assessment the Council believes the additional support which the authority may receive is in the region of £5 million. Whilst this is welcome news this still falls short of the estimated £14 million increased cost that the Council is forecasting for the next 3 year period.
- 13. Appendix D provides additional information on the Council's key income streams that have been most affected by COVID-19, and the table below shows a summary of this position.
- 14. Service based income is at 70% of its expected levels as at the end of quarter 2, this is an improvement on the position at the end of Quarter 1. Council tax and Business Rates are currently at a level of 87% collection which is surprisingly high for this time of the year although there is a sense that this position may worsen.

	Budgted income 2020- 21	Actual Cash Collected in Q1	Actual Cash Collected in Q2	Total Cash collected 2020-	Profiled income	Percentage of profile collected
					-	_
Service Based income	23,407,731	3,727,804	4,456,301	8,184,105	11,703,866	70%
Collection Fund	148,675,990	43,319,157	38,830,067	82,149,224	94,729,416	87%
Housing	44,471,671	10,726,282	11,002,006	21,728,288	22,269,586	98%
Total	216,555,392	57,773,243	54,288,374	112,061,617	128,702,868	87%

15. Members should note that the movement in the General Fund Budget since last reported to Cabinet at 30 June 2020 is shown in Appendix A as £5.533 million. Whilst the variances are explained in detail above the main reasons for this relate to additional grant monies received and expected from Government of £6.203 million offset by an increase in the provision of income losses of £1.2 million and additional ICT costs relating to home working.

#### Housing Revenue Account ("the HRA")

- 16. The HRA budgeted surplus agreed by the Council in February 2020 was £0.992 million. The outturn position is forecast a £0.220 million deficit, an adverse variance of £1.222 million. Of this variance £1.0 million relates to additional costs and loss of income directly relating to the COVID-19 pandemic. Explanations for some of the significant variations include:
  - Income £0.418 million favourable variance due to reduced number of Right to Buy (RTB) sales compared to budgeted position and an additional 76 properties that have moved to formulae rent since the budget was set;
  - Management & Services £1.156 million adverse variance due to additional support for the Welfare Reform Team to assist tenants through the difficulties that lockdown has brought about, additional services being provided to support vulnerable tenants and additional costs such as Personal Protective Equipment (PPE);
  - Miscellaneous Expenditure (not stock related) £0.516 million relating to additional expenditure on feasibility studies for housing development work to be carried out in the HRA;
  - Bad Debt provision £0.300 million adverse variance due to rent arrears that are emerging due to the COVID-19 pandemic;
  - Reserve Adjustments £0.572 million favourable which represents a release of approved 2019/20 carry forwards
- 17. It should also be noted that the movement in the HRA Budget since last reported to Cabinet at 30<sup>th</sup> June 2020 is shown in Appendix B as £1.051 million. The variances are explained in detail above but the main reasons for the movement in the last quarter are due to reduced RTBs leading to increased rental income and reducing the bad debt provision that was previously increased due to COVID-19.

#### Capital

- 18. The budget, as approved by the Council at its meeting in February 2020, was set at £142.569 million. Since that date the budget has been increased by £20.745 million to take account of unspent balances rolled forward from 2019-20, giving a budget of £163.314 million as reported to the Cabinet in June 2020 as part of the April update. The latest budget reported in June was £121.028 million, this movement relating largely to the pausing of expenditure in relation to commercial property investments of around £42.0 million.
- 19. The latest budget as at end of September is £104.325 million, this has increased by £8.055 million from the forecast position reported as at the end of June 2020. The main movements are an addition of £10 million on HRA developments; £3 million slippage on Motor Transport vehicle purchases and an additional £0.735k for the new Revenues and Benefits replacement system.
- 20. The current forecast is now £104.348 million. In seeking to address the financial pressure arising from COVID it would seem prudent to un-pause the £42m previously allocated for commercial property purchases at the time of budget setting in February. In the consultation budget additional commercial property income is proposed, and an external report has endorsed the view that additional commercial property purchases can generate income and help the

- City Council rebalance its portfolio, although the nature of those purchases will differ slightly compared to the time prior to the pandemic.
- 21. Project Managers have been asked to provide a risk rating for each of their schemes to identify its deliverability within time and financial spend. The results are shown in Table 1 below

Table 1 : Status of schemes in	capital programi	me	
			Forecast
Risk rating	No of schemes	%	Outturn
Off Target	11	10%	21,872,611
At Risk	22	19%	23,853,101
On Target	60	53%	58,375,632
Closed	7	6%	0
Completed	7	6%	1,333
On Hold	6	5%	245,808
TOTAL	113	100%	104,348,485

The majority of schemes are on track to be delivered or are in accordance with the current forecast spend profile for 2020-21. Those schemes that are not 'off target or at risk of delivery' largely relate to:

- Schemes that were paused by the Council as part of its budget re-set strategy agreed in August 2020 i.e. Bullingdon Community Centre, East Oxford Community Centre
- Planned maintenance schemes with the HRA where COVID has delayed operatives from ODS entering council houses to undertake the works.

#### **Corporate Risk**

- 22. There are three red risks on the current Corporate Risk Register, which are as follows:
  - Housing the Council has key priorities around housing which include ensuring housing delivery and supply for the City of Oxford and enabling sufficient house building and investment. Insufficient housing in Oxford leads to an increase in homelessness which has an impact on residents. There are also health and quality of life issues. The Council is implementing delivery methods for temporary accommodation and accommodation for homelessness prevention which include a rent guarantee scheme, a growth deal to facilitate additional affordable housing and a tranche of property purchases to be delivered via real lettings. In addition the Council's housing companies are in the process of constructing new affordable homes and the Cabinet has approved plans which will result in the Council's Housing Revenue Account ("HRA") purchasing the social housing using its new borrowing headroom, following the removal of the HRA borrowing cap by central government. This has become more challenging in the short term

due to the Covid-19 pandemic which has slowed down delivery in the housing supply.

- Economic Growth this relates to local, national or international factors adversely affecting the economic growth of the City. The economic impact of Covid-19 is continuing to affect the livelihoods and jobs of thousands of people in Oxford. Social distancing and economic uncertainties affect consumption on the High Street and the viability of some retail, hospitality and catering businesses. The wider economy is not immune with redundancies being announced by larger employers in other sectors as well as damaging impacts to education, transport, and property, creative and cultural sectors. Economic output is 11.7% below the February rate nationally and the remainder may not be recovered quickly. Delivery of a City and County wide Economic Recovery & Resilience Plan will align with the Oxford Economic Strategy and City Centre Vision and Action Plan, with consultation drafts published in the autumn. The latter plans will commence from early 2021. The phased restart which is now complete, will progress to long term recovery and renewal actions over a minimum 3 year period.
- Balancing & Delivery of the Financial Plan this risk has become red due to the adverse financial impacts arising from the covid-19 pandemic and the economic aftermath. The pandemic and the resulting actions necessary to deal with it has led to far reaching economic impacts. Experts believe that the economy will take years to recover. There is therefore considerable financial uncertainty around the current estimates especially around income streams which is compounded by additional expenditure needed to support the community through the crisis. The short term impact can be mitigated through the use of balances, however these are one-off and a full reset of budgets is needed which will be reported to Cabinet in December 2020.
- 23. The table below shows the level of Red, Amber and Green current risks over the last 12 months:

Current Risk	Q3 2019/20	Q4 2019/20	Q1 2020/21	Q2 2020/21
Red	1	1	3	3
Amber	9	10	8	9
Green	2	1	1	0
Total risks	12	12	12	12

# **Financial implications**

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

# Legal issues

25. There are no legal implications arising directly from this report.

#### Level of risk

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

# **Equalities impact**

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

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Background Papers: None		



# Appendix A

General Fund Outturn Report 20/21 @ 30 September 2020	Approved Budget (per Budget book)	Paused Bids	Total Virements & Ear Marked Reserve Transfers year to date	Latest Budget	Projected Outturn against Latest Budget	PO Variance	PO Variance (Prev Quarter)	PO Variance Mvt from Previous Quarter
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
S03 - Business Improvement	9,111	(30)	502	9,583	9,989	406		
S22 - Community Services	5,005	(26)	(479)	4,500	6,265	1,765		440
Communities & Customers	14,116	(56)	23	14,083		2,171		440
S10 - Regeneration & Economy	(9,412)	(260)	(39)	(9,711)	(5,511)	4,200	3,000	(1,200)
S16 - Planning Services	450	()	1	451	483	32		(32)
Development	(8,962)	(260)	(38)	(9,260)	(5,028)	4,232	3,000	(1,232)
S01 - Assistant Chief Executive	876	(64)	47	859				
Assistant Chief Executive	876	(64)	47	859				
S13 - Housing Services	5,433		(1,217)	4,216		818	940	122
S15 - Regulatory Services & Community Safety	1,286		30	1,316		306	306	
Housing	6,719		(1,187)	5,532		1,124		122
S20 - Environmental Sustainability	1,299	(297)	(196)	806		10	10	
S26 - Oxford Direct Services Client	10,117	(166)		9,951	13,956	4,005		
ODS Development Director	11,416	(463)	(196)	10,757	14,772	4,015		
S32 - Financial Services	3,245	(50)	36	3,231	3,311	80	80	
S34 - Law and Governance	2,880	(132)	(55)	2,693	2,693			
porate Services	6,125	(182)	(19)	5,924	6,004	80	80	
<u> </u>								
Directorate Total Excl SLA's & Capital Charges	30,290	(1,025)	(1,370)	27,895	39,517	11,622	10,952	(670)
CLAIR O Combal Channes	(2.2.2)		( )	/	(2.2.2)			
SLA's & Capital Charges	(8,616)		(1,194)	(9,810)	(9,810)			
Corporate Accounts	1,291		1,245	2,536	2,629	93	93	
Contingencies	221	1,025	64	1,310	285	(1,025)		
Total Corporate Accounts & Contingencies	1,512	1,025	1,309	3,846	2,914	(932)	93	
Net Expenditure Budget	23,186		(1,255)	21,931	32,621	10,690	11,045	(670)
, recomposition of the same of	23,100		(1,233)	21,331	32,021	10,030	11,043	(670)
S48D - Transfers To/From Earmarked Reserves	387		1,255	1,642	1,642			
Net Budget Required	23,573			23,573	34,263	10,690	11,045	(670)
Funding								
S47B - Council Tax Funding	14,679			14,679	14,679			
S47C - Parish Precept	(271)			(271)	(271)			
Additional Government Funding	(271)			(271)	(2/1)	8,257	2,054	(6,203)
S47D - NDR Funding	9,165			9,165	9,165	5,237	2,034	(3,203)
	3,103			5,103	3,103			
Total Funding Available	23,573			23,573	31,830	8,257	2,054	(6,203)
(Surplus) / Deficit for the year					2,433	2,433	8,991	5,533

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# Appendix B

HRA Report 20/21 @ Sept 2020	Approved Budget (per Budget book)	Latest Budget	Projected Outturn against Latest Budget	Projected Outturn Variance	PO Variance (Prev Quarter)	PO Variance Mvt from Previous Quarter
	£000's	£'000's	£'000's	£000's	£'000's	£'000's
Dwelling Rent	(41,631)	(41,631)	(41,881)	(250)	500	750
Service Charges	(1,814)	(1,814)	(1,914)	(100)		100
Garage Income	(218)	(218)	(218)	()		
Miscellaneous Income	(793)	(809)	(809)	(16)	(16)	()
Right to Buy (RAF)		(52)	(52)	(52)	(52)	
Net Income	(44,456)	(44,524)	(44,874)	(418)	432	850
Management & Services (Stock Related)	9,618	10,002	10,774	1,156	945	(211)
Other Revenue Spend (Stock Related)	1,807	1,928	1,928	121	(73)	(194)
Misc Expenditure (Not Stock Related)	721	737	1,237	516	456	(60)
Bad Debt Provision	741	741	1,041	300	500	200
Responsive & Cyclical Repairs	13,270	13,388	13,388	119	13	(106)
Interest Paid	8,503	8,503	8,503			()
Depreciation	8,892	8,892	8,892	()		
Total Expenditure	43,553	44,192	45,764	2,212	1,841	(371)
11.0 11.5 11. 11.	(000)	(224)	201	4 704	2 272	470
Net Operating Expenditure/(Income)	(903)	(331)	891	1,794	2,273	479
Investment Income	(89)	(89)	(89)	()		
Other HRA Reserve Adjustment		(572)	(572)	(572)		572
Transfer (to)/from MR/OR	()					
Total Appropriations	(89)	(661)	(661)	(572)		572
Total HRA (Surplus)/Deficit	(992)	(992)	230	1,222	2,273	1,051

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	Capital Budget and Spend as at 20th Sent	tombor 2020						T	- Appe	ndix C	
	Capital Budget and Spend as at 30th Sept	tember 2020								Forecast	
Cost Centre	Capital Scheme	Progress Update Provider	Project Status	Risk Status	2020/21 Original Budget	Latest Budget	Spend to 30/09/2020	Forecast Variance	Forecast Variance	Forecast Over/ Under Spend	2020/21 Forecast Outturn
					£	£	£	£	£	£	£
	es and Customers Directorate										_
C3039	ICT Infrastructure - minor costs	Rocco Labellarte	7. Closed	On Target	-	-	-	-	-	-	0
	ICT Software and Licences	Rocco Labellarte	8. Rolling Programme	On Target	220,000	220,000	241,766	21,766	-	21,766	241,766
	CRM Lagan Replacement	Purnima Gore	2. Feasibility	On Hold	200,000	185,808	8,200	-	-	-	185,808
	End-Point Devices (Desktops/Laptops)	Purnima Gore	5. Delivery	On Target	-	-	240	90,000	90,000	-	90,000
	Telephony Device Refresh	Rocco Labellarte	8. Rolling Programme	On Target	-	-	19,149	60,000	60,000	-	60,000
	Paris Payment System, Replacement / PCI DSS	Niall Barker	5. Delivery	On Target	36,970	48,560	4,800	-	-	-	48,560
C3068	Windows 2008 Server Replacement	Kevin Wigham	4. Pipeline	Off Target	209,200	115,000	34,715	-	-	-	115,000
C3070	Business Process Automation Full Rollout	Purnima Gore	1. Idea	On Target	-	25,489	10,757	-	-	-	25,489
C3071	Idox / Uniform Improvement Project	Niall Barker	5. Delivery	On Target	-	1,544	1,620	76	-	76	1,620
C3072	Council Internet Accessibility Compliance Changes	·	5. Delivery	On Target	-	6,505	1,200	-	-	-	6,505
C3075	Netcall	Rocco Labellarte	1. Idea	On Target	60,450	60,450	4,800	(40,450)	-	(40,450)	20,000
C3077	Info@Work Enterprise Upgrade Rollout	Rocco Labellarte	5. Delivery	On Target	-	-	4,800	4,800	-	4,800	4,800
C3078	Revs and Bens System Replacement	Tanya Bandekar	5. Delivery	On Target	-	735,000	-	(245,000)	(245,000)	-	490,000
A4820	Upgrade Existing Tennis Courts	Hagan Lewisman	8. Rolling Programme	At Risk	35,000	_	-	_	_	_	0
A4833	Horspath Sports Park	Hagan Lewisman	5. Delivery	On Target	46,600	14,051	-	32,549	_	32,549	46,600
	Manzil Way Gardens	Chris Bell	5. Delivery	On Target	-		1,123	-		-	10,000
	Rose Hill Community Centre - Parking Management	Dave Morrell	2. Feasibility	At Risk	_			_	_		0
	Barton Fit Trail	Hagan Lewisman	6. Completed	Completed	7,085				_	_	0
	Stage 2 Museum of Oxford Development	David Hunt	5. Delivery	At Risk	665,000	1,885,016	1,398,302			_	1,885,016
	East Oxford Community Centre	Hagan Lewisman	2. Feasibility	At Risk	1,500,000	363,000	311,406		_	_	363,000
	Jericho Community Centre	Steven Clews	4. Pipeline	Closed	1,300,000	303,000	311,400	-		-	303,000
	Bullingdon Community Centre	Hagan Lewisman	4. Pipeline	At Risk	1,273,777	1,261,151	360	-	-	_	1,261,151
	Parks Paths	Laura Harlock	5. Delivery	On Target	77,670	1,201,131	388	l	-	_	1,201,131
12303	rains rauis	Laura Hariock	J. Delivery	Oli Taiget	77,070		366	<u> </u>		_	
	Communities and Customers Directorate Total				4,331,752	4,921,575	2,043,626	(76,259)	(95,000)	18,741	4,845,315
					.,,,,,,,,,	.,5,51	_,010,020	(10)200)			1,010,020
Developme	ent Directorate										
A4853	Cycling Infrastructure Matched Funding	Ian Nicholson	9. Other Capital Spend	On Target	30,000	60,000	-	_	_	_	60,000
	Car Parking Oxpens	Steven Clews	5. Delivery	On Target	243,000	243,000		_	_	_	243,000
	Seacourt Park & Ride Extension	Douglas Kerrigan	5. Delivery	On Target	1,426,933	3,529,418	1,669,011	-		-	3,529,418
	Covered Market Vacant Unit Works	Julia Castle	5. Delivery	On Target	116,000	107,959	30,177	_	_	_	107,959
	Town Hall Dry Risers		3. Design & Technical	On Target	-	152,718	2,500	-	_	-	152,718
	Osney Mead Innovation Quarter	Trudy Godfrey	1. Idea	Off Target	1,086,250	60,000	7,000	-	_	_	60,000
	Commercial Property	0	1. Idea	On Target	42,000,000	- 30,000	-			-	00,000
	City Cycle Schemes (Growth Deal)		1.1000	At risk	-	1,000,000		_	_	_	1,000,000
	City Centre Restart		5. Delivery	On Target	-	100,000	-	-	-	_	100,000
50125	only control restart		J. Delivery	Jii raiget	_	100,000		_	_	_	100,000
B0074	R & D Feasibility Fund	Steve Clews	2. Feasibility	On Target	1,115,914	568,180		_	_	_	568,180
	Allocated Feasibility Funding (various schemes)	Gavin Cumberland	2. Feasibility	On Target	-	1,000,601	117,694	(40,657)	-	(40,657)	959,945
F7020	Work of Art Littlemore	vacant	6. Completed	Completed	-	_	-	_	_	_	n
	St Clements Environmental Improvements	Lorraine Freeman	1. Idea	At risk	50,000	30,000	-	-	-	-	30,000
	·	Lorraine recinal	1. 1000	ACTISK	30,000	30,000					30,000
	Development Directorate Total				46,068,097	6,851,877	1,826,382	(40,657)	-	(40,657)	6,811,220
Housing Di	rectorate										
B0108	Floyds Row Refurbishment	Polly McKinlay/ Dave	5. Delivery	On Target	47,300	328,874	538,558	-	-	-	328,874
C3057	Housing System Replacement	Dave Shaw	5. Delivery	At Risk	-	450,000	152,551	50,000		50,000	500,000

Cost Centre	Capital Scheme	Progress Update Provider	Project Status	Risk Status	2020/21 Original Budget	Latest Budget	Spend to 30/09/2020	Forecast Variance	Forecast Variance due to Slippage	Forecast Over/ Under Spend	2020/21 Forecast Outturn
					£	£	£	£	£	£	£
B0100	Gloucester Green Car Park (H&S)	Keith Reynolds/ Nick Brown	,	At Risk	76,350	224,908	52,428	-	-	-	224,908
B0101 B0102	Major capital works at Covered Market  Replace or refurbish Lifts	Katharine Gould/ Nick Nick Brown	Delivery     Rolling Programme	On Target At Risk	918,000	450,000 71,690	258,559	-	-	<u> </u>	450,000 71,690
B0102 B0103	6 Queen Street works	Richard Davison	6. Completed	Completed	-	71,090			-		71,690
B0103	Old Gas Works Bridges	James Axford	2. Feasibility	On Target	_	7,008	2,640	62,992	_	62,992	70,000
B0106	Covered Market Roof Works (Capitalised Planned	Nick Brown	8. Rolling Programme	On Target	325,000	451,498	148,128	-	_	-	451,498
F7007	Woodfarm / Headington Community Centre	Katharine Gould/ Nick	3. Design & Technical	On Hold	20,000	12,000	1,728	-	_	-	12,000
F7011	Headington Environmental Improvements	James Axford	5. Delivery	On Target	-	28,425	30,880	(0)	(0)	-	28,425
M5019	Purchase of Homeless Properties	Dave Scholes	9. Other Capital Spend	Completed	-	-	1,333	1,333	-	1,333	1,333
M5021	Equity Loan Scheme for Teachers	Steve Northey	9. Other Capital Spend	Completed	-	-	-	-	-	-	0
M5025	Barton Park - Purchase by Council	Alan Wylde	7. Closed	On Target	9,869,000	5,844,268	800,897	-	-	-	5,844,268
M5026	Housing Company Loans (excl Barton Park)	David Watt	9. Other Capital Spend	Off Target	16,595,316	17,901,237	8,427,509	-	-	-	17,901,237
M5032	Barton Park - Ioan to OCHL	David Watt	9. Other Capital Spend	On Target	9,869,000	5,844,268	3,000	-	-	-	5,844,268
M5033	Blackbird Leys Regeneration (GF Element)	0	9. Other Capital Spend	On Target	-	216,000	-	-	-	-	216,000
M5034	Affordable Housing Supply	0	9. Other Capital Spend	On TARGET	-	3,000,000	-	-	-		3,000,000
44045	COTTAG III III	8:1 141	2.5 1111	2 11 11	20,000	20,000	4 222				20,000
A4845	CCTV Suite Upgrade	Richard Adams	2. Feasibility	On Hold	80,000	30,000	1,322	-	-	-	30,000
E3511	Renovation Grants	Becky Walker	5. Delivery	Off Target	15,000	2,608	(2,372)	-	-	-	2,608
E3521	Disabled Facilities Grants	Becky Walker	9. Other Capital Spend	On Target	1,200,000	1,200,000	427,689	-	-	<del>-</del>	1,200,000
	Director of Housing (General Fund Projects)				39,014,966	36,062,784	10,844,852	114,325	(0)	114,325	36,177,109
	Director of Housing (deficial ruliu Projects)				33,014,300	30,002,764	10,044,032	114,323	(0)	114,323	30,177,103
Transition	Director										
E3557	Oxford and Abingdon Flood Alleviation Scheme	Tina Mould	3. Design & Technical	On Hold	-	-	(2,306)	-	-	-	0
E3558	Go Ultra Low Oxford - On Street	Tina Mould	5. Delivery	On Target	530,021	577,886	-	-	-	-	577,886
E356 <b>0</b> 1	Go Ultra Low Oxford - Taxis	Sarah Hassenpflug	3. Design & Technical	On Target	106,968	317,060	7,200	0	0	-	317,060
E356	OxPops (Electric Vehicle Charging)	Rose Dickinson	6. Completed	On Target	-	6,349	6,349	(0)	(0)	-	6,349
E3563	Clean Bus Technology Grants	Mai Jarvis	9. Other Capital Spend	On Target	-	1,081,795	517,445	-	-	-	1,081,795
E3564	Energy Superhub Oxford	Tina Mould	5. Delivery	Off Target	-	-	-	-	-	-	0
R0005	MT Vehicles/Plant Replacement Programme.	Owain Pearce	8. Rolling Programme	On Target	3,265,350	3,750,318	828,680	-	-		3,750,318
R0010	Electric Vehicles	Owain Pearce	8. Rolling Programme	On Target	507,650	507,650	-	-	-	-	507,650
R0011	Grey Fleet	Owain Pearce and Suzanne	8. Rolling Programme	Closed	1,800,000	-	-	-	-	-	0
T2273	Car Parks Resurfacing	Jason Munro/ Suzanne	8. Rolling Programme	On Target	324,287	324,287	-	25,713	25,713	-	350,000
T2277	Food Waste Collection from Flats	0	6. Completed	Closed	-	-	-	-	-	-	0
T2287	Recycling Transfer Station	Oliver Hearn and Jane	1. Idea	On Hold	-	18,000	(4,970)	-	-	-	18,000
T2294	Pest Control Equipment	Ian Henwood	6. Completed	Completed	-	-	-	-	-	-	0
T2299	Controlled Parking Zones	Shaun Hatton	5. Delivery	On Target	-	200,000	197,288	-	-	-	200,000
T2301	Depot Rationalisation	Steven Clews, Oliver Hearn	2. Feasibility	On Target	2,153	564,000	-	-	-	-	564,000
T2302	Redbridge Parking	Steven Clews	1. Idea	On Hold	-	-	-	-	-	-	0
T2306	Mobile Working and Handhelds	Suzanne.White@odsgroup.c	•	On Target	15,000	140,778	-	0	0	-	140,778
T2307	Transformation Funding	Suzanne.White@odsgroup.c	· ·	At Risk	400,000	216,867	-	-	-	-	216,867
T2308	Additional Technology Requirements	Suzanne White	8. Rolling Programme	At Risk	1,200,000	468,000	-	-	-	-	468,000
	Transition Director Total				8,151,429	8,172,990	1,549,686	25,713	25,713	-	8,198,704
	General Fund Total				97,566,244	56,009,225	16,264,546	23,123	(69,287)	92,410	56,032,348
	Housing Revenue Account Capital Programme										
N6384	Tower Blocks	Darowen Jones	5. Delivery	Off Target	-	1,280,400	142,733	-	-	-	1,280,400
N6385	Adaptations for disabled	Nick Brown	9. Other Capital Spend	On Target	687,000	574,368	188,501	-	-	-	574,368

Cost Centre	Capital Scheme	Progress Update Provider	Project Status	Risk Status	2020/21 Original Budget	Latest Budget	Spend to 30/09/2020	Forecast Variance	Forecast Variance due to Slippage	Forecast Over/ Under Spend	2020/21 Forecast Outturn
					£	£	£	£	£	£	£
N6386	Structural	Bill Chamberlain/ Nick	8. Rolling Programme	Off Target	636,000	632,066	74,903	-	-	-	632,066
N6387	Controlled Entry	Bill Chamberlain/ Nick	8. Rolling Programme	On Target	345,000	112,500	-	-	-	-	112,500
N6388	Major Voids	Steve Carter/ Nick Brown	8. Rolling Programme	On Target	453,000	453,000	56,121	-	-	-	453,000
N6389	Damp-proof works (K&B)	Chris Scott/ Nick Brown	8. Rolling Programme	On Target	117,000	80,250	16,295	-	-	-	80,250
N6390	Kitchens & Bathrooms	Nick Brown	8. Rolling Programme	Off Target	2,538,000	-	-	-	-	-	0
N7057	Kitchens	0	0	At risk	-	1,270,920	360,896	-	-	-	1,270,920
N7058	Bathrooms	0	0	At Risk	-	876,684	186,549	-	-	-	876,684
N6391	Heating	Nick Brown	8. Rolling Programme	On Target	2,487,000	-	-	-	-	-	0
N6392	Roofing	Gary Long/ Nick Brown	8. Rolling Programme	At risk	194,000	790,000	10,880	-	-	-	790,000
N6395	Electrics	Nick Brown	8. Rolling Programme	On Target	629,000	557,984	224,485	-	-	-	557,984
N6434	Doors and Windows	Gary Long/ Nick Brown	8. Rolling Programme	At risk	312,000	280,800	8,476	-	-	-	280,800
N7020	Extensions & Major Adaptions	Nick Brown	8. Rolling Programme	On Target	265,000	869,610	357,451	-	-	-	869,610
N7026	Communal Areas	Jonathan Stone/ Nick Brown	8. Rolling Programme	On Target	194,000	398,724	17,904	-	-	-	398,724
N7032	Great Estates Programme	Sue Briscoe/ Nick Brown	4. Pipeline	Off Target	1,764,000	1,323,000	460,769	-	-	-	1,323,000
N7033	Energy Efficiency Initiatives	Nick Brown	8. Rolling Programme	Off Target	568,000	400,800	29,317	-	-	-	400,800
N7041	Electric Heating Conversion to Gas	n/a	7. Closed	Closed	-	-	-	-	-	-	0
N7042	Barton Regeneration	Sue Briscoe	4. Pipeline	On Target	1,286,000	492,661	118,766	-	-	-	492,661
N7044	Lift Replacement Programme	Nick Brown	8. Rolling Programme	Off Target	-	157,500	2,260	-	-	-	157,500
N7046	Development at Mortimer Drive	n/a	7. Closed	Closed	-	-	-	-	-	-	0
N7047	Social Rented Housing Acquisitions	Dave Scholes	5. Delivery	On Target	10,298,000	13,360,706	3,712,367		-	-	13,360,706
N7048	Fire doors	Chris Scott/ Nick Brown	8. Rolling Programme	At risk	424,000	424,000	48,718	-	-	-	424,000
N7049	Compulsory purchase of property	Dave Scholes	5. Delivery	Completed	-	0	-	-	-	-	0
N7050	East Oxford development	Alan Wylde	3. Design & Technical	At RISK	3,533,000	-	-	-	-	-	0
N7051	Acquisition of Additional Units	Dave Scholes	4. Pipeline	On Target	2,700,000	457,100	15,000	-	-	-	457,100
N7052	HRA Stock Condition Survey	Nick Brown	2. Feasibility	On Target	-	(0)	23,049	-	-	-	(0)
N7053	Development Schemes	Stephen Clarke	9. Other Capital Spend	Closed	-	-	-	-	-	-	0
N7054	Properties Purchased From OCHL	0	0	At risk	11,600,000	12,145,000	-	-	-	-	12,145,000
N7055	Use Of Recycled Capital Grants	0	0	At risk	368,000	368,000	-	-	-	-	368,000
N7056	Affordable Housing Supply	0	0	Closed	3,000,000	-	-	-	-	-	, 0
N7059	Boilers Only	0	0	At risk	-	1,160,440	543,788	-	-	-	1,160,440
N7060	Heating Systems	0	0	At risk	_	516,624	58,054	-	-	-	516,624
N7061	Northfield Hostel	0	0	On target	_	2,300,000	-	-	-	-	2,300,000
N7062	Lanham Way	0	0	On Target	-	1,050,000	-	-	-	-	1,050,000
N7064	Unallocated Site 1	0	0	On Target	-	1,899,000	-	-	_	_	1,899,000
N7065	Unallocated Site 2	0	0	On target	-	4,000,000	-	-	-	-	4,000,000
N7040	Blackbird Leys Regeneration	Roo Humpherson	3. Design & Technical	On Target	605,000	84,000	15,238	-	-	-	84,000
	Housing Revenue Account Total				45,003,000	48,316,136	6,672,520	-	-	-	48,316,136
	Grand Total				142,569,244	104,325,361	22,937,066	23,123	(69,287)	92,410	104,348,484

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# **Appendix D**

Income Source	Budgted income 2020- 21 £	Actual Cash Collected in Q1	Actual Cash Collected in Q2	Total Cash collected 2020- 21 £	Profiled income £	Percentage of profile collected £
Services						
Off-street car parking	6,648,048	69,678	278,358	348,036	3,324,024	10%
Planning	1,763,705	329,942	303,590	633,531	881,853	72%
Building control	468,000	83,009	100,026	183,035	234,000	78%
Leisure service payments from leisure providers	476,500	0	0	0	238,250	0%
Community Centre Income	409,523	36,940	25,361	62,301	204,762	30%
Land Charges	213,050	31,679	49,794	81,473	106,525	76%
Licensing - General	-1,225,750	211,988	270,757	482,745	-612,875	-79%
Licensing - Taxi	360,000	52,017	100,626	152,643	180,000	85%
Property rental	10,188,000	2,520,322	2,671,146	5,191,468	5,094,000	102%
Investment interest	1,799,905	329,601	290,784	620,385	899,953	69%
Town Hall Civic Management	1,008,000	53,285	33,426	86,711	504,000	17%
Markets	1,117,000	6,501	329,160	335,661	558,500	60%
Museums	51,750	143	572	715	25,875	3%
Events	130,000	2,700	2,700	5,400	65,000	8%
Sub total	23,407,731	3,727,804	4,456,301	8,184,105	11,703,866	70%
Sub total	7,189,964	851,968	1,249,276	2,101,244	3,594,982	58%
Business Rates	53,916,466	15,168,560	13,280,940	28,449,500	32,188,130	88%
Council Tax	94,759,524	28,150,597	25,549,127	53,699,724	62,541,286	86%
Collection Fund sub total	148,675,990	43,319,157	38,830,067	82,149,224	94,729,416	87%
Housing	44,471,671	10,726,282	11,002,006	21,728,288	22,269,586	98%
Grand Total	223,745,356	58,625,211	55,537,651	114,162,861	132,297,850	86%



# Agenda Item 11



To: Cabinet

Date: 09 December 2020

Report of: Head of Financial Services

Title of Report: Treasury Management Mid-Year Review for April –

September 2020

Summary and recommendations

**Purpose of report:** To report on the performance of the Treasury

Management function for the 6 months to 30 September

2020

Key decision: No

**Executive Board** 

Councillor Ed Turner, (Deputy Leader) Finance and

Member:

Corporate Assets

Corporate Priority: All

**Policy Framework:** Treasury Management Strategy

**Recommendations:** That Cabinet resolves to:

 Note the performance of the Treasury Management function for the six months to 30<sup>th</sup> September 2020

Appendices					
Appendix 1	List of investments as at 30 <sup>th</sup> September 2020				
Appendix 2	Risk Register				

#### Introduction and Background

- This report has been written in accordance with the requirements of the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury and has been prepared in compliance with CIPFA's Code of Practice on Treasury Management, covering the following:
  - An economic overview for the first part of the 2020/21 financial year
  - A review of the Council's investment portfolio for 2020/21
  - A review of the Council's borrowing strategy for 2020/21

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- A statement of compliance with Treasury and Prudential Limits for 2020/21
- 2. The Council operates a balanced budget, which broadly means cash raised during the year will meet its cash expenditure. Part of the treasury management operations ensure this cash flow is adequately planned, with surplus monies being invested in suitable counterparties, providing adequate liquidity and security initially before considering optimising investment return.
- 3. The second main function of the treasury management service is the funding of the Council's capital plans. These capital plans provide a guide to the borrowing need of the Council, essentially the longer term cash flow planning to ensure the Council can meet its capital spending operations. This management of longer term cash may involve arranging long or short term loans, or using longer term cash flow surpluses, and on occasion any debt previously drawn may be restructured to meet Council risk or cost objectives.

#### **Economic Overview**

- 4. On 19th March 2020 the Bank of England cut the base rate to 0.10% to help control the economic shock of the Coronavirus. The rate looks likely to stay at this level until inflation is sustainably meeting the Bank of England's target levels.
  - Bank of England has squashed any idea of using negative interest rates, at least in the next six months or so. It suggested that while negative rates can work in some circumstances, it would be "less effective as a tool to stimulate the economy" at this time when banks are worried about future loan losses. It also has "other instruments available", including Quantitative Easing (QE) and the use of forward guidance.
  - The pace of recovery is not expected to be in the form of a rapid V shape, but a more elongated and prolonged one after a sharp recovery in June through to August which left the economy 11.7% smaller than in February. The last three months of 2020 are now likely to show no growth as consumers will probably remain cautious in spending and uncertainty over the outcome of the UK/EU trade negotiations concluding at the end of the year will also be a headwind. If the Bank felt it did need to provide further support to recovery, then it is likely that the tool of choice would be more QE.

#### Interest and Interest Rate Forecasts

5. The Council's treasury advisor, Link Group, provided the following forecasts (PWLB rates are certainty rates, gilt yields plus 180bps):

	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23
Bank Rate View	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
3 Month average earnings	0.10	0.10	0.10	0.10	0.10	0.10				
6 Month LIBID	0.10	0.10	0.10	0.10	0.10	0.10	-			
12 Month LIBID	0.20	0.20	0.20	0.20	0.20	0.20	-			
5yr PWLB Rate	1.90	2.00	2.00	2.00	2.00	2.00	2.10	2.10	2.10	2.10
10yr PWLB Rate	2.10	2.10	2.10	2.10	2.20	2.20	2.20	2.30	2.30	2.30
25yr PWLB Rate	2.50	2.50	2.50	2.60	2.60	2.60	2.70	2.70	2.70	2.70
50yr PWLB Rate	2.30	2.30	2.30	2.40	2.40	2.40	2.50	2.50	2.50	2.50

- 6. The coronavirus outbreak has done huge economic damage to the UK and economies around the world. After the Bank of England took emergency action in March to cut Bank Rate from 0.75% to 0.25% on 11th March 2020 and then subsequently to 0.10% on 19th March 2020, it left the Bank Rate unchanged at its meeting on 6th August and subsequently 16th September. It also indicated that there would not be any use of negative interest rates in, at least, the next six months while the Bank carries out research work with high street banks on the potential impact on them of negative rates. It suggested that while negative rates can work in some circumstances, it would be "less effective as a tool to stimulate the economy" at this time when banks are worried about future loan losses. It also stated that it has "other instruments available", including QE and the use of forward guidance. As shown in the forecast table above, no increase in Bank Rate is expected within the forecast horizon ending on 31st March 2023 as economic recovery is expected to be only gradual and, therefore, prolonged.
- 7. From the local authority borrowing perspective, HM Treasury imposed two changes of margins over gilt yields for PWLB rates in 2019-20 without any prior warning. The first took place on 9th October 2019, adding an additional 1% margin over gilts to all Public Works Loans Board (PWLB) period rates. That increase was then at least partially reversed for some forms of borrowing on 11th March 2020, but not for mainstream General Fund capital schemes, at the same time as the Government announced in the Budget a programme of increased infrastructure expenditure. It also announced that there would be a consultation with local authorities on possibly further amending these margins; this was to end on 4th June, but that date was subsequently put back to 31st July 2020. It seems clear that HM Treasury will no longer allow local authorities to borrow money from the PWLB to purchase commercial property if the aim is solely to generate an income stream (assets for yield).
- 8. Following the changes on 11th March 2020 in margins over gilt yields, the current situation is as follows: -
  - PWLB Standard Rate is gilt plus 200 basis points (G+200bps)
  - PWLB Certainty Rate is gilt plus 180 basis points (G+180bps)
  - PWLB HRA Standard Rate is gilt plus 100 basis points (G+100bps)
  - PWLB HRA Certainty Rate is gilt plus 80bps (G+80bps)
  - Local Infrastructure Rate is gilt plus 60bps (G+60bps)

- It is possible that the non-HRA Certainty Rate will be subject to revision downwards after the conclusion of the PWLB consultation; however, the timing of such a change is currently an unknown, although it would be likely to be within the current financial year.
- 9. As the interest forecast table for PWLB certainty rates, (gilts plus 180bps), above shows, there is likely to be little upward movement in PWLB rates over the next two years as it will take economies, including the UK, a prolonged period to recover all the momentum they have lost in the sharp recession caused during the coronavirus shut down period. Inflation is also likely to be very low during this period and could even turn negative in some major western economies during 2020/21.

#### **Investment Portfolio and Performance**

- 10. The budgeted investment income for 2020/21 is £1.223 million. As at the 30th September 2020, forecast investment income for 2020/21 is £1.044m. Many of the Council's current investments were placed at higher levels of interest before the Base rate was reduced in March 2020, the Council has also taken advantage of better rates where possible
- 11. The Treasury Management Strategy for 2020/21 was approved by this Council in February 2020; to date the Strategy has been fully adhered to.
- 12. As part of its Strategy, the Council aims to maintain a diversified investment portfolio whilst ensuring there are no policy and procedure breaches. Security of investments is always the primary concern when arranging investments with liquidity and yield being secondary, but key considerations.
- 13. The Council operates an approved counterparty listing which details all institutions with whom the Council may invest, the maximum amount which may be invested with any single counterparty group at any given point and the maximum duration period. The counterparty list is set in association with recommendations from Link Asset Services although ultimate authorisation of approved counterparties rests with the Section 151 Officer. The list is actively managed and reviewed on a weekly basis or more regularly if required.
- 14. Monthly monitoring meetings are held with the Section 151 Officer, Financial Accounting Manager and Treasury staff to discuss investments in terms of counterparties and maturity dates, cash flow, interest and borrowing rates and Treasury operational and Strategic strategies.
- 15. The strategy also adopts an ethical approach to investments, stating that:
  - "The Council will not knowingly invest directly in businesses whose activities and practices pose a risk of serious harm to individuals or groups, or whose activities are inconsistent with the Council's mission and values. This would include, inter alia, avoiding direct investment in institutions with material links to:
    - Human rights abuse (e.g. child labour, political oppression)
    - Environmentally harmful activities (e.g. pollutants, destruction of habitat, fossil fuels)
    - Socially harmful activities (e.g. tobacco, gambling)"
- 16. The Council has been able to take advantage of some further green deposit notice accounts offered by Barclays Bank who are working in association with

Sustainanalytics, a leading global provider of environmental, social and corporate governance research and ratings, to achieve a positive environmental impact. Their green framework covers the following environmental areas:

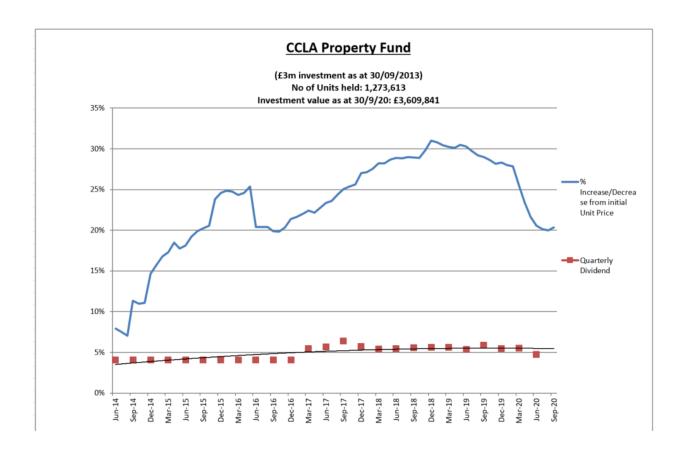
- Energy efficiency projects and renewable energy
- Sustainable food agriculture and forestry
- Waste management
- Greenhouse gas emission reduction
- Sustainable water
- 17. The Council currently has £7.5 million in these accounts.

#### **Pooled Investment Funds**

18. At present, the Council has placed investments with two property funds; CCLA Investment Management, which is a property fund that limits its investors to Charities, Churches and Local Authorities and Lothbury Investment Management, a specialist UK property fund manager with a range of funds providing high quality exposure to different property sectors. Due to the Covid-19 pandemic, property prices have a lot of uncertainty about them and capital values have fallen. However, both our respective fund managers have reassured us that their investments are well placed to recover and over the longer term capital values will pick up. In the short term Dividends are still being paid at similar levels to pre-Covid times and are still giving us a good return on our investments. Both property funds have reduced their retail holdings which de-risks the capital value they hold.

#### **CCLA Investment Management Limited**

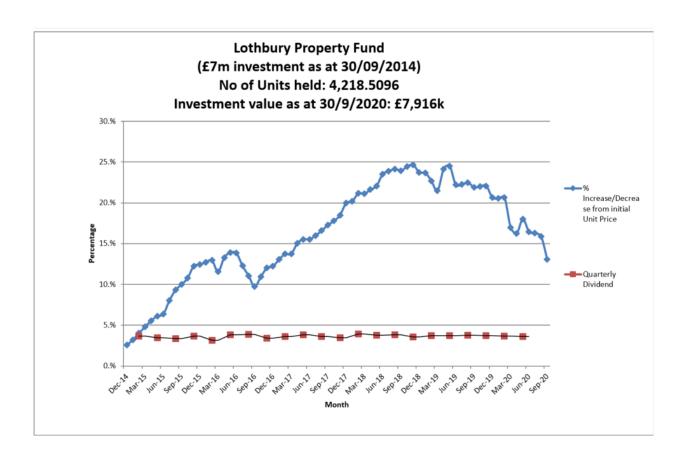
- 19. The Council has held a £3m investment in the CCLA fund since September 2013. The investment has produced quarterly returns ranging between 5% and 6% and it is expected that the Fund will continue to achieve rates in this region.
- 20. Additionally, the value of the Council's investment with CCLA has appreciated from £3m to £3.6m as at 30th September 2020, equating to growth of 20.33% to date from inception. However, the values of the individual unit prices have fluctuated over time and the effect of capital appreciation (and depreciation) is illustrated in the graph below. There has been pressure on the overall property value but the dividend is being maintained and prices are always going to fluctuate over time. This is seen as a long term investment.



- 21. Changes to the accounting rules on property funds means that the principal gain or loss will now be charged to the Surplus or Deficit on the Provision of Services, within the Councils Income and Expenditure Account, rather than being held on the balance sheet. However, following consultation by MHCLG the government has introduced a mandatory statutory override for local authorities to reverse out the effect for five years from 1st April 2018 after which surpluses as well as deficit will impact on the Councils revenue position. Even without the statutory override, the Council would have created a reserve to hold the funds until the return was realised due to the potential for fluctuations in the property markets.
- 22. The investment returns around £40k per quarter.

#### **Lothbury Investment Management**

23. During 2014/15, the Council invested £7m in the Lothbury Property fund and the Fund has produced quarterly returns in the range of 3-4%. Furthermore, the Fund has seen a capital appreciation over the period with the value currently standing at £7.916m, compared with £7m at inception, equating to overall growth of 13.08% to date. However, as with CCLA, the values of the individual unit prices have fluctuated over time and the effect of capital appreciation (and depreciation) is illustrated in the graph below. The changes to accounting rules will also affect the Lothbury Property Fund as explained in paragraph 21 above.



The investment returns around £60k per quarter.

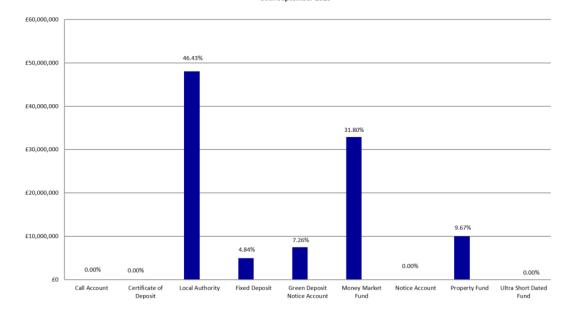
### Multi-Asset Fund(s)

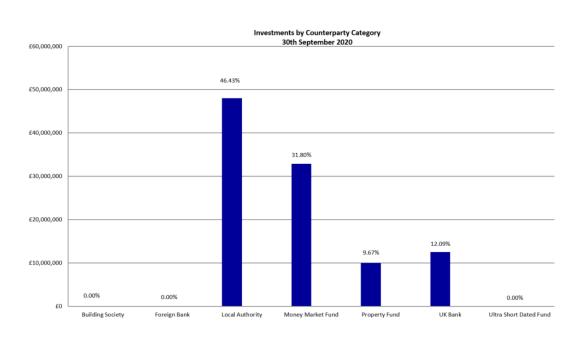
24. As agreed in the Treasury Strategy for 2020/21, and included in the budget report for 2020/21, the Council is selecting a multi-asset fund or funds to invest an amount of £10m. The selection process was paused due to the pandemic but has recently been recommenced. The process is nearing conclusion and Council Officers will then liaise with the fund managers regarding the optimum investment point.

#### **Investment Portfolio**

- 25. As at 30th September 2020, the Council's total investment portfolio amounted to £103.4m, with £10m of this being held in property funds and £32.9m being held in instant access cash facilities with the balance being held in banks and building societies
- 26. The graphs below illustrate how the Council's investment portfolio is distributed, both in terms of the type of investment and counterparty category:

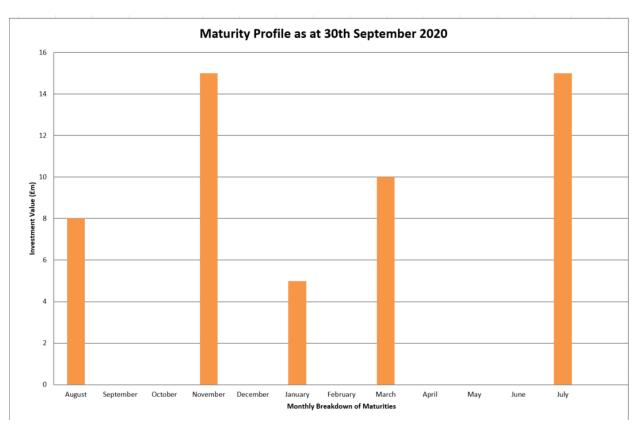






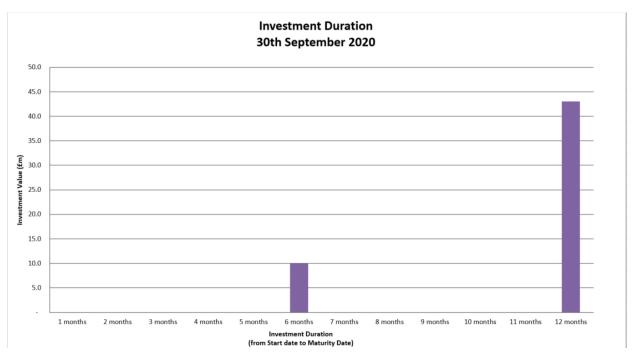
- 27. Fixed deposits and certificates of deposits both have an agreed start and end date which are arranged where possible, to suit the cashflow requirements. However, as mentioned previously, it is also important to keep a proportion in instant access funds.
- 28. The Council's Treasury Management Strategy limits non-specified investments to 25% (or £25m whichever is greater) of the previous year's average investment portfolio. This limit is reviewed each year when setting the Strategy in order to

- ensure a balanced and diversified portfolio of investments. Property funds and investments in excess of 364 days are classified as non-specified due to the associated risk; property funds by nature are high risk due to the volatility of the market. There are several factors that deem longer term investments to be more risky in nature including the risk of interest rate rises and the commitment of cash for longer periods.
- 29. £10 million is committed in the CCLA and Lothbury property funds and the Council is currently looking at utilising residual headroom to invest further in some non-specified investments. It should be noted that the £5 million invested in the National Homelessness Property Fund (Real Lettings) is, following discussions with the Council's external auditors, classified as a service investment undertaken using service delivery powers rather than treasury powers under Section 12 of the Local Government Act 2003. This means the counterparty limit for the £5m invested in the National Homelessness Property Fund is not taken into account when assessing the residual headroom available for investment in non-specified investments.
- 30. The Strategy defines a specified investment as one that is in sterling, no more than one year in duration or, if in excess of one year can be repaid earlier on request and with counterparties that meet the Council's credit rating criteria. Additionally, once the duration of a non-specified investment falls below 366 days, it also falls into the Specified category. The maturity profile for the Council's specified investments (equating to £60.5m when excluding the instant access cash) is illustrated below.



31. The graph below illustrates the same investments by duration period in order to demonstrate duration periods. It is not surprising that the majority of investments have a duration period of six months as this is the limit for most of the banks and

building societies with whom the Council may invest. When the opportunity arises, longer investments are arranged to allow for a greater yield.



### **Borrowing**

- 32. The Council has not taken on any additional debt during the year to date and so the balance of its external borrowing remains at approximately £198.5 million; this figure relates to funds borrowed from the PWLB to buy out the Housing Revenue Account (HRA) from the subsidy system and relates wholly to Housing with interest repayment being met by the HRA. The Council does not consider that debt restructuring and/or premature repayment would be practical at this time as due to the differential in interest rates, the Council would incur a large premium from the PWLB for doing so. The Council continues to monitor borrowing interest rates and forecasts on a regular basis and will continue to review its position on debt restructuring.
- 33. The Council anticipates borrowing in the future to meet its capital expenditure requirements, including loans to the Housing Company, but does not anticipate any external borrowing during 2020/21.

#### Treasury and Prudential Limits for 2020/21

34. The Council has operated all of its Treasury Management activity within the parameters set by the Treasury and Prudential indicators in the Treasury Management Strategy for 2020/21.

### Other Key Updates

#### **Changes in Risk Appetite**

35. The 2018 CIPFA Codes and guidance notes have placed enhanced importance on risk management. Where an authority changes its risk appetite e.g. for moving surplus cash into or out of certain types of investment funds or other types of investment instruments, this change in risk appetite and policy should be brought to members' attention in treasury management update reports. The Council has not

made any significant changes to its investment approach at this time although there is the intention to further invest in property funds in the near future. The risk will continue to be managed by understanding the individual investment vehicles and also by considering the appropriate percentage of non-specified investments that can be held in the overall portfolio.

## **Treasury Advisor**

36. Treasury advice and market information is provided by Link Asset Services. Information provided by Link Asset Services is used to advise Council Officers when making investment decisions.

#### **Financial Implications**

37. Any financial implications are contained within the body of this report.

#### Legal Issues

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

#### Level of Risk

39. There are no risks in connection with the report's recommendations. Risk assessment and management is a key part of Treasury Management activity especially in the selection of counterparties when considering investment opportunities. The Council uses external advisors and counterparty credit ratings issued by the rating agencies to assist in this process.

### **Equalities Impact**

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

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Service area or department	Financial Services
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# Appendix 1

		OXFORD CITY COUN		20/21					
OCC Investments as at:	Group	30/09/2020	103,375,000.00						
Counterparty Group	Operational Lending Limit	Counterparty Name	Investment Amount	Interest Rate	Trade Date	Start Date	Maturity Date	Remaining Limit	Broker
Barclays Bank (NRFB) Fixed Deposits Call Account 6 months maturity limit PJ checked 21/01/2020	10,000,000.00	Barclays Bank BPA (call account) Barclays Green Deposits: 65-day Notice Account Barclays Green Deposits: 95-day Notice Account	2,500,000.00 5,000,000.00	0.05% 0.85% 0.95%	12/11/2019 20/02/2019 03/05/2019			2,500,000.00	Direct Direct
Lloyds Banking Group (RFB) Lloyds Bank Bank of Scotland £15m operational limit agreed by JY 02/08/16 364-day maturity limit PJ checked 21/01/2020	15,000,000.00	175-day notice account		0.75%	27/07/2018			15,000,000.00	
Royal Bank of Scotland Group (RFB) RBS NatWest 364-day maturity limit	10,000,000.00							13,466,566.66	
PJ checked 21/01/2020 Close Brothers Z7m operational limit agreed by NK 25/11/15 6 month maturity limit PJ checked 21/01/2020	7,000,000.00		5,000,000.00	0.45%	23/09/2020	24/09/2020	0 24/03/2021	2,000,000.00	
Goldman Sachs International 6 month maturity limit PJ checked 21/01/2020	9,000,000.00							2,000,000.00	Tradition
HSBC Bank plc 12 month maturity limit PJ checked 21/01/2020 Santander UK plc	7,000,000.00	Santander Instant Access Call Account Corporate Notice Account Statement (35 days)	-	0.80% 0.80%	13/11/2019			10,000,000.00	
£7m operational limit agreed by NK 25/11/15 6 month maturity limit PJ checked 21/01/2020 SMBC	7,000,000.00	Corporate Notice Account statement (35 days) Corporate Notice Account Statement (36 days) Corporate Notice Account Statement (180 days)  Sumitomo Mitsui Banking Corporation	-	1.20% 1.05% 0.73%	02/05/2018	02/05/2018	3 02/11/2018	7,000,000.00	
£7m operational limit agreed by NK 25/11/15 6 month maturity limit PJ checked 21/01/2020 Standard Chartered 57m operational limit agreed by NK 25/11/15	7,000,000.00							7,000,000.00	
£7m operational limit agreed by NK 25/11/15 6 month maturity limit PJ checked 21/01/2020 Svenska Handelsbanken	7,000,000.00			0.050/		40/00/0000		7,000,000.00	
£7m operational limit agreed by NK 09/06/17 12 month maturity limit PJ checked 21/01/2020  Coventry Building Society £7m operational limit agreed by NK 25/11/15	7,000,000.00	Instant Access Call Account 35-day Notice Account	-	0.65%		19/03/2020		7,000,000.00	
6 month maturity limit PJ checked 21/01/2020  Leeds Building Society £7m operational limit agreed by NK 25/11/15	7,000,000.00							7,000,000.00	
100 days maturity limit PJ checked 21/01/2020  Nationwide Building Society 6 month maturity limit	10,000,000.00							7,000,000.00	
PJ checked 21/01/2020  Skipton Building Society  100 days maturity limit PJ checked 21/01/2020	3,000,000.00							10,000,000.00	
Yorkshire Building Society £7m operational limit agreed by NK 25/11/15 100 days maturity limit PJ checked 21/01/2020	7,000,000.00							7,000,000.00	
Treasury Bills	7,000,000.00							7,000,000.00	
Local Authorities £18,977m limit per authority as per 2015/16 Strategy	18,977,000.00	1314 London Borough of Croydon 1302 Rugby Borough Council 1316 Thurrock Council	5,000,000.00 5,000,000.00 3,000,000.00	1.00% 1.00% 0.91%	15/05/2020 24/06/2019 22/07/2020	13/07/2020 20/01/2020 12/08/2020	) 18/01/2021 ) 12/08/2021	13,977,000.00 13,977,000.00 15,977,000.00 18,977,000.00	Tradition R P Martin
Money Market Funds	75,000,000.00	1306 Lancashire County Council 1313 Birmingham City Council 1312 Rotherham Metropolitan Borough Council 1313 Lancashire County Council	10,000,000.00 10,000,000.00 5,000,000.00 10,000,000.00	0.85% 1.20% 1.00% 0.35%	11/09/2019 26/02/2020 20/02/2020 22/07/2020	15/11/2019 31/03/2020 07/05/2020 24/07/2020	30/03/2021 0 09/11/2020	8,977,000.00 8,977,000.00 13,977,000.00 18,977,000.00	Tradition Imperial
Limited set to match Treasury Strategy 23/3/20 £25m operational limit per MMF agreed by NK <u>Cash Plus Funds</u>	15,000,000.00	Legal and General Investment Management Federated Investors Aberdeen Standard	7,880,000.00 24,995,000.00		18/09/2020 29/09/2020 03/06/2020			42,125,000.00	
£15m operational limit of Fund agreed by JY (		Royal London Cash Plus  NON-SPECIFIED INVESTMENTS (Discuss with		on-specified inves				15,000,000.00	
Property Funds  Unrated Building Societies (100 days maturity Local Authorities (2 years maturity limit)	24,000,000.00 y limit)	CCLA Lothbury	3,000,000.00 3,500,000.00 3,500,000.00		30/04/2013 06/08/2014 04/09/2014	30/04/2013 06/08/2014 04/09/2014	ı		
Total Inve	estments as at	30 September 2020	103,375,000.00					14,000,000.00	



#### Risk Register

#### Treasury Management

Risk IE	Risk						Gross	Risk	Currer	nt Risk	Resid	dual Ris	k Risk Mitigation	
	Risk Title	Opportunity/Threa	Risk Description	Risk Cause	Consequence	Date raised	ı	P	ı	Р	ı	P		
	Loss of capital investment due to a counterparty collapsing	T	The Council loses its principal investment or an investment becomes impaired.	Counterparty collapses or hits a financial crisis rendering it unable to repay investments.	The Council may lose money or repayment of funds could be significantly delayed which could have an adverse impact on operational funding levels	5-Aug-16	5	3	5	5 3		5	3 Reducing risk by limiting the use of high risk counterparties.  Imposing a maximum investment value on approved counterparties in order to spread and reduce risk.  reduce risk.  order to spread and defective risk.  counterparties are not exceeded. Counterparties are also monitored and reviewed on a weekly basis at least, or more regularly if considered necessary to do so.	
	Property fund investments lose value	Т	The value of the Council's units held in property fund investments decreases.	Uncertainty in the commercial property market following Brexit and slowdown in general economic activity.	Capital depreciation will decrease the overall value of the investment.	5-Aug-16	5 4	3	3	3		3	2 The Council receives monthly valuations from the property fund managers detailing the indicative redemption value of the individual units. These are reported to the Head of Finance on a monthly basis. The Council has the option to sell its units if there is a concern that the fund value is likely to decrease for a prolonged period.	
	Decline in interest rates	Т	Interest rates continue to fall with very little prospect of upward movement in the next 12 months.	Economic growth forecasts remain subdued leading to low interest rates. Consequently lower risk counterparties tend to offer low investment rates.	The Council may not achieve its target level of interest.	5-Aug-16	5 2	2 3	2	2 3		2	In the current economic climate where rates tend to be static, arranging investments over a longer period of time where possible will allow the Council to capitalise on a higher rate of return without there being an opportunity cost.  The Council continually monitors base rate and rates being achieved against budget to ensure it has secured the best value possible in a difficult economic climate.	
69	Fraudulent activity	Т	Potential fraud by staff	Fraudulent activity	Loss of money for the Council Disciplinary action for the staff	5-Aug-16	5 3	3	2	2 1		2	Segregation of staff duties, reviewing and monitoring of internal controls to ensure the correct protocol is being followed. Ensuring all insurance policies and the fidelity guarantee are fully up to date.	
	Money laundering	T	Money laundering by external parties	External parties pay a transaction by cash and subsequently request a refund	Fine and/or imprisonment	5-Aug-16	j 2	2	4	1 1		4	Ensuring the money laundering policy is reviewed and up to date. Checking refunds back to source.     Raising awareness of this issue amongst staff and reviewing the financial regulations.	
	Network failure/Barclays.n et being inaccessible	Т	The Council is unable to carry out its daily treasury functions due to a network failure	,	Daily Treasury functions will not be carried out	5-Aug-16	5 2	! 3	1	1 2		1	2 Invoke the business continuity plan to minimise the effects of a network issue.	
	Revenue Budgets	Т	Revenue budgets are unable to meet borrowing costs of capital schemes	Revenue budgets come under pressure from restricted government funding or non delivery of programmed savings	The Council may not be able to execute some desired projects.	5-Aug-16	3	3	2	2 2		2	2 Revenue budgets monitored on monthly basis and future year forecasts undertaken. Reserve some capital receipts to cover borrowing costs in the short term. Monthly financial reports and forecasts.	
	Lack of suitable counterparties	T	The Council does not have enough "space" with approved counterparties to place investments/deposit surplus cash balances.	Rising cash balances and a restricted counterparty list	Use of counterparties not paying best value rates.	5-Aug-16	3	4	. 3	3 3		3	The Council continually monitors its approved counterparty listing in conjunction with cash balances. Any potential new investment opportunities are discussed at Treasury Management performance meetings. The Council utilises money market and enhanced cash funds to deposit surplus cash balances in the event of no space with other counterparties and also to ensure there is always cash instantly available in order to meet payment obligations when they fall due. However, there are also limits on the amounts deposited to such funds. The Council has a facility to deposit cash with the Debt Management Office should all other investment autions he advanted.	

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# Agenda Item 12



To: Cabinet

Date: 9 December 2020
Report of: Head of Housing

Title of Report: Award of Key Service Contract for Lift Maintenance

and Repair

Purpose of report: To seek project approval and delegation to award a contract to deliver Lift Maintenance and Repair Services

to the Council.

**Key decision:** Yes

**Executive Board** Councillor Ed Turner, Cabinet Member for Finance and

Member: Asset Management

**Corporate Priority:** Support flourishing communities

**Policy Framework:** Housing Asset Management Strategy

**Recommendations:** That Cabinet resolves to:

- Grant project approval for the provision of Lift Maintenance and Repair Services to the Council; and
- 2. **Delegate authority** to the Executive Director of Housing, after consultation with the Monitoring Officer and the s151 Officer, to award the Lift Maintenance and Repair Services contract to the successful supplier(s) following completion of a tender process undertaken in accordance with the Public Contracts Regulations 2015.

Appendices							
Appendix 1	Risk Register						

# Introduction and background

1. The lift maintenance contract, which ensures the safe running of lifts and lifting equipment is coming to the end of its extension period and terminates on 31<sup>st</sup> May 2021. In order to maintain legislative compliance regarding lift maintenance and

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repair and to ensure the safe operation of lifts in Council properties, the contract is being re-tendered.

#### 2. Tender Process

An EU open tender process is being conducted, using the South East Business portal. There are no suitable framework agreements that the Council is able to utilise.

#### 3. Evaluation Criteria

The evaluation criteria for both opportunities have been set at 60% quality and 40% price, with the quality section questions seeking to examine how the tenderer will meet the service needs of the contract. Each question is weighted to reflect the importance and the Council's standard 0-5 scoring mechanism is being used.

As the Council is proud to be an accredited member of the Living Wage Foundation, procurement will seek to promote and increase the number of suppliers that adopt the Oxford Living wage or Living Wage Foundation rate on supply of goods, services or works.

The section in the tender response on Social Value counts towards 5% of the evaluation

Social Value: please indicate what, if anything, is included in your offer to enable the Council to deliver in terms of its obligations under the Social Value Act (examples might include placements and apprenticeships, charity donations, volunteering for community work, contribution to Oxford's zero emission zone, supporting the Oxford Living wage, reduction of noise, air and chemical pollution. This is not an exhaustive list and there are many more ways to demonstrate social value).

Maximum word count 500 - score 5%

#### 4. Contract Rules Compliance and Financial Assessment

Both opportunities will be call off contracts and a financial assessment of the successful tenderers will be carried out.

## 5. Financial implications

The budget available for the contract is in excess of £100,000 per annum. Based on a 5 year contract term this equates to a potential total contract spend in excess of £500,000.

#### 6. Legal Issues

The Council has to comply with regulations surrounding the maintenance and repair of lifts which is enforced under the Health & Safety at Work etc. Act 1974 and the Lifting Operations and Lifting Equipment Regulations 1998.

The tender process will follow the EU open tender process and will be competitively advertised in the Official Journal of the European Union, the South East Business Portal and Contracts Finder. The process followed will be in accordance with the Public Contracts Regulations 2015 and the requirements of the Council's Contract Rules in the Constitution.

#### 7. Level of Risk

Please refer to the risk register

## 8. Equalities Impact

A full impact assessment is not relevant to this report, however, both sets of tender documentation have safeguarding requirements that suppliers will have to comply with.

Report author	Paul Worts
Job title	Property Services Health & Safety Compliance Manager
Service area or department	Property Services
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e-mail	pworts@oxford.gov.uk

Background Papers: None	
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# Appendix 1

Appendix 1: Risk Register

					Date Raised	Owner	Gr	0SS	Cur	rent	Res	idual	Comments			Controls	5	
Title	Risk description	Opp/ threat	Cause	Consequence			1	Р	1	Р	1	Р		Control description	Due date	Status	Progress %	Action Owner
Breaching Legislation	Supplier fails to adhere to the required regulations, for example regarding lift maintenance.	Т	Inadequate employee training or negligence	Very serious health and safety related risk	30/10/2020	Steve Stansfield	5	2	5	1	5	1		There are pass / fail compliance and accreditation questions contained in the tender documentation. Rigorous contract management and monitoring are essential. Contractors must meet competence requirements			75%	Stephen Clarke, Head of Housing and Property
Safeguarding	Supplier may need to enter a Council property that has vulnerable people.	Т	Property has a domestic stair lift.	Vulnerable persons may be at risk	30/10/2020	Steve Stansfield	3	2	3	1	3	1		Specification requires supplier to be DBS checked. Arrangements for access must be made prior to visit. Help may be required from TMO	28/02/ 2021		75%	Contract Monitoring Officer (Mark Gibbons)

Tender Award	Failure to award or delay to award the contract		Director / Section 151 or the monitoring officer do not agree award recommendation	not comply with legislative requirements	30/10/2020	Stephen Clarke	3	2	3	2	1	1		Procurement will facilitate moderation and complete a robust tender evaluation award report.	28/02/ 2021	75%	Andrew Ward, Contracts & Procurement Officer
New contract rates are higher than the allotted budget	Contract rates are higher than the allotted budget	T	works than	The Council would have to increase the budget to meet requirement.	30/10/2020	Stephen Clarke	3	3	2	2	2	2	Some lifts are approaching the end of their service life	A long-term lift replacement programme has been drawn up	28/02/ 2021	75%	Stephen Clarke, Head of Housing and Property



To: Cabinet

Date: 9 December 2020

Report of: Head of Housing

Title of Report: Award of Key Service Contract for Legionella

**Prevention and Control** 

**Summary and recommendations** 

Purpose of report: To seek project approval and delegation to award a

contract to deliver Legionella Control Services to the

Council.

Key decision: Yes

Executive Board

Councillor Ed Turner, Cabinet Member for Finance and

Member:

**Asset Management** 

Corporate Priority: Support flourishing communities

**Policy Framework:** Housing Asset Management Strategy

**Recommendations:**That Cabinet resolves to:

- Grant project approval for the provision of Legionella Prevention and Control Services to the Council; and
- 2. **Delegate authority** to the Executive Director of Housing, after consultation with the Monitoring Officer and s151 Officer, to award the Legionella control contract to the successful supplier(s) following a tender process undertaken in accordance with the Public Contracts Regulations 2015

	Appendices
Appendix 1	Risk Register

### Introduction and background

1. The legionella contract, which ensures the risk management and control of legionella and associated services is coming to the end of its extension period and terminates on 31<sup>st</sup> March 2021. In order to maintain legislative compliance regarding water hygiene and to ensure the safe operation of water services in Council properties, the contract is being re-tendered.

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### 2. Tender Process

An EU open tender process is being conducted, using the South East Business portal for contractors who are members of the Legionella Control Association. There are no suitable framework agreements that the Council is able to utilise.

### 3. Evaluation Criteria

The evaluation criteria for both opportunities have been set at 60% quality and 40% price, with the quality section questions seeking to examine how the tenderer will meet the service needs of the contract. Each question is weighted to reflect the importance and the Council's standard 0-5 scoring mechanism is being used.

As the Council is proud to be an accredited member of the Living Wage Foundation, procurement will seek to promote and increase the number of suppliers that adopt the Oxford Living wage or Living Wage Foundation rate on supply of goods, services or works.

The section in the tender response on Social Value counts towards 5% of the evaluation.

Social Value: please indicate what, if anything, is included in your offer to enable the Council to deliver in terms of its obligations under the Social Value Act (examples might include placements and apprenticeships, charity donations, volunteering for community work, contribution to Oxford's zero emission zone, supporting the Oxford Living wage, reduction of noise, air and chemical pollution. This is not an exhaustive list and there are many more ways to demonstrate social value).

Maximum word count 500 - score 5%

### 4. Contract Rules Compliance and Financial Assessment

Both opportunities will be call off contracts and a financial assessment of the successful tenderers will be carried out.

### 5. Financial implications

The budget available for the contract is in excess of £100,000 per annum. Based on a 5 year contract term this equates to a potential total contract spend in excess of £500,000.

### 6. Legal Issues

The Council has to comply with regulation surrounding the control of legionella which is enforced under the Health & Safety at Work etc. Act 1974 and the Control of Substances Hazardous to Health (COSHH) Regulations 2002. The tender process will follow the EU open tender process and will be competitively advertised in the Official Journal of the European Union, the South East Business Portal and Contracts Finder. The process followed will be in accordance with the Public Contracts Regulations 2015 and the requirements of the Council's Contract Rules in the Constitution.

### 7. Level of Risk

Please refer to the risk register

### 8. Equalities Impact

A full impact assessment is not relevant to this report, however, both sets of tender documentation have safeguarding requirements that suppliers will have to comply with.

Report author	Paul Worts
Job title	Property Services Health & Safety Compliance Manager
Service area or department	Property Services
Telephone	01865 252276
e-mail	pworts@oxford.gov.uk

Background Papers: None	



# Appendix 1

Appendix 1: Risk Register

					Date Raised	Owner	Gro	OSS	Cur	rent	Res	idual	Comments			Controls	3	
Title	Risk description	Opp/ threat	Cause	Consequence			1	Р	1	Р	1	Р		Control description	Due date	Status	Progress %	Action Owner
Breaching Legislation	Supplier fails to adhere to the required regulations, for example regarding the control of legionella.	T	Inadequate employee training or negligence	Very serious health and safety related risk	30/10/2020	Mark Gibbons	5	2	5	1	5	1		There are pass / fail compliance and accreditation questions contained in the tender documentation. Rigorous contract management and monitoring are essential. Contractors must be accreditied to Legionella Control Association during the contract and meet competence requirements			75%	Stephen Clarke, Head of Housing and Property
Safeguarding	Supplier may need to enter a Council property that has vulnerable people.	Т	Property has a water supply.	Vulnerable persons may be at risk	30/10/2020	Mark Gibbons	3	2	3	1	3	1		Specification requires supplier to be DBS checked. Arrangements for access must be made prior to visit.	28/02/ 2021		75%	Contract Monitoring Officer (Mark Gibbons)

	Failure to award or delay to award the contract		Director / Section 151 or the monitoring officer do not agree award recommendation	not comply with legislative requirements	30/10/2020	Stephen Clarke	3	2	3	2	1	1	Procurement will facilitate moderation and complete a robust tender evaluation award report.	28/02/ 2021	75%	Andrew Ward, Contracts & Procurement Officer
New contract rates are higher than the allotted budget	•	Т	works than originally envisaged	The Council would have to increase the budget to meet requirement.	30/10/2020	Stephen Clarke	3	3	2	2	2	2	High cost remedial works would be raised as individual projects	-	75%	Stephen Clarke, Head of Housing and Property

# Agenda Item 14



To: Cabinet

Date: 9 December 2020

Report of: Executive Director (Development)

Title of Report: Meanwhile in Oxfordshire

**Summary and recommendations** 

**Purpose of report:** To seek approval to enter into a £1.875m Funding

Agreement with Oxfordshire Local Enterprise Partnership to support the 'Meanwhile in Oxfordshire...' project and to procure an operator to identify fit out and let vacant

commercial units across the county.

Key decision: Yes

Cabinet Member: Councillor Susan Brown, Leader and Cabinet Member for

**Economic Development & Partnerships** 

**Corporate** Foster an inclusive economy; Support Flourishing

**Priorities:** Communities

**Policy Framework:** Council Strategy 2020-24.

### Recommendations: That Cabinet resolves to:

- 1. **Delegate authority** to the Executive Director-Development, in consultation with the Council's Section 151 Officer, the Head of Law and Governance and the Leader of the Council, to agree and enter into grant funding arrangements and contractual terms with OxLEP for £1.875m in Getting Building Fund funds for the delivery of 'Meanwhile in Oxfordshire...';
- 2. Draw down the £1.875m and delegate authority to the Executive Director – Development, in consultation with the Council's Section 151 Officer, the Head of Law and Governance and the Leader of the Council to enter into contract with an operator, subject to an appropriate procurement process; and to allocate appropriate internal project management resource to deliver the project from the allocated funding; and
- 3. **Delegate authority** to the Executive Director-Development to take any further steps necessary to comply with the grant funding conditions and to deliver the project within the identified budget in order to meet the challenging timescales of the project including explicit permission to enter

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into an OJEU compliant procurement process and taking account of any prevailing UK legislation at time of procurement to contract a Meanwhile Operator.

	Appendices	
Appendix 1	Risk Register	
Appendix 2	Equalities Impact Assessment	

### Introduction and background

- Oxford City Council has been allocated £1.875m to deliver a county-wide scheme
  to tackle the predicted significant increase in vacant units in Oxford (the city and
  its other neighbourhood centres) and Oxfordshire's market towns.
- 2. The 'Meanwhile in Oxfordshire...' project is to be funded through the "Getting Building Fund" as part of a County-wide £8.4m programme, managed by OxLEP to accelerate the UK's economic revival through the delivery of capital projects by early 2022.
- 3. The COVID-19 pandemic has created significant uncertainty in the property market. Vacant unit numbers increasing, with more predicted to come onto the market if COVID-19 restrictions continue. The 'Meanwhile in Oxfordshire...' project is targeted to help tackle the anticipated rising number of vacant commercial units, to diversify the "mix and offer" of businesses. This should also lead to an increase in footfall and employment opportunities to aid high street recovery.
- 4. While the proposal is a county-wide scheme, Oxford City Council has taken the lead on developing the project, working closely with OxLEP and the other district councils. As such, the City Council is well placed and appropriate to act as the Contracting Authority to contract with OxLEP. This will include the internal project management.

### The project

- 5. This 'Meanwhile in Oxfordshire...' project will fund low cost refurbishment work, for around 100 vacant units across the County into a useable state, to allow for the activation of vacant or underused space and the wider animation of the high street and economic centres.
- 6. Further work is underway to refine the cost per unit and likely number of vacant units, or spaces that will be supported. This will be confirmed in the contract between the City Council and OxLEP.
- 7. The proposal is for the City Council to procure a specialist operator to deliver the project. The operator would work closely with the City and district councils and be responsible for:

- I. Identifying suitable vacant properties and work with landlords to secure them for meanwhile uses.
- II. Identifying suitable occupiers against locally agreed criteria, but to include start-up, expanding and diversifying businesses, arts, cultural and creative organisations, community groups and social enterprises.
- III. Entering into meanwhile leases with landlords and enter into lease/licenses with occupiers.
- IV. Agreeing affordable rent levels with the City and district councils to cover the costs of the operator during the project and as part of the future business model once capital funding has ceased.
- V. Commissioning and overseeing light touch fit out work to make the building safe and allow occupation for the meanwhile activity and ensure the premises is handed back to its landlord in an agreed condition.
- 8. The City Council and its district partners are already aware of a number of key opportunities that could be supported by this project, as well as potential tenants. The initial stage of the 'Meanwhile in Oxfordshire...' project will be for the operator to review, update and add to these known opportunities and potential tenants, working in partnership with the city and districts once engaged.
- 9. OxLEP grant will be spent in 2020-21. It is hoped that the operator will be able to continue beyond this period, by developing a sustainable business model based on charging an affordable rent to some or all of their tenants.
- 10. The OxLEP funding proposal identifies key objectives to be met by the projects including; promoting economic growth in Oxfordshire by providing much needed premises for new and small businesses to operate, working with partners to support start-ups and to provide space for small businesses in key sectors important to Oxfordshire's economy including: the creative sectors, social enterprises and wider knowledge based businesses. By providing affordable meanwhile space to businesses the project will provide:
  - Employment opportunities; directly and indirectly resulting from the Project
  - Enterprise Incubation Support, offered by the Meanwhile Operator
  - Economic Recovery Support (Increased footfall to our urban centres, in turn increasing spend)
  - Ecosystem diversification, with a more diverse mix of business types operating in the urban centres across the City and Districts
- 11. This will enable aspects of the inclusive economy agenda, by bringing forward affordable space and removing barriers for certain entrepreneurs in less well funded sectors (including local businesses that would be new to the 'high street', social enterprises, co-operatives, creative arts, digital, etc.). As part of the feasibility work for each scheme officers will look at options that include contracting with operators to let and operate the development to maximise outcomes.
- 12. The focus would be to help to increase retail footfall, decrease vacancies and help to diversify the mix and offer as part of high street recovery. This will involve supporting business types that diversify the use mix in each location, and on supporting local, cultural, arts & crafts, community & social enterprise

- organisations, co-operatives and wider businesses to find and activate units, to help bind communities together and encourage footfall.
- 13.OxLEP is keen to explore the potential for a creative workspace hub and a range of different workspace typologies, including co-working, studio, workshops etc. The funding will therefore be used to enable aspects of the inclusive economy agenda, by bringing forward affordable and accessible space through increased availability and by removing barriers for certain entrepreneurs in less well funded sectors, including those listed above and local businesses that would be new to the 'high street'.
- 14. Governance-'Meanwhile in Oxfordshire...' project will be governed by an officer steering group taken from all participating Councils to oversee allocation of spend, agreeing allocation criteria and rent levels etc. This will be set out in the contract with OxLEP. City Council officers will work with the Leader of the Council, as Cabinet Member for Economic Development, plus the relevant Member Champions (i.e. Co-operatives Champion and Small business Champion) to help shape the project at the City level. A full member briefing will be undertaken once the operator is appointed to inform the project's development. The operator procurement will be subject to entering into the contract with OxLEP
- 15. The anticipated programme for delivery of works is:
  - Procure operator
     — November 2020 to January 2021
  - Jan 2021–Funding Agreements with OxLEP-signed
  - Appoint operator-January 2021
  - Feb-Nov 2021–Project delivery
  - Dec 2021-Jan 2022-Project Completion

### Financial implications

- 16. All costs will be met by the £1.875 million funding grant from OxLEP, for which provision has yet to be made in the Council's capital programme. The operator will be required to meet costs that are identified to be revenue. This will be set out in the procurement documents when commissioning the operator and will be assessed as part of the review of their submission.
- 17. The internal project management costs for this project, with Oxford City acting as the Contracting authority will be recouped from the OxLEP grant. The estimated projected total cost across the 'Meanwhile in Oxfordshire...' project is £150,000, although this will be confirmed as part of the contract with OxLEP.
- 18. An initial State Aid assessment has been undertaken and this has indicated that the Project can be funded through the grant. This will be confirmed prior to entering into contract with OxLEP.
- 19. It is important to note that the funding is time limited. The grant will be spent on capital works between January and November 2021.

### Legal issues

In undertaking this activity the Council is relying upon the General Power of Competence in Section 1 (1) of the Localism Act 2011 which provides that "a local authority has power to do anything that individuals generally may do" A local authority

in exercising the general power is permitted to do it in any way whatever, including(c) power to do it for, or otherwise than for, the benefit of the authority, its area or persons resident or present in its area. The Council's aims in undertaking this activity are set out in paragraphs 10 to 13 above.

- 20. The Council has commissioned Browne Jacobson LLP to provide an independent state aid assessment which is required as a pre-condition of the funding agreement with OxLEP.
- 21. Browne Jacobson LLP has advised:
- 22. The Councils will not be acting as an undertaking for the purposes of the project and will be passing on any aid. They will not be receiving any net benefit from the funding. Accordingly, they will not receive State aid.
- 23. If the operator(s) and the providers carrying out the fit out work are procured by open, non-discriminatory tenders to ensure that they are paid no more than a market price, they should not be receiving State aid.
- 24. The occupiers of the units, depending on what they do, may not be economic undertakings. Even if they are, the aid provided to them may not affect trade between Member states. It will depend in each case. If all the State aid tests are passed, then we recommend that the De Minimis Regulation is applied to avoid illegal State aid.
- 25. The best route to avoid illegal State aid to landlords will be to ensure that the operator(s) agree terms for the short term leases that are no more favourable than market rate. This will include consideration of whether the fit out rates will continue to be of benefit once the leases have expired, how much rent is payable to the landlord and whether this is influenced by the deferral of the landlord's liability to pay business rates on the property in question. If the rate is not a market rate, then consideration should be given to whether the aid may affect trade between Member states (although this is more likely than with the occupiers). If all the State aid tests are passed, then we recommend that the De Minimis Regulation is applied to avoid illegal State aid.
- 26. It is therefore considered possible to structure this arrangement in such a way as to avoid illegal state aid or in the event that there is no other State aid compliant route to rely upon the Commission Regulation 1407/2013 on de minimis aid allowing a beneficiary of State aid to receive up to €200,000 over 3 fiscal years (the Quota) without notification to the EU and without it being considered illegal. A declaration in advance of aid being provided would be required from each recipient that this applied to.
- 27. Any procurement exercise should be undertaken in compliance with the Public Contract Regulations 2015 and the Council's Contract Rules.

### Level of risk

- 28. Refer to the attached Risk Register Appendix 1
- 29. Oxford City Council is required to enter into contractual Funding Agreement with Oxfordshire Local Enterprise Partnership for "Getting Building Fund" Funding by the end of February 2021 or funding will be withdrawn. The Council is putting in place all the procedures to ensure timely completion.

- 30. Under the terms of the OxLEP agreement, the project timeframes state the Council must spend the money and deliver the outcomes by end of January 2022. The Council will mitigate these risks by commissioning an appropriately experienced meanwhile operator.
- 31. Co-ordination with partners, OxLEP and the Districts, will be a key factor and a risk and will be managed by incorporating a strong governance structure with appropriate MOU's or Articles of Association and regular well managed meetings.
- 32. State aid implications need to be worked through and we have commissioned legal advice (See Legal section)
- 33. In the event the project is unable to procure a suitably qualified meanwhile operatorthe project would need to be downsized depending on available resources and delivered separately by each district contracting with the OxLEP.
- 34. In the event that the project cannot deliver the full number of units, or spend all the money within the agreed timescales, we have agreed with the OxLEP a 'proportionate approach' which will be clarified/explicit in the contract. This would mean that the costs incurred in the delivery of the project-so long as spent in line with the project scope and contract-will not be subject to claw back if not all project outcomes are met.
- 35. In the event there are delays of the fit out works to the retail units due to Covid-19, or other unforeseen circumstances, these would be mitigated by early appointment of the Meanwhile operator and good project management.

### **Equalities impact**

36. Refer to the Equalities Impact Assessment Appendix 2

### Conclusion

37. The OxLEP Getting Building Fund funding will enable the Council to support business types that diversify the use mix in each location, and support local, cultural, arts & crafts, community and social enterprise organisations-and wider businesses- to find and activate units, to help bind communities together and encourage footfall by bringing forward affordable opportunities to support the inclusive economy agenda, removing barriers for certain entrepreneurs in less well funded sectors.

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Background Papers: None



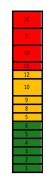
# Appendix 1

			T								1	1	
			Appendix 1 – Meanwhile in Oxfo	rdshire Risk	Register								
Last	Updated	29/10/20											
Update	ed By	CL											
Revisi	ion	30/10/20	Risk Register										
	Date			Current Risk -	Current Risk	Current Risk	Risk		Action				
NO.	Raised	Risk Type	Risk Description	Probability	Impact	Score	Response	Mitigating Actions	Due Date	<b>Risk Owner</b>	Risk Status	Comments	
Α	Financial												
								Cabinet Report to be completed and					
	Nov-20	Threat	OxLEP Funding not secured, contract not agreed	2	5	10	Reduce	Members briefed	Nov-20	CL/SW	Response agreed	OxLEP funding time limited	
			Capital Funding not approved – programme would					Options appraisal and Business Case					
	Nov-20	Threat	terminate and Council at risk of consultant fees	3	5	15	Reduce	required for Programme	Nov-20	CL/SW/MP	Response agreed	OxLEP funding time limited	
			Programme not met for delivery by March 2021					Conclude consultant appointments and					
	Nov-20	Threat	and resulting loss of OxLEP funding	3	5	15	Reduce	close programme monitoring with consultants	ongoing	CL/SW	To review		
								Instruction to Browne Jacobson for legal					
	Nov-20	Threat	Programme non-compliance with re: State Aid	3	5	15	Reduce	advice on State Aid	Nov-20	CL/SW/MP	Due 5/11/2020		
								Early appointment of operator required, ITT					
	Nov-20	Threat	Market conditions limit viability	3	4	12	Reduce	to be prepared	Nov-20	CL/SW	Escalation agreed		
В	Feasibility												
								Options appraisals to include detailed cost					
	Jan-21	Threat	Business Case not viable	3	4	12	Reduce	appraisals.	Jan-21	CL/SW	Escalation agreed		
								Planning pre-app required as part of the					
	Jan-21	Threat	Planning restrictions on design and use	3	3	9	Reduce	feasibility works	Jan-21	CL/SW	Response agreed		
С	Covid -19												
			Government restrictions delay building					Earliest contractor appointment - form of					
	Jan-21	Threat	construction works	3	4	12	Reduce	contract to be reviewed	Jan-21	CL/SW	Open		
	Risk Matrix												
			Probability										
			Almost certain	5	10	15	20	25					
			Likely	4	8	12	16	20					
			Possible	3	6	9	12	15					
			Unlikely	2	4	6	8	10					
			Rare	1	2	3	4	5		ļ			
			Impact	Insignificant	Minor	Moderate	Major	Severe					
										ļ			
				Probability	Impact					ļ			
				.1 Rare	.1 Negligible								
				.2 Unlikely	.2 Minor								
				.3 Possible	.3 Moderate					ļ			
				.4 Likely	.4 Major								
				.5 Almost certain	.5 Catastrophic								

RISK CATEGORY RISK	TYPE RISK RESPONSE
Strategic & Commercial Threat Economic, financial	Avoid
& Market Oppor	tunity Reduce Fallback/
Legal & regulatory Organisational, human	Contingency
&management	Accept
Political	Share Transfer
Environmental	
Technical, operational	
& infrastructure	

RISK STATUS	
Open	1
Response agreed	Al
Escalation agreed	
Closed	
To review	
Transferred to issue Log	

	RISK MATRIX							
Probability								
Almost Certain	5	5	10	15	20	25		
Likely	4	4	8	12	16	20		
Possible	3	3	6	9	12	15		
Unlikely	2	2	4	6	8	10		
Rare	1	1	2	4	4	5		
		1	2	3	4	5		
	Impact	Insignificant	Minor	Moderate	Major	Severe		







## Form to be used for the Full Equalities Impact Assessment

Service Area: Regeration & Economy	Section: Economic Development	Date of Initial assessment: Nov 2020	Key Person re assessment: Clayton Laval	esponsible for lin	Date assessm 2.11.2020	nent commenced:
Name of Policy	to be assessed:	Meanwhile in Ox	xfordshireProg	gramme		
	are there concerns	Ra	ce	Disa	bility	Age
•	that the policy could have a differential impact N/A		Gender reassignment Sex		or Belief	Sexual Orientation
					nd Maternity	Marriage & Civil Partnership
Other strategic/ considerations	-	Safeguardin Children and adu		Mental Wellbeing/ Community Resilience		
2. Background: Give the background the policy and the	ound information to	The Meanwhile in OxfordshireProgramme is anticipated to have a positive rather than negative impact in helping to tackle inequality and promote an inclusive economy. By extension, equalities generally should be positively impacted.				
	e policy which are	This will include supporting businesses, enterprises, co-operatives and other forms of social business. Businesses that have been developed by those of areas highlighted such as Race and Community Resilience will be encouraged. Businesses supporting Entrepreneurs from BAME				

	background and/or drawn from areas of economic disadvantage in Oxfordshire will also be encouraged.
3. Methodology and Sources of Data:	TBC, See Section 4
The methods used to collect data and what sources of data	
4. Consultation	A Full Equalities Impact Assessment consultation will be undertaken in consultation with the Meanwhile Space Operator as part of the wider Feasibility for the Programme.
<ul> <li>This section should outline all the consultation that has taken place on the EIA. It should include the following.</li> <li>Why you carried out the consultation.</li> <li>Details about how you went about it.</li> <li>A summary of the replies you received from people you consulted.</li> <li>An assessment of your proposed policy (or policy options) in the light of the responses you received.</li> <li>A statement of what you plan to do next</li> </ul>	

### 5. Assessment of Impact:

Provide details of the assessment of the policy on the six primary equality strands. There may have been other groups or individuals that you considered. Please also consider whether the policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults

TBC- in consultation with the Meanwhile Space Operator as part of the wider Detailed Feasibility for the Programme.

Race	Disability	Age
Neutral	Neutral	Neutral

Gender reassignment	Religion or Belief	Sexual Orientation
Neutral	Neutral	Neutral
Sex	Pregnancy and Maternity	Marriage & Civil Partnership
Neutral	Neutral	Neutral

6. Consideration of Measures:

TBC- in consultation with the Meanwhile Space Operator as part of the wider Detailed Feasibility for the Programme.

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This section should explain in a all the consideration of alternate approaches/mitigation of adversimpact of the policy	tive					
6a. Monitoring Arrangements				easibility for		
Outline systems which will be place to monitor for adverse in the future and this should inclurelevant timetables. In addition could include a summary and assessment of your monitoring making clear whether you foun evidence of discrimination.	npact in de all it	act in each act in				
7. Date reported and signed City Executive Board:	off by	Decembe	er 2020			
8. Conclusions:  What are your conclusions dra from the results in terms of the impact		TBC- in consultation with the Meanwhile Space Operator as part of the wider Detailed Feasibility for the Programme.			easibility for	
9. Are there implications for the Service Plans?	NO		10. Date the Service Plans will be updated	2021	11. Date copy sent to Equalities Lead Officer	Nov 2020
.13. Date reported to Scrutiny and Executive Board:	Nov 20	)20	14. Date reported to City Executive Board:	Dec 2020	12. The date the report on EqIA will be published	2021

Authorised by: Steve Weitzel

Page **4** of **5** 

Signed (completing officer)

Clayton Lavallin

Signed (Lead Officer) Steve Weitzel

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

Equalities Lead Officer Service Manager Lindsey Cane, Legal Services Manager

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# Agenda Item 15



To: Cabinet

Date: 9 December 2020

Report of: Head of Planning Services

Title of Report: Annual Monitoring Report and Infrastructure Funding

**Statement 2019/20** 

**Summary and recommendations** 

**Purpose of report:** To approve the Annual Monitoring Report and

Infrastructure Funding Statement for publication.

**Key decision:** No

Executive Board

Councillor Alex Hollingsworth, Planning and Housing

Member: Delivery

**Corporate Priority:** A Vibrant and Sustainable Economy

Meeting Housing Needs

Strong and Active Communities
A Clean and Green Oxford
An Efficient and Effective Council

Policy Framework: Council Strategy 2021/22

Recommendations: That Cabinet resolves to:

 Approve the Annual Monitoring Report and Infrastructure Funding Statement 2019/20 for publication.

2. **Authorise** the Head of Planning Services to make any necessary minor corrections not materially affecting the document prior to publication.

Appendices			
Appendix 1	Annual Monitoring Report 2019/20		
Appendix 2	Infrastructure Funding Statement 2019/20		
Appendix 3	Risk Assessment		

### Introduction and background

1. The Annual Monitoring Report (AMR) 2019/20 assesses the effectiveness of planning policies contained within the Oxford Local Plan 2001- 2016 as well as the implementation of the Oxford Local Development Scheme 2019-2022, the

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- Council's Statement of Community Involvement in Planning and the Duty to Cooperate. The AMR covers the period 1st April 2019 to 31st March 2020 and is a factual document.
- 2. This AMR does not cover policies in the Oxford Local Plan 2036 adopted in June 2020. This will be undertaken in the next monitoring year (1 April 2020 31 March 2021).
- 3. Section 35 of the Planning and Compulsory Purchase Act 2004 requires local planning authorities to publish monitoring reports at least yearly in the interests of transparency.
- 4. The Infrastructure Funding Statement (IFS) is a new annual reporting requirement introduced as part of the Community Infrastructure Levy (Amendment) (England) (No.2) Regulations in September 2019 (CIL Regulations: Schedule 2), with the objective of increasing transparency around how developer contributions are spent on infrastructure. As set out in Appendix 2, the contents of the IFS are divided into three key sections for the previous financial year:
  - I. Information on Community Infrastructure Levy (CIL) contributions;
  - II. Information on Section 106 contributions (made under section 106 of the Town and Country Planning Act 1990);
  - III. Items of infrastructure that CIL is to be spent on in the next five years (CIL is allocated to the Council's Capital Programme as part of the Budget setting process).
- 5. The introduction of the IFS means that monitoring around CIL and Section106 contributions will now be found in the IFS instead of the AMR.
- 6. The AMR provides feedback to members, stakeholders and residents on the performance of planning policies and whether the objectives of those policies are being achieved. The monitoring also enables the Council to respond more quickly to changing priorities and circumstances.

### Findings of the 2019/20 Annual Monitoring Report

7. The performance of planning policies is monitored using a traffic-light approach. Performance in 2019/20 is summarised in Table 1.

	Targets and objectives have been met / data indicates good progress towards meeting targets.	Limited progression towards meeting targets / insufficient information to make an assessment.	Data indicates under- performance against targets and objectives.
A Vibrant and Sustainable Economy	3	1	1
Meeting Housing Needs	4	2	2
Strong and Active Communities	3	0	0
A Clean and Green Oxford	6	3	0
An Efficient and	N/A - Traffic lights are	not used to monitor pro-	gress in this section as

Effective Council	there are no fixed targets.

Table 1: Summary of performance against targets 2019/20

8. Overall performance in 2019/20 is positive, with the majority of indicators scoring green ratings for meeting or making considerable progress towards targets.

### A Vibrant and Sustainable Economy

- 9. The AMR indicators show that current policies are providing strong protection for existing protected key employment sites.
- 10. Development of 1736.7m<sup>2</sup> of new B1 employment floorspace was permitted during the 2019/20 monitoring year. There has also been continued investment in new medical research and hospital healthcare facilities in Oxford during the monitoring year, with 5,921m<sup>2</sup> of new floorspace permitted during 2019/20.
- 11. Planning permission was granted for an additional 7583m<sup>2</sup> of academic teaching and study floorspace during the 2019/20 monitoring year.
- 12. Planning permission was granted for two developments that would result in new net A1 retail floorspace totalling 122.8m<sup>2</sup> in 2019/20, if implemented. One of these applications was located on a site that does not fall within Oxford's retail hierarchy and therefore did not comply with the locational requirements of Policy CS31.
- 13. Due to the Covid-19 pandemic this AMR does not include information on the proportion of A1 retail uses on Oxford's designated street frontages as retail surveys were not undertaken at the end of the monitoring year.

### Meeting Housing Needs

14. In the 2019/20 monitoring year, 784 (net) dwellings were completed in Oxford. The cumulative number of dwellings completed in the 14 years since the start of the Oxford Core Strategy period (2006/07 to 2019/20) is 5,848 (net) with the new ratios for communal accommodation applied. The cumulative number of development completions that might have been expected during this period, based on an average annual requirement of 400 homes per year, is 5,600 dwellings (net). Figure 1 below shows that the Oxford Core Strategy housing target of 8,000 new homes to 2026 (Policy CS22) will be met prior to the end of the Core Strategy period.

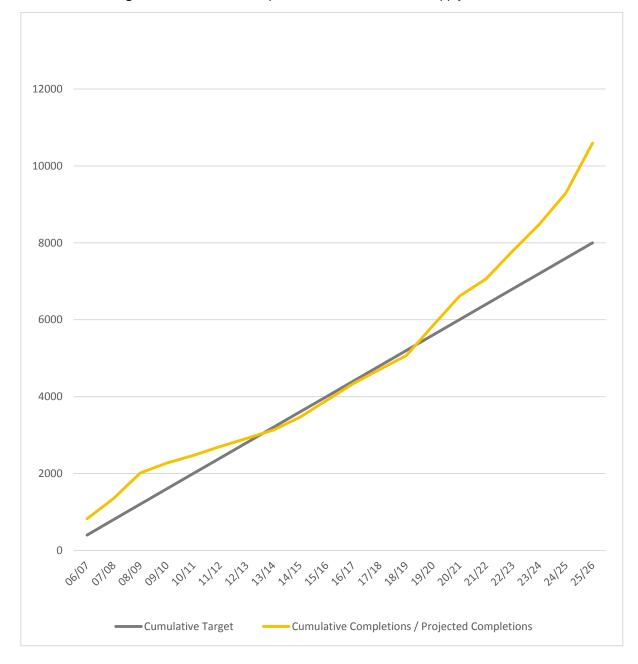


Figure 1 - Cumulative Requirement and Cumulative Supply to 2026

- 15. The AMR also shows that 104 affordable dwellings were completed in 2019/20. The main contributors were 48 units at the Former Temple Cowley Pools and a further 46 affordable social rent units at Barton Park (Phase 1). Some of the first affordable units were also completed on developments at Land North of Littlemore Healthcare Trust 6 units and at the former Wolvercote Paper Mill 4 units.
- 16. The Council seeks to ensure that the tenure split for new affordable housing is at least 80% social rented and up to 20% intermediate (including shared ownership, intermediate rental and affordable rental). 75 of the 104 affordable homes delivered were on a social rent basis meaning in total throughout the monitoring year 72% of affordable homes delivered were on a social rent basis. Although this is below the 80% target for the monitoring year, some of these homes were phased completions on larger sites, which if

- considered on an application-by-application basis met the aspiration of an 80% social rent tenure split.
- 17. Whilst housing completions are important for considering housing supply and delivery, it is also relevant to consider planning permissions to understand the number of dwellings the Council is permitting for development. In the 2019/20 monitoring period the number of C3 residential dwellings permitted by the Council was 277. Whilst this does not meet the Corporate Plan 2016-2020 target of 400 dwellings per year, if an average is taken based on the cumulative total of 6,031 dwellings being permitted over the 14 year period, it is equivalent to 431 dwellings being permitted each year.
- 18. The Council has also taken the lead in promoting new housing development in Oxford through releasing land, securing funding for infrastructure, and working with developers to masterplan new schemes. The Council is directly involved in bringing forward 26% of all major housing schemes anticipated to be undertaken in Oxford over the next five years, and has also been involved in bringing forward dozens of smaller development projects across the city.
- 19. Regarding housing land supply, Paragraph 73 of the National Policy Planning Framework states that local authorities should assess their housing supply against the housing requirement set out in adopted strategic policies, or against their local housing need where these policies are more than 5 years old. The Oxford Core Strategy contains the adopted housing requirement for Oxford, which was adopted in 2011. This plan is more than 5 years old, and so the Council should not measure its five year housing land supply against this requirement.
- 20. In December 2019 the new Oxford Local Plan 2036 underwent its examination hearings, and the Inspectors issued their initial findings into the plan in January 2020. In their interim conclusions, the Inspectors confirmed the housing requirement of 475 homes per annum from 2016/17 to 2020/21, and 567 homes per annum from 2021/22 to 2035/36. The Council subsequently adopted this Local Plan and its new requirement in June 2020. Therefore future AMR's will use this requirement as the basis for 5 year land supply calculations.
- 21. Oxford Core Strategy Policy CS25 requires each university to have no more than 3,000 full-time students living outside of university provided accommodation in Oxford and all increases in academic floorspace that would facilitate an increase in student numbers at the two universities should be matched by an equivalent increase in university provided/ purpose built student accommodation. The University of Oxford has kept within its 3000 threshold however Oxford Brookes University has again exceeded its Core Strategy threshold in the 2019/20 monitoring year. During the 19/20 monitoring year, one planning application was granted planning permission for an increase in academic floorspace. The applicant was the University of Oxford and the application involved the conversion, redevelopment and extension of Osney Power Station to a Centre of Executive Education run by the Said Business School.
- 22. In 2019/20, the University of Oxford had 2,114 students living outside of university provided accommodation in Oxford. Oxford Brookes University had 3,845 students living outside of university provided accommodation in Oxford

in 2019/20, a decrease of 234 students when compared to the previous monitoring year. This information was provided to the Council in September 2020. This information would be a key consideration in determining any planning applications for new or redeveloped academic floorspace that may be submitted by the universities. New student targets have been adopted in the new Local Plan 2036 and will be reported on in the 2020/21 AMR.

23. In the 2019/20 monitoring year 1337 (net) units of new purpose built student accommodation were completed in Oxford. Planning permission was granted for a further 178 (net) units of student accommodation in 2019/20.

Table 1: Planning permissions granted for new student accommodation

Application	Site	Development	Total No.
			Rooms Net
19/01821/FUL	159-161 Cowley Road Oxford OX4 1UT	Reconfiguration of existing ground floor and part first floor retail unit (Tesco store to remain in situ) with extensions and alterations to existing building to provide 137 units of purpose-built, managed student accommodation with associated management suite and communal facilities at upper levels.	137
18/03254/OUT	263 Iffley Road Oxford OX4 1SJ	Outline application (seeking the approval of access, appearance, layout and scale) for the demolition of single storey building to southeast side of 3 storey building. Construction of new 3 storey above ground building comprising premises for ground floor club D1/D2/social club use class and two upper floors for separate student accommodation. Alterations to layout of retained building and parking areas including relocation of parking to Percy Street only and closure of Iffley Road vehicle access and landscaping. (Amended Plans)	17
19/00622/FUL	162-164 Hollow Way Oxford OX4 2NL	Construction of 16 student En-Suite study rooms, 3 postgraduate En-Suite study rooms, with communal living/kitchen areas and 1 warden flat. Onsite covered refuse storage and covered/secured cycle parking for 22 cycles.	20
19/00437/FUL	32 St Giles' Oxford OX1 3ND	Change of use of a bank (Use Class A2) with ancillary residential unit on third floor to a mixed use comprising retail unit (Use Class A1) on the ground floor and monastic, university hall and administration spaces (Use Class Sui Generis) on the ground	4

Application	Site	Development	Total No. Rooms Net
		floor, first and second floors and student accommodation (Use Class Sui Generis) on the third floor. Associated external alterations including changes to windows and doors to the rear and northern side elevations, replacement timber sash windows throughout and 4no. air conditioning units to the rear (amended plans).	

24. In 2019/20 the Council only granted planning permission for additional purpose-built student accommodation on sites that meet the locational requirements of the Sites and Housing Plan 2011-2026.

### **Strong and Active Communities**

- 25. Significant progress has been made towards delivering new homes at Barton Park with the completion of 178 Phase 1 units.
- 26. During the monitoring year, the West Area Planning Committee resolved to grant planning permission, subject to completion of a legal agreement, for a hybrid planning application at the Oxford North development site.
- 27. Work on bringing forward development at both the Oxpens development site and at the Oxford Rail Station has continued during the monitoring year with OXWED Ltd. seeking a development partner for the wider masterplan area, and a review of the Oxford Rail Station Supplementary Planning Document (SPD).

### A Clean and Green Oxford

28. Planning policies are continuing to protect and enhance Oxford's natural environment. The council has performed well in safeguarding sites of biodiversity importance within the city boundary, ensuring that there is no overall net loss in the provision of outdoor recreation spaces. Whilst there are some indicators that have fallen outside of the existing targets the reasons for this are cited and the new Local Plan 2036 will introduce a different policy approach based on the Green Infrastructure (GI) methodology, which would provide protection for the majority of existing green spaces in the city.

### An Effective and Efficient Council

29. Work on the Oxford Local Plan 2036 continued during the 2019/20 monitoring year. The Examination Hearings for the plan took place in December 2019 and consultation on the Main Modifications was published during February and March 2020.

- 30. During the monitoring year the Examiner's report of the Wolvercote Neighbourhood Plan was published. This report recommended a number of modifications in order for the Wolvercote Neighbourhood Plan to meet the 'basic conditions' and be able to proceed to a referendum for adoption. The modifications were agreed by the Cabinet in October 2019. A referendum in respect of the Wolvercote Neighbourhood Plan is scheduled to take place in May 2021 following postponement of the May 2020 referendum as a result of to the Covid-19 pandemic.
- 31. CIL receipts for the 2019/20 monitoring year totalled £3,576,276 whilst expenditure of CIL receipts totalled £1,670,003
- 32. As of 1 April 2020 the Council held £10,678,570 of CIL receipts, whenever collected, which were allocated but not spent during the reported year, (subject to Council approval).

### **Environmental Impact**

33. There are no environmental implications arising from this report, however the AMR does report on environmental issues such as biodiversity, energy efficiency and compliance with the Natural Resources Impact Analysis (NRIA) requirements.

### Financial implications

34. There are no financial implications arising from this report, however the IFS does report on the collection and spending of monies through the Community Infrastructure Levy (CIL) and s106 developer contributions.

### Legal issues

35. The preparation and publication of the AMR (as set out in Appendix A) and the IFS (as set out in Appendix B) is required by the Planning and Compulsory Purchase Act 2004.

### Level of risk

36. A risk assessment has been undertaken and the risk register is attached (Appendix 3). All risks have been mitigated to an acceptable level.

### **Equalities impact**

37. There are no equalities impacts arising from this report.

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Background Papers: None

Please note in the table below the version number of your report that was finally cleared at each stage

Report Stage	Version Number
First Draft:	V1
Commissioned and cleared by Director	
Second Draft:	
Cleared by Legal and Finance	
Organisational Draft:	
Cleared by the Chief Executive	
Final Draft:	
Cleared by the Board Member	
Final Report:	
Cleared by Labour Group	





# **Annual Monitoring Report (AMR)**

1st April 2019 - 31st March 2020



**Published December 2020** 

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#### 1. Introduction

- 1.1 This is Oxford's fifteenth AMR. It monitors the implementation and effectiveness of policies in the Core Strategy 2026 and the Sites and Housing Plan 2011-2026. This will be the last AMR that monitors the Core Strategy 2026 and the Sites and Housing Plan 2011-2026 as both these documents were replaced in June 2020 following the adoption of the Oxford Local Plan 2036. Regularly reviewing the effectiveness of Oxford's planning policies (Appendix A) helps to ensure that progress is being made towards achieving objectives. Monitoring also helps to identify when policies may need adjusting or replacing if they are not working as intended or if wider social, economic or environmental conditions change. The City Council also has a legal duty to monitor certain aspects of planning performance (Appendix B).
- 1.2 This AMR is based on the City Council's five corporate priorities as set out in the Corporate Plan: A Vibrant and Sustainable Economy; Meeting Housing Needs; Strong and Active Communities; A Clean and Green Oxford; and An Efficient and Effective Council.
- 1.3 Formerly the AMR reported on CIL and S106 collection and expenditure. This is now reported in the Infrastructure Funding Statement which is a factual report which summarises the amount of developer contributions obtained, allocated and spent in the previous financial year (April 2019 March 2020). This new annual reporting requirement was introduced as part of the recently amended CIL regulations in 2019 (CIL Regulations: Schedule 2), with the objective of increasing transparency around how developer contributions are spent on Infrastructure.

#### How performance is assessed

1.4 Throughout the AMR traffic light symbols are used to summarise performance in relation to targets and to highlight where action may need to be taken:



Explanation: Targets and objectives have been met or data indicates good progress towards meeting them.

Action: Continue policy implementation as normal.



Explanation: Limited progress towards meeting targets or where there is insufficient information to make an assessment.



**Explanation:** Data indicates under-performance against targets.

## Summary of Performance 2019/20



**Economy** 3 (60%) 1 (20%) 1 (20%)

1.5 Oxford makes a significant contribution to the national economy and is a global centre for education, health, bioscience, digital and car manufacturing. AMR indicators show that current policies are providing strong protection for existing protected key employment sites (Indicator 1). Oxford's employment land supply has been reviewed as part of the work for the Oxford Local Plan 2036.

- 1.6 1736.7m² of new B1 employment floorspace was permitted during the 2019/20 monitoring year. There has also been continued investment in new medical research and hospital healthcare facilities in Oxford during the monitoring year, with 5921m² of new floorspace permitted.
- 1.7 The Covid 19 pandemic and resulting lockdown resulted in us not being able to undertake retail monitoring at the end of March 2020 and as such we have not updated Indicator 5.



- 1.8 In the 2019/20 monitoring year, 784 (net) dwellings were completed in Oxford. The cumulative number of dwellings completed in the 14 years since the start of the Core Strategy period (2006/07 to 2019/20) is 5,848 (net) with the application of new ratios for communal accommodation. The cumulative number of completions that might have been expected during this period, based on an average annual requirement of 400 homes per year, is 5,600 dwellings (net). Figure 1 below shows that the Core Strategy housing target of 8,000 new homes to 2026 (Policy CS22) will be met be prior to the end of the Core Strategy period.
- 1.9 The data also shows that 104 affordable dwellings were completed in 2019/20. The main contributors were 48 dwellings at former Temple Cowley Pools (16/01225/FUL), 46 dwellings on phase 1 of Barton Park (15/03642/RES), 6 dwellings at Land North of Littlemore Healthcare Trust (17/03050/FUL) and 4 dwellings at the former Wolvercote Paper Mill (18/00966/RES).
- 1.10 The Council seeks to ensure that the tenure split of affordable housing be at least 80% social rented and up to 20% intermediate (including shared ownership, intermediate rental and affordable rental). 75 of the 104 affordable homes delivered over the period were on a social rent basis meaning in total throughout the monitoring year 72% of affordable homes delivered were on a social rent basis. Although this is below the 80% target, some of these homes are phased completions on larger sites, which if considered on an application-by-application basis met the 80% social rent tenure split.
- 1.11 Core Strategy Policy CS25 requires each university to have no more than 3,000 full-time students living outside of university provided accommodation in Oxford and all increases in academic floorspace that would facilitate an increase in student numbers at the two Universities should be matched by an equivalent increase in purpose built student

accommodation. Within this monitoring period, the University of Oxford had 2,114 students living outside of university provided accommodation in Oxford therefore they have not exceeded the target set within the Core Strategy. Oxford Brookes University had 3,845 students living outside of university provided accommodation in Oxford, a decrease of 234 students when compared to the previous monitoring year. They have therefore again exceeded the target set within the Core Strategy. This information would be a key consideration in determining any planning applications for new or redeveloped academic floorspace that may be submitted by the universities. However in the 19/20 monitoring year there was only one planning permission granted for new university academic teaching and study floorspace and the applicant was the University of Oxford not Oxford Brookes University.

1.12 In the 2019/20 monitoring year 535 (net) units of student accommodation were completed in Oxford. Planning permission was granted for a further 178 (net) units of student accommodation in 2019/20.



- 1.13 Significant progress has been made towards delivering new homes at Barton Park with the completion of a further 63 dwellings as part of Phase 1 of the development. Reserved matters for Phase 3 (207 residential units) was also approved during the monitoring year and Redrow Homes commenced on site. The first completions are expected to be delivered later this year. Work is on-going to bring forward the subsequent phases of development.
- 1.14 During the 2019-20 monitoring year, the hybrid application for Oxford North was considered by Planning Committee who resolved to grant planning permission subject to the satisfactory completion of a legal agreement. Whilst planning permission has not yet been issued, legal negotiations have continued during the monitoring year and it is anticipated that permission will be issued in the 2020/21 monitoring year.
- 1.15 The Oxpens SPD was adopted in 2013. Oxford West End Development Limited ('OXWED'), a joint venture between Oxford City Council and Nuffield College has been formed to deliver the development of this site. The Oxford Local Plan 2036 provides a minimum housing number for the site (450 homes). This mixed use allocation could deliver retail; B1a offices and B1b research and development floorspace; a hotel; and student accommodation. A planning application (16/02945/FUL) for student accommodation with 500 rooms and small-scale retail and office units was granted planning permission in 2017. Completion of the Student Castle scheme is expected later this year. In addition, OXWED has gone to the open market to seek a development partner for the wider masterplan area. It is anticipated the development partner will be in place during 2020.
- 1.16 Work on bringing forward the redevelopment of Oxford railway station continued during 2019/20. A review of the SPD masterplan was undertaken alongside Network Rail's Phase 2 plans and opportunities to improve viability were also explored. In response to issues raised

by the SPD masterplan review, Network Rail are currently in the process of examining physical aspects of the project which will mean that a new masterplan will be required. Atkins were appointed in August 2020 to develop a masterplan through a series of options which will be taking place throughout the 2020/21 monitoring year and beyond. It is likely that the final masterplan for the station will be available in 2021. The Oxfordshire Rail Corridor Study was published which identified protected services to 2033 and looks forward in terms of growth to 2050. This study will assist the masterplan as it will inform matters such as platforms and passenger gates.

# A Clean and Green Oxford 6 (66%) 3 (33%) 0 (0%)

- 1.17 Planning policies are continuing to protect and enhance Oxford's natural environment. The council has performed well in safeguarding sites of biodiversity importance within the city boundary, preventing inappropriate development in the Green Belt and ensuring that there is no overall net loss in the provision of outdoor recreation spaces.
- 1.18 Planning policies are effectively ensuring onsite renewable energy generation on qualifying schemes with 20% on-site renewable energy generation being achieved on all qualifying sites in 2019/20.
- 1.19 A number of indicators fell outside of their targets. The first relates to applications involving, the total, substantial or partial demolition of a listed building. Eight applications were received in 2019/2020 that involved such works. It was however established that the harm resulting from these works were minor.
- 1.20 The second indicator to fall short of target is the percentage of appeals against planning decisions dismissed where conservation policies were cited as one of the reasons for refusal. 45 of such appeals were determined in 2019/20, of which 10 were allowed. This amounts to a dismissal rate of 78%, which is just outside the indicator target of 80%.
- 1.21 The third indicator to fall outside of its target was the levels of traffic entering the city as measured at the inner and outer cordons. There was an increase in the levels of traffic entering the city as measured at both the inner and outer cordons, which continues a trend of fluctuating levels over the last few monitoring periods. A dramatic rise was measured at the outer cordon, however it should be noted that in the last period there were instances of incomplete data and undercounting (potentially due to faulty receptors and inconsistencies in data collection) that could have resulted in a distortion of the returned data.

#### An Efficient and Effective Council

1.22 Information relating to CIL receipts and expenditure for the 2019/20 monitoring year can be found in the Infrastructure Funding Statement (IFS). Information on city held developer

### Annual Monitoring Report 2019/20

funding as of 1 April 2020 due for expenditure (subject to Council approval) can also be found in the IFS.

### 2. A Vibrant and Sustainable Economy

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

#### **Snapshot of Oxford's Economy**

Number of businesses: Total number of jobs: 4,890 businesses were based in Oxford as of March 2019 (+3.4% on last year). 1

144,000 jobs located in Oxford in 2018.<sup>2</sup>

People travelling into Oxford for work:

46,000 people commute into Oxford for work.<sup>3</sup>

Education and skills:

In 2019, 57.9% of Oxford's residents between the ages of 16-64 had degree level

qualifications or above, whilst 7% had no qualifications.

**Unemployment:** 

2,700 people in Oxford were considered unemployed in Oxford between April

2019 and March 2020. This represents 2.9% of Oxford's population.<sup>5</sup>

Contribution to the National Economy:

Oxford is ranked 7<sup>th</sup> out of 55 English cities for its contribution to the national economy (£50,600 GVA per worker).<sup>6</sup> Oxfordshire has also been named the most

innovative business location in the UK by the Enterprise Research Centre. 7

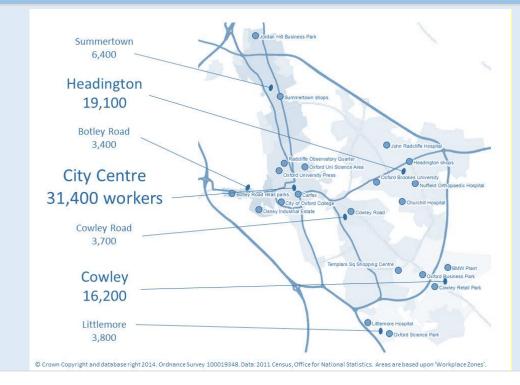
**Economic contribution of** 

the universities:

The University of Oxford had a total income of £2.45 billion (18-19)<sup>8</sup>. Oxford Brookes University generated an income of £202.9m in the year up to 31 July

2019<sup>9</sup>

#### **Spatial distribution of jobs in Oxford:**



<sup>&</sup>lt;sup>1</sup> Nomis (2019) <u>UK Business Counts</u>

<sup>&</sup>lt;sup>2</sup> Nomis (2019) <u>Job Density</u>

<sup>&</sup>lt;sup>3</sup> Oxford City Council (2020) Economic Statistics

<sup>&</sup>lt;sup>4</sup> Nomis (2019) Qualifications January-December 2017 and Population aged 16-64

<sup>&</sup>lt;sup>5</sup> Nomis (2019-20) <u>Employment and Unemployment</u>

<sup>&</sup>lt;sup>6</sup> Centre for Cities (2016) <u>City Factsheet Oxford</u>

<sup>&</sup>lt;sup>7</sup> Enterprise Research Centre <u>Benchmarking Local Innovation</u>: The innovation geography of the UK

<sup>&</sup>lt;sup>8</sup> Oxford University (2020) <u>Finance and funding</u>

<sup>9</sup> Oxford Brookes (2018-2019) Financial Statements (2018/19)

#### Indicator 1: EMPLOYMENT LAND SUPPLY

Target: Strengthen and diversify the economy and provide a range of employment opportunities (Oxford Core Strategy Policy CS27)

Performance against target 2019/20:

Performance in previous two years:

2018/19:

2017/18:

2.1 The Core Strategy seeks to support economic growth up to 2026 by allocating land for employment development and by protecting existing key employment sites. Table 1 shows the amount of land allocated for employment development in Oxford over the whole plan period, as well as total protected key employment sites in the city.

<b>Employment Development</b>	B1a	B1	Lb	B1c	B2	В8	Total
Sites	Office	Resea	arch +	Light	General	Storage or	
		develo	pment	industry	industry	distribution	
Sites and Housing Plan Allocated Sites (ha)	27.56	11.	.53	2.16	9.92	-	51.17
Northern Gateway Allocated Site <sup>10</sup> and West End (ha)	-	-		-	-	-	14.9
Existing Protected Key Employment Sites (ha)	27.42	-		26.01	109.56	11.00	173.99
Total Gross Employment Land Supply					l Supply (ha)	241.01	

**Table 1:** Oxford's gross employment land supply up to 2026 (allocated sites and those currently in use)

#### **Protected Key Employment Sites**

- 2.2 Policy CS28 of the Core Strategy states that changes of use away from B1, B2 or B8 business uses within protected key employment sites will not be supported. There were no significant losses of B uses on key protected employment sites during 19/20. The following applications were received and determined in protected key employment sites:
  - Application 19/00074/FUL Lye Valley Unite C Bishop's Mews, Transport Way Loss of 156.11m<sup>2</sup> Change of use of ground floor office (Use Class B1a) to taxi radio base (Sui Generis).
  - Application 19/01774/FUL Car park to the rear of Littlemead Business Park, demolition of existing buildings and erection of two storey building to provide office space (B1a) Gain of 446.2m<sup>2</sup>.

#### Indicator 2: PLANNING PERMISSIONS GRANTED FOR NEW B1 FLOORSPACE

Target: Strengthen and diversify the economy and provide a range of employment opportunities (Oxford Core Strategy Policy CS27)

Performance against target 2019/20:

Performance in previous two years:

2018/19:

2017/18:

 $<sup>^{10}</sup>$  A planning application for the Northern Gateway was determined by Planning Committee in November 2019. Its planning status is that it has committee resolution for the grant of planning permission subject to a S106 legal agreement.

Monitoring Year	B1a	B1b	B1c	B1	Total B1
	Office	Research + development	Light industry	General/ mixed B1 use	floorspace permitted
2019/20	853.7m <sup>2</sup>	-	-	883m <sup>2</sup>	1,736.7m <sup>2</sup>
2018/19	4,593.4m <sup>2</sup>	2,514m <sup>2</sup>	255m <sup>2</sup>	4,154m²	11,516.4m <sup>2</sup>
2017/18	3,699m²	2,566m <sup>2</sup>	28m²	4,154m <sup>2</sup>	10,447m <sup>2</sup>
2016/17	13,060m <sup>2</sup>	4,139m²	-	3,574m <sup>2</sup>	20,773m <sup>2</sup>
2015/16	513m²	48,458m²	-	-	48,971m²

Table 2: New B1 floorspace (GIA) permitted 2015/16-2019/2020 (gross)

2.3 Table 2 shows that planning permission was granted for 1,736.73m² (gross) of new B1 floorspace in 2019/20. It is important to note that the figures above are gross rather than net changes in B1 floorspace. Whilst there has been a significant decrease in the number of permissions being granted for B1 office space, this is partly as a result of the space being loss to other employment generating uses. There are a number of sites in the pipeline that will generate employment opportunities including at Northern Gateway, the Oxford Science and Business Parks and at Oxpens. Furthermore it is anticipated that there will be an increase in future years in employment opportunities in the science and technology sector for example with businesses involved in artificial intelligence and big data coming forward.

# Indicator 3: PLANNING PERMISSIONS GRANTED FOR KEY EMPLOYMENT USES (hospital healthcare, medical research and university academic teaching and study)

Target: Majority (more than 50%) of new hospital healthcare and medical research development to focus on Headington and Marston. 100% of new academic (teaching and study) development to focus on existing sites under the control of the universities.

(Oxford Core Strategy Policies CS25, CS29 & CS30)

Performance against target 2019/20:



Performance in previous two years:

2018/19:

2017/18:



- 2.4 Oxford is home to world-class hospital healthcare and medical research facilities. The hospital trusts based in Oxford and University medical schools also provide significant employment opportunities within the city.
- 2.5 Table 3 shows that one planning permission was granted for healthcare research in 2019/20. This was a reserved matters for application 12/02072/OUT for Plot B3 at Old Road Campus, Churchill Hospital (19/01225/RES) to create an Institute of Regenerative Medicine and created an additional 5,921m² (net) floorspace.

Application	Description of Development	Net additional	Located on existing sites
Reference		floorspace (GIA)	in Headington and
			Marston?

19/01225/RES	Application for reserved ma	tters of	5921	Located on existing Old
	application 12/02072/OUT (	appearance,		Road Campus,
	landscaping, scale and layou	ıt) for plot		Headington
	B3 to create institute of Dev	elopmental		
	Regenerative Medicine (IDRM)			
	~5921m2 (D1)			
		TOTAL:	5	5,921m <sup>2</sup>

Table 3: Location of new hospital healthcare and medical research developments permitted in 2019/20

- Oxford is also a global centre for education and the city benefits significantly from the presence of the two Universities both in terms of the skills emerging from them and employment and investment opportunities.
- 2.7 In 19/20 there was one planning permission granted for new university academic teaching and study floorspace. This application was made by the University of Oxford for the Said Business School and involved the creation of a new residential teaching facility at the former Osney Power Station (18/02982/FUL).

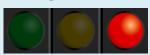
Application Description of Development		Net additional floorspace (GIA)	Located on existing university site?			
The University	The University of Oxford					
18/02982/FUL	The conversion, redevelopment and extension of Osney Power Station to a Centre of Executive Education to be run by Said Business School.	7583m²	The Old Power Station 17 Russell Street Oxford			

**Table 4:** University academic (teaching and study) development permitted 2019/20

#### Indicator 4: LOCATION OF NEW A1 RETAIL DEVELOPMENT

Target: 100% of new A1 retail development to be located within city, district and neighbourhood centres (Oxford Core Strategy Policy CS31)

Performance against target 2018/19:



Performance in previous two years:

2017/18:

2016/17:



2.8 The Core Strategy aims to focus land uses that attract a large number of people (such as retail) in the city centre, primary district centre, four other district centres and neighbourhood centres. These are highly accessible locations, reducing the need to travel by car. This also encourages the reuse of previously developed land and helps to maintain the vitality of Oxford's centres. This indicator is intended to help monitor whether developments which attract substantial numbers of people are suitably located. Table 5 outlines planning permissions granted for new A1 retail development in 2019/20 and whether they complied with the locational requirements of Policy CS31.

Application Reference	Site		posed Retail evelopment	Net Additional A1 floorspace (GIA)	Within the six areas of Oxford's retail hierarchy?
19/00437/FUL	32 St Giles' Oxford OX1 3ND	Change of use of a bank (Use Class A2) with ancillary residential unit on third floor to a mixed use comprising retail unit (Use Class A1) on the ground floor and monastic, university hall and administration spaces (Use Class Sui Generis) on the ground floor, first and second floors and student accommodation (Use Class Sui Generis) on the third floor. Associated external alterations including changes to windows and doors to the rear and northern side elevations, replacement timber sash windows throughout and 4no. air conditioning units to the rear (amended plans).		77.8m <sup>2</sup>	Located within the retail hierarchy City centre
19/00327/FUL	85 Walton Street Oxford OX2 6EA	Change of use of cycle shop (Use Class A1) to mixed use shop and yoga studio (Use Class A1/D2).		45m <sup>2</sup>	Not located within the retail hierarchy The proposal involves a part change of use and expansion of existing retail area.
			Total:		% located within city, eighbourhood centres)

Table 5: New A1 retail floorspace permitted in 2019/20

2.9 Table 5 shows that planning permission was granted for two developments that would result in new A1 retail floorspace totalling 122.8 m² in 2019/20, if implemented. The application site located at 85 Walton Street is not within Oxford's retail hierarchy and would therefore not comply with the locational requirements of Policy CS31. The application represents a total net increase of 45m², and involves a part change of use of the existing premises. The target figure of 100% has not been met for this indicator, and at 50% there is a marked decrease from the previous monitoring year. It is however noted that the net increase (45m²) is not a significant amount and is unlikely to have an overall adverse impact on the character and retail offer of the designated centres. The picture is also skewed due to the low number of applications that fit into the criteria for consideration under this indicator.

#### **Indicator 5: DESIGNATED RETAIL FRONTAGES**

We are not reporting on this indicator as owing to the Covid 19 pandemic we were not able to undertake our retail surveys at the end of the monitoring year.

#### Indicator 6: SUPPLY OF SHORT STAY ACCOMMODATION

Target: Net growth in short-stay accommodation bedrooms (Oxford Core Strategy Policy CS32)

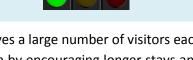
Performance against target 2019/20:



Performance in previous two years:

2018/19:

2017/18:



- 2.10 Tourism is a key part of Oxford's economy and the city receives a large number of visitors each year. The Core Strategy seeks to support sustainable tourism by encouraging longer stays and greater spend in the city by increasing the amount and range of short-stay accommodation available. In the 2019/20 monitoring year planning permission was granted for 22 (net) short stay accommodation bedrooms in Oxford.
- 2.11 These 22 additional bedrooms were from four permissions:
  - 16 bedrooms at 10 Crown Street (19/01762/FUL)
  - 3 bedrooms at the Old Parsonage, St Giles (19/02887/FUL)
  - 2 bedrooms at the Former Gent's Public Conveniences St Giles (19/00084/FUL)
  - 1 short term let at 178 Banbury Road (19/00412/FUL)

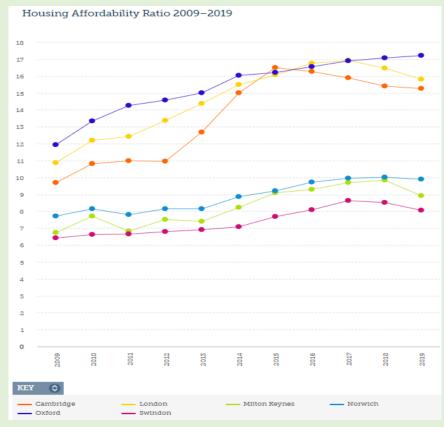
## 3. Meeting Housing Needs

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

#### **Snapshot of Oxford's Housing Needs**

Total number of households:	55,400 households in Oxford <sup>11</sup>				
Total students at Oxford University:	24,510 students (December 2019)				
Total students at Oxford Brookes:	16,673 students (December 2019)				
Housing Register:	2,340 households <sup>12</sup> (March 2019)				
Households in temporary accomodation:	93 households in temporary accommodation (31 March 2020). This is an 11% increase from March 2019.				
Homeless households:	56 households were accepted as statutory homeless in 2019/20. This is a 24% decrease from 2019/20.				

#### **Housing affordability** (Ratio of average income to average house price):



Average house prices in Oxford are 17.23 times the average wage, making it the least affordable place to live in England<sup>13</sup>. This has many impacts on families and communities, as well as employers and services that struggle to attract and retain staff.

Office of National Statistics (2011) UK Census data
 Oxford City Council (2017) <u>Housing Needs Performance – how did we do in 2018/19?</u>

<sup>&</sup>lt;sup>13</sup> Centre for Cities (2019) <a href="http://www.centreforcities.org/data-tool/#graph=map&city=show-all">http://www.centreforcities.org/data-tool/#graph=map&city=show-all</a>

#### **Indicator 7: HOUSING TRAJECTORY**

(Planned housing and provision, net additional dwellings in previous years, the reporting year and in future years plus the managed delivery target)

Target: 8,000 dwellings between 2006 and 2026 (Oxford Core Strategy Policy CS22)

Performance against target 2019/20:

Performance in previous two

years:

2018/19:

2017/18:

#### **Housing Completions**

3.1 The Core Strategy provides for a minimum of 8,000 dwellings from 2006 to 2026, with an average annual completion target of 400 dwellings per year. Table 6 shows net dwellings completed since the start of the Core Strategy period. This takes into account dwellings gained and lost through new build completions, demolitions, changes of use and conversions.

3.2 The cumulative number of dwellings completed in the 14 years since the start of the Core Strategy period (2006/07 to 2019/20) is 5,848 (net) with the new ratios for communal accommodation applied. The cumulative number of completions that might have been expected during this period, based on an average annual requirement of 400 homes per year, is 5,200 dwellings (net). Figure 1 below shows that the Core Strategy housing target of 8,000

Year	Dwellings Completed (net) applying new student and care home ratios from Housing Delivery Test measurement rule book from 2015/16
2006/07	821
2007/08	529
2008/09	665
2009/10	257
2010/11	200
2011/12	228
2012/13	213
2013/14	215*
2014/15	332*
2015/16	440**
2016/17	435**
2017/18	373**
2018/19	356**
2019/20	784**
Total:	5,848

Table 6: Net additional dwellings completed since the start of the Core Strategy period

<sup>\*</sup> These figures for the years 2013/14-2014/15 include C3 residential dwellings plus a dwelling equivalent figure for C2 student accommodation and care home rooms using the ratio 5:1 and 1:1 respectively.

<sup>\*\*</sup>These figures include a ratio of 2.5:1(student accommodation) and 1.8:1 (care home) to reflect changes for how to treat communal accommodation introduced in the Housing Delivery Test measurement rule book. This is only applied from 2015/16 to reflect the first year included in the Housing Delivery test measurement. The figures for 2016/17-2018/19 were reported in the 2019 Housing Delivery test measurement available at: https://www.gov.uk/government/publications/housing-delivery-test-2019-measurement

new homes to 2026 (Policy CS22) will be met prior to the end of the Core Strategy period. **Housing Permissions** 

- 3.3 Whilst housing completions are important for considering housing supply and delivery, they only show part of the picture. It is also relevant to consider planning permissions to understand the number of dwellings that the City Council is permitting (Table 7).
- 3.4 Table 7 shows C3 self-contained dwellings permitted (net) since the start of the Core Strategy period. This takes into account C3 dwellings gained and lost through new build completions, demolitions, changes of use and conversions. It includes outline permissions but excludes these where reserved matters have subsequently been permitted to avoid double counting. Table 7 shows that planning permission was granted for 277 C3 residential dwellings in 2019/20.
- 3.5 The Corporate Plan 2016-2020 set a target of permitting 400 dwellings each year from 2016/17 to 2019/20. The number of C3 residential dwellings permitted in 2019/20 does not meet this target, although on average over the last two years the Council is well above permitting 400 dwellings per year. It is normal for completion and permission figures to vary annually and to fluctuate, particularly for an urban authority such as Oxford that is so heavily reliant on small housing sites. If an average is taken based on the cumulative total of 6,031 dwellings being

Year	Dwellings permitted (net)
2006/07	501
2007/08	653
2008/09	348
2009/10	283
2010/11	148
2011/12	235
2012/13	102
2013/14	1,113
2014/15	184
2015/16	855
2016/17	304
2017/18	524
2018/19	504
2019/20	277
Total:	6,031

**Table 7:** Net additional C3 dwellings permitted since the start of the Core Strategy period Note: This does not include dwelling equivalent figures for C2 student accommodation and care home rooms.

permitted over the 14 year period, it is equivalent to 431 dwellings being permitted each year.

#### **Boosting housing supply**

3.6 The City Council has taken the lead in promoting new housing development in the city through releasing land, securing funding for infrastructure, and working with developers to masterplan new schemes. The City Council is directly involved in bringing forward 26% of all major housing schemes anticipated to be undertaken in Oxford in the next five years. For example, the City

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Council has secured funding for new infrastructure for schemes such as Oxpens (expected to deliver up to 450 new homes) and the Northern Gateway (which has a resolution to grant outline permission for 480 dwellings). On top of this, the City Council is involved in bringing forward dozens of smaller development projects across the city, including City Council owned sites such as; playground rear of 22-28 Bracegirdle Road, 18/00408/CT3, which has been approved for 4 new dwellings.

#### **Student Accommodation and Housing Numbers**

- 3.7 In 2013/14 the Planning Practice Guidance (PPG) introduced that student accommodation can be counted in housing land supply figures. In July 2019, the PPG was updated and it states 'All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can in principle count towards contributing to an authority's housing land supply, based on the amount of accommodation that new student housing releases into the wider housing market, and the extent to which it allows general market housing to remain in such use.' 14 In Oxford, where there are large numbers of students, provision of purpose-built student accommodation can have a significant impact on the housing market.
- 3.8 The question of the 'amount of accommodation it releases in the market' was not previously defined in the PPG and it was up to local authorities to determine based on local circumstances. Previously, it was assumed that developing five student rooms would release the equivalent of one dwelling in the housing market. For example, a site being proposed for 100 student rooms was assessed as delivering 20 equivalent 'dwellings' as those 100 students would have, on average, occupied 20 houses in the open market. Paragraph 10 of the Housing Delivery Test Measurement Rule Book published in July 2018 says that a ratio of 2.5 will now be applied to completions in order to complete the Housing Delivery Test measurement. The 2019 Housing Delivery test measurement. That a applied this back to 2015/16 and therefore this is also reflected below. Table 8 below demonstrates the number of equivalent dwellings that has been calculated using the ratio applied to the number of student rooms completed since 2013/14.

Monitoring year	Number of student rooms completed	Ratio Applied	Number of equivalent 'dwellings'
2013/14	720	5:1	144
2014/15	312	5:1	62
2015/16	125	2.5:1	50
2016/17	295	2.5:1	118
2017/18	472	2.5:1	189
2018/19	183	2.5:1	73
2019/20	1337	2.5:1	535

Table 8: Student housing completions and equivalent 'dwellings' 2013/14-2019/20

Planning Practice Guidance: Housing Supply and Delivery: <u>Counting other forms of accommodation: Paragraph 034 Reference ID: 68-034-20190722: How can authorities count student housing in the housing land supply?</u>

These figures include a ratio of 2.5:1(student accommodation) and 1.8:1 (care home) applied from 2015/16 in the 2019 Housing Delivery test measurement available at: <a href="https://www.gov.uk/government/publications/housing-delivery-test-2019-measurement">https://www.gov.uk/government/publications/housing-delivery-test-2019-measurement</a>

#### **Care Homes and Housing Numbers**

- 3.9 In 2013/14 the PPG also introduced that care homes can be counted in housing land supply figures. This was reinforced in July 2019 when the guidance was updated to state: "Local planning authorities will need to count housing provided for older people, including residential institutions in Use Class C2, as part of their housing land supply." <sup>16</sup>
- 3.10 The City Council has always counted housing for the elderly in its housing supply if it consists of C3 self-contained dwellings, i.e. a ratio of 1 to 1 has applied. The Guidance widens this to include potentially non self-contained C2 care home rooms as well. The Guidance does not provide any methodology as to how they should be counted.
- 3.11 The ratio of 1.8:1 was introduced following the publication of the Housing Delivery Test Measurement Rule Book in July 2018<sup>17</sup>. Paragraph 11 of this document infers that this ratio should be applied. Therefore where a residential care home is likely to be developed on a site, or where one has been completed, a 1.8:1 ratio of rooms to dwellings delivered will be applied for calculating housing supply.
- 3.12 In 2019/20 there were three completed care home developments, plus the completion of a supported living facility. These completions provided an additional 48 rooms to Oxford. Using the ratio explained in the above paragraph, this equated to an additional 27 C3 equivalent dwellings to Oxford's housing market.

#### **Housing Trajectory**

3.13 The housing trajectory is a tool used to estimate the number of homes likely to be built in Oxford during the rest of the Core Strategy period up to 2026. Figure 1 provides a comparison of cumulative requirement and cumulative completions/ projected completions up to 2026.

<sup>&</sup>lt;sup>16</sup> Planning Practice Guidance: Housing Supply and Delivery: Methodology – Stage 5: Final evidence base: Paragraph 037 Reference ID: 3-037-20150320: How should local planning authorities deal with student housing? Counting other forms of accommodation: Paragraph 035 Reference ID: 68-035-20190722: How can authorities count older people's housing in the housing land supply?

<sup>&</sup>lt;sup>17</sup> https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book

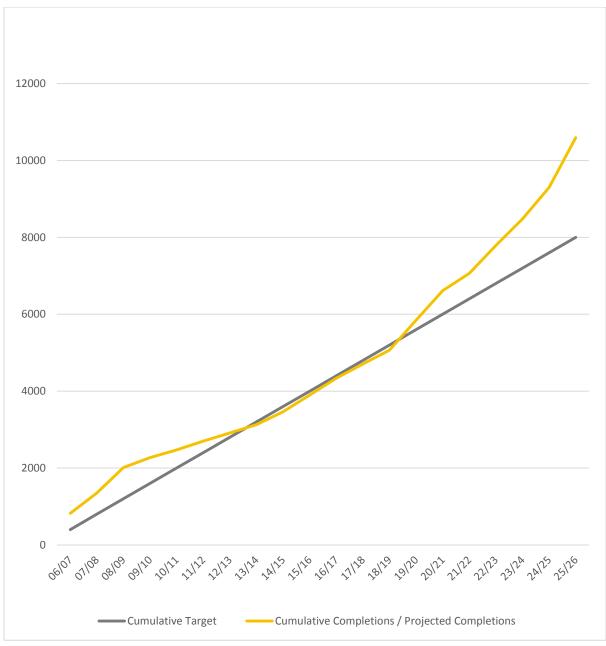


Figure 1 - Cumulative Requirement and Cumulative Supply to 2026

3.14 On the basis of the current pipeline of planning permissions and other sites expected to come forward during the plan period (such as allocated sites, sites identified through the Housing and Employment Land Availability Assessment and windfalls), we are on target to meet the Core Strategy housing requirement, prior to the end of the Core Strategy period.

#### **Housing Land Supply**

3.15 Paragraph 73 of the NPPF states that local authorities should assess their housing supply against the housing requirement set out in adopted strategic policies, or against their local housing need where these policies are more than 5 years old. The Core Strategy contains the adopted housing requirement for Oxford, which was adopted in 2011. This plan is more than 5 years old, and so the City Council should not measure its five year housing land supply against this requirement.

- 3.16 In December 2019 the new Oxford Local Plan 2036 underwent its examination hearings, and the Inspectors issued their initial findings into the plan in January 2020. In their interim conclusions, the Inspectors confirmed the housing requirement of 475 homes per annum from 2016/17 to 2020/21, and 567 homes per annum from 2021/22 to 2035/36. The Council subsequently adopted this Local Plan and its new requirement in June 2020. Therefore future AMR's will use this requirement as the basis for 5 year land supply calculations.
- 3.17 Against this requirement, the City Council has identified a deliverable supply of 3,875 homes. This gives a housing land supply of **5.33 years**.

	Local Plan 2036 Housing Requirement	Figure
Α	Requirement	475 (20/21)
		567 (2021/22 – 2024/25)
В	Next 5 years requirement	2743
	( <b>A</b> (475 x 1) + (567 x 4))	
С	Shortfall/ Surplus	+48
D	Next 5 years requirement with shortfall/surplus	2695
	included (B +/- C)	
E	5 year requirement (with 20% buffer applied)	3234
	<b>(D</b> x 120%)	
F	Supply from large sites - (2020/21 - 2024/25)	3,303
G	Outstanding permissions on small sites of less than 10	300
	dwellings	
	(2020/21 – 2022/23)	
Н	Windfall allowance	272
	(2023/24 – 2024/25)	
I	Total supply	3449
	(F+G+H)	
	5 year land supply	5.33
	((I/E) x 5)	

Table 9: Oxford's housing land supply 2020/21 - 2024/25

#### **Indicator 8: AFFORDABLE HOUSING COMPLETIONS (TENURE)**

Target: Tenure split of affordable housing should be at least 80% social rented and up to 20% intermediate (including shared ownership, intermediate rental and affordable rental) (Oxford Core Strategy Policy CS24, Sites and Housing Plan Policy HP3 & Affordable Housing and Planning Obligations SPD)

Performance against target 2019/20:

Performance in previous two years:

2018/19:

2017/18:

3.18 Providing more affordable housing in Oxford is essential to ensure mixed and balanced communities, for the health and well-being of residents, and for the vibrancy of the local economy.

#### **Affordable Housing Completions**

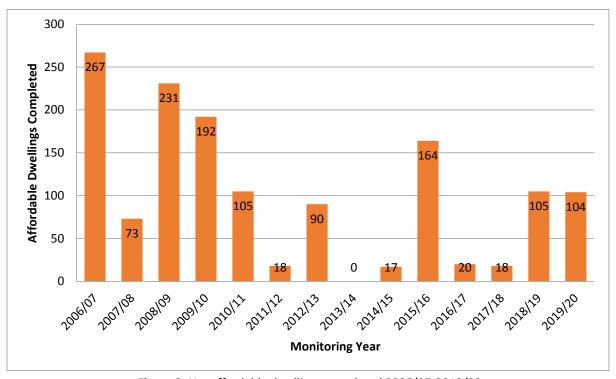


Figure 2: Net affordable dwellings completed 2006/07-2019/20

- 3.19 Figure 2 shows that 104 affordable dwellings were completed in 2019/20. Some of the main contributions to this were 48 units at the former Temple Cowley Pools (16/01225/FUL) and a further 46 affordable social rent units on Phase 1 of Barton Park (15/03642/RES). Some of the first affordable units were also completed on developments at Land North of Littlemore Healthcare Trust 6 units (17/03050/FUL) and at the former Wolvercote Paper Mill 4 units (18/00966/RES).
- 3.20 The total net number of affordable homes completed since the start of the Core Strategy period (2006/07 to 2019/20) is 1,413 dwellings. These homes have mainly been delivered through a combination of developer contributions from qualifying developments (either provision onsite or financial contributions towards off-site provision) and the City Council's own housebuilding programme. The supply of affordable housing in Oxford is expected to be further boosted in future monitoring years as major schemes are built out. This includes Barton Park Phase's 2, 3 and 4 circa 260 affordable homes), land north of Littlemore Healthcare Trust (total of 70 affordable homes) and Littlemore Park (270 affordable homes expected). As with the overall housing numbers for completions and permissions, it is natural for affordable housing delivery to fluctuate due to the limited number of larger sites available within Oxford.

#### **Affordable Housing Tenure**

- 3.21 The gross number of affordable homes delivered in the 2019/20 monitoring year was 104. 48 of the 104 affordable homes were delivered through the development at the former Temple Cowley Swimming Pools (16/01225/FUL). 19 of these units are available on a social rent basis through a registered social landlord and 29 are available on a shared ownership basis. A further 46 homes were delivered on Phase 1 of Barton Park (15/03642/RES). These 46 homes are available on a social rent basis through a registered social landlord. A further 6 affordable homes were delivered at Land North of Littlemore Mental Health Centre (17/03050/FUL) and are offered on a social rent basis. 4 affordable homes were also delivered at the Former Wolvercote Paper Mill (18/00966/RES), 3 of which are offered on a shared ownership basis and 1 on a social rent basis.
- 3.22 75 of the 104 affordable homes delivered were on a social rent basis meaning in total throughout the monitoring year 72% of affordable homes delivered were on a social rent basis. Although this is below the 80% target for the monitoring year, some of these homes were phased completions on larger sites, which if considered on an application-by-application basis met the 80% social rent tenure split.

#### Indicator 9: AFFORDABLE HOMES BUILT ON CITY COUNCIL LAND

No set target. The City Council is committed to delivering more affordable housing in Oxford and is one of the few authorities in England building its own council housing. The City Council has been identifying land in its ownership capable of delivering affordable homes and is bringing this forward wherever possible. The AMR will now report on the number of affordable units built on City Council land.<sup>18</sup>

3.23 Of the 104 affordable dwellings completed in Oxford in 2019/20, 46 were delivered on City Council land.

City Council owned site	Planning application reference	pplication social rent owner		No. of intermediate homes completed	Total number of affordable homes completed
1	4 F /02 C 42 /DEC	4.0	4.0	0	16
Barton Park Phase 1	15/03642/RES	46	46	U	46

Table 10: Affordable homes completed on City Council land (by tenure) 2019/20

3.24 In addition to Barton Park there are a number of developments on City owned land that are under construction including in Rose Hill where a total of 43 affordable homes will be delivered and on land at Between Towns Road, Cumberlege Close and Elsfield Hall which, along with some smaller sites, will provide over 60 affordable homes.

<sup>&</sup>lt;sup>18</sup> This indicator was added to the AMR in 2015/16 following a recommendation put forward by the Scrutiny Committee which was agreed by the City Executive Board on <u>12 November 2015</u>.

# Indicator 10: PROPORTION OF AFFORDABLE HOUSING WHERE THERE IS A POLICY REQUIREMENT (PERMISSIONS)

Target: 50% provision of affordable housing on qualifying sites.

(Oxford Core Strategy Policy CS24 & Sites and Housing Plan Policy HP3)

Performance against target 2019/20:

Performance in previous two

years:

2018/19:

2017/18:

- 3.25 Sites and Housing Plan Policy HP3 states that planning permission will only be granted for residential development on sites with capacity for 10 or more dwellings, or which have an area of 0.25 hectares or greater, if generally a minimum of 50% of the dwellings on the site are provided as affordable homes. At least 80% of the affordable homes must be provided as social rented housing.
- 3.26 The majority of housing permissions in 2019/20 were small scale developments that did not meet the thresholds for applying Policy HP3. There were five applications that met the threshold for applying Policy HP3 during 2019/20 as shown in Table 11.

Application	Site	Qualifying Development	Affordable Housing Provision (as agreed in the planning permission)
18/02303/RES	Site South Of Armstrong Road Oxford OX4 4XG	270 residential units	100% Affordable, 108 Social rent and 162 shared ownership.
19/00518/RES	Land At Barton Northern By- pass Road Oxford OX3 9SD	207 residential units	40% Affordable Housing 83 Social rent
18/03330/OUT	Sports Field William Morris Close Oxford OX4 2SF	86 residential units	50% Affordable Housing 34 Social rent and 9 shared ownership
18/03287/FUL	Former Murco Service Station, Between Towns Road, Oxford, OX4 3LZ	38 residential units	100% Affordable Housing 18 Social rent and 20 shared ownership

Application	Site	Qualifying Development	Affordable Housing Provision (as agreed in the planning permission)
18/03384/FUL	15-17 Elsfield Hall Elsfield Way Oxford OX2 8EP	26 residential flats	<b>50% Affordable Housing</b> 6 social rent and 3 intermediate homes.

Table 11: Proportion of affordable housing where there is a policy requirement (permissions) 2019/20

3.27 Table 11 shows that all but one of the qualifying developments met the 50% requirement for on-site provision of affordable housing with two developments (Site South of Armstrong Road and Land at Former Murco Service Station, Between Towns Road) providing 100% affordable provision.

#### Indicator 11: FINANCIAL CONTRIBUTIONS TOWARDS AFFORDABLE HOUSING

Target: No set target. AMR to include a report on financial contributions collected towards affordable housing provision from residential, student accommodation and commercial developments (Sites and Housing Plan Policies HP3, HP4 and HP6)

3.28 In September 2019, the CIL regulations were updated. Financial contributions towards affordable housing are now to be reported as part of Schedule 2 of the CIL Regulations. The Infrastructure Funding Statement will be published alongside this AMR and will include details of the total amount of contributions secured through S106 contributions towards affordable housing provision. This information will therefore not be included in this AMR.

#### Indicator 12: CHANGES OF USE FROM NON-RESIDENTIAL TO RESIDENTIAL (COMPLETIONS)

No set target. AMR to report on the number of market and affordable dwellings delivered (completed) through changes of use from non-residential to C3 residential.<sup>19</sup>

3.29 Of the 784 dwellings completed in Oxford in 2019/20, 8 net additional dwellings were delivered through the change of use of existing buildings from non-residential to C3 residential. 1 of these dwellings was delivered through the change of use from office (B1), 2 dwellings were delivered through the change of use from non residential institutions (D1), 1 dwelling was delivered through the change of use from leisure and assembly (D2), 1 dwelling was delivered through the change of use from retail (A1) and 1 dwelling was a change of use of annex from ancillary accommodation to separate dwelling. A further 47 C3 equivalent net additional dwellings were delivered through the change of use of a site from sui generis to student accommodation (C2). These change of use applications are set out in the table below (Table 12).

Type of change of use	No. market dwellings completed (net)	No. affordable dwellings completed (net)
Change of use from office B1(a) to residential (c3)	1	0

<sup>&</sup>lt;sup>19</sup> This indicator was added to the AMR following a recommendation put forward by the Scrutiny Committee which was agreed by the City Executive Board on <u>12 November 2015</u>.

134 Oxford Road, Cowley, (15/036 dwelling),	98/FUL) (1		
Change of use from non residentia (D1) to residential C3 12 Old High Street, Headington (13 dwellings)		2	0
Change of use from assembly and residential Suite B First Floor, 112 London Ros (17/00806/FUL) (1 dwelling)		1	0
Change of use from retail (A1) to r 89A Wilkins Road, Oxford (18/018 dwelling)		1	0
Change of use of annex from ancil accommodation to separate reside Annexe 2 Coniston Avenue, Oxford (1 dwelling)	ential dwelling C3	1	0
Change of use from Sui Gen to Student Accommodation (C2) (265 – 279 Iffley Road, Oxford (16/02687/FUL) (117 student rooms (C3 equivalent 47)		47 <sup>20</sup>	0
,	Total	55	0

Table 12: Net additional dwellings completed through non-residential to C3 residential changes of use 2019/20

3.30 All of the dwellings delivered through changes of use from non-residential to residential in 2019/20 were market housing, with no additional affordable dwellings being delivered through this manner. A further 47 C3 equivalent were delivered as student rooms. The majority of the change of use applications required full planning permission, with only one exception which was a prior approval application (discussed in para 3.31 below). All applications except one (the student development at Iffley Road) fell below the policy threshold for requiring onsite provision of affordable housing or financial contributions towards affordable housing. Local Plan policies requiring affordable housing or financial contributions towards affordable housing cannot be applied in the determination of prior approval applications.

#### B1a office to C3 residential prior approval applications

3.31 On 30 May 2013 the Government brought into force new permitted development rights which allow the conversion of B1a office space to C3 residential without the need for planning permission<sup>21</sup>. Table 13 shows the number of applications and the number of dwellings granted and refused prior approval since this system was introduced, and for which the city council

<sup>&</sup>lt;sup>20</sup> This figure includes a ratio of 2.5:1 (student accommodation) as applied in the 2019 Housing Delivery test measurement available at: <a href="https://www.gov.uk/government/publications/housing-delivery-test-2019-measurement">https://www.gov.uk/government/publications/housing-delivery-test-2019-measurement</a>

<sup>&</sup>lt;sup>21</sup> This was originally a temporary change introduced by The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2013. It was then made permanent by The Town and Country Planning (General Permitted Development) (England) (Amendment) Order 2016.

could only consider flood risk, land contamination, highways and transport, and noise, and could not apply other normal local plan policies in determining the applications<sup>22</sup>.

Monitoring	• •	Prior approval required and granted		val required efused
Monitoring year	No. Applications	No. dwellings proposed	No. Applications	No. dwellings proposed
2013/14	9	167	4	70
2014/15	9	64	1	1
2015/16	10	39	1	3
2016/17	9	113	2	96
2017/18	3	141	0	0
2018/19	1	3	0	0
2019/20	1	2	0	0
Totals	42	529	8	170

Table 13: B1a office to C3 residential prior approval decisions 2013/14-2019/20

3.32 As table 13 shows, the number of dwellings permitted through B1a office to C3 residential prior approval applications has fluctuated since the system was introduced in 2013/14. This is to be expected for an urban area such as Oxford.

#### Indicator 13: CHANGES OF USE FROM EXISTING HOMES (PERMISSIONS)

Target: 100% of planning permissions granted in Oxford to result in no net loss of a whole selfcontained residential unit to any other use. AMR to report only on the number of known cases not complying with the policy. (Sites and Housing Plan Policy HP1)

Performance against target 2019/20:

Performance in previous two

years:

2018/19:

2017/18:



- 3.33 The benefits of building new homes in the city would be undermined if the stock of existing housing were to be reduced through loss to other uses. Sites and Housing Plan Policy HP1 therefore seeks to protect existing homes within the city.
- 3.34 In the 2019/20 monitoring year, there were no applications granted permission where development would result in a total net loss of C3 residential dwellings.

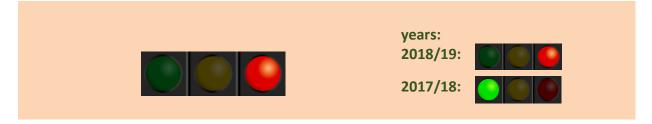
#### Indicator 14: RESIDENTIAL DEVELOPMENT COMPLETED ON PREVIOUSLY DEVELOPED LAND

Target: 90% or more of new dwellings on previously developed land (2009-2014)
75% or more of new dwellings on previously developed land (2014-2026)
(Oxford Core Strategy Policy CS2)

Performance against target 2019/20:

Performance in previous two

<sup>&</sup>lt;sup>22</sup> The consideration of noise impacts from surrounding commercial premises on the intended occupiers of the proposed dwelling(s) is a new requirement introduced by the 2016 amendments to the GPDO.



- 3.35 There is limited land available for development in Oxford. It is important that we re-use previously developed (brownfield) sites to make the best use of this limited resource.
- 3.36 The NPPF defines previously developed land (PDL) as "Land which is or was occupied by a permanent structure, including the curtilage of the developed land... and any associated fixed surface infrastructure". The NPPF is clear that private residential gardens cannot be considered PDL. However, the Core Strategy target for the proportion of new homes to be delivered on PDL was set before garden land was removed from the definition. The target of 75% of new dwellings to be delivered on PDL therefore includes both PDL and garden land.
- 3.37 Figure 3 below shows that 46.7% of housing completions in 2019/20 were on PDL (brownfield land) and 13.6% of housing completions were on garden land. These figures combined do not meet the Core Strategy target of 75%. However, this is as a result of 39.7% of housing completions delivered on greenfield land. This is significantly higher than previous monitoring years and is due to the first phase of Barton Park being implemented where 17 market dwellings and 46 affordable dwellings were completed.

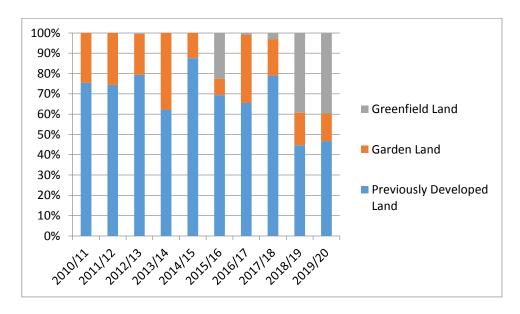


Figure 3: Dwellings completed by land type 2010/11 – 2019/20

#### **Indicator 15: MIX OF HOUSING (DWELLING SIZE)**

Target: 95% of schemes to comply with the Balance of Dwellings SPD

(Oxford Core Strategy Policy CS23)

Performance against target 2019/20:

Performance in previous two

years:

2018/19:

2017/18:



3.38 It is important to ensure that a mix of homes is delivered to meet Oxford's needs.

#### **Overall Mix of Housing Delivered**

3.39 In previous years there have been concerns that increasing proportions of smaller homes (one or two bedrooms) were being completed in Oxford and that this was limiting the supply of new family-sized homes. During the 2017/18 and 2018/19 monitoring years the mix of dwelling sizes completed did not reach the Council's aspirations. Figure 4 however shows that in the 2019/20 monitoring year there was a large improvement with 41.9% of homes being 3 or more bed dwellings. This however did not meet the target as this requires 95% of provision across all size dwellings (1 bed, 2 bed, 3 bed and 4 bed). Despite progress being made in the number of 1, 2 and 3 beds provided in 2019/20 there are not enough 4 bed's being built, this results in the red traffic light indicator.

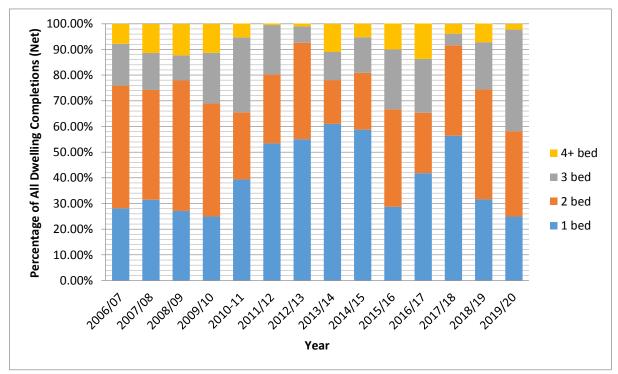


Figure 4: Mix of dwellings completed 2006/07-2019/20

Compliance with the Balance of Dwellings (BoDs) Supplementary Planning Document (SPD)

3.40 The Balance of Dwellings SPD sets out the appropriate mix of housing for strategic sites, developments of ten or more dwellings in the city centre and district centres, and developments of 4-24 new homes in other areas of the city taking into consideration local pressures on family housing. Table 14 shows qualifying completed developments' compliance with the requirements of the BoDs SPD in 2019/20. This table does not include the completions to date on larger sites where development is on-going (Barton Park, Wolvercote Paper Mill and Land North of Littlemore Mental Health Centre).

Application	Site	Qualifying Development	Compliance with BoDs SPD
10/00031/FUL	Land To The East Of 25 London Road Headington Oxford Oxfordshire OX3 7RE	Erection of three storey building accommodating 5 flats (1x3, 2x1 and 2x2 bed). Provision of bin and cycle storage.	Non-Compliant with BoDs SPD
16/01225/FUL	Temple Cowley Pools Temple Road Oxford Oxfordshire OX4 2EZ	Erection of 48 dwellings with associated car parking, landscaping, open space and access. (Amended plans for Block 'C' only, additional information relating to Archaeology and Drainage).	Non-compliant with BoDs SPD

Table 14: Compliance with the Balance of Dwellings SPD (qualifying completions) 2019/20

3.41 The BoDs SPD has been a key tool in ensuring that housing provision meets the needs of a wide range of households, however in light of recent evidence the Council's recently adopted Local Plan 2036 proposes a different approach going forward which the Council believes will help meet housing needs in the city. This new approach still emphasises the importance of a balanced mix of dwelling sizes.

#### Indicator 16: DEMAND FOR SELF-BUILD AND CUSTOM HOUSEBUILDING PLOTS

The City Council is required to keep a register of individuals and groups who are seeking to acquire serviced plots of land in Oxford on which to build their own homes.<sup>23</sup> The Planning Practice Guidance encourages authorities to publish headline information related to their Self-build and Custom Housebuilding Registers in their AMRs.

3.42 Table 15 provides headline information from Oxford's Self-build and Custom Housebuilding Register. This information will be used to help the City Council understand the demand for

	from previous monitoring vear)
	fuene mueriene menikanina
Total number of plots required	104 plots (33% increase
Register	(20 association members)
Number of associations of individuals on the Oxford Self and Custom Build	1 Association
Number of individuals on the Oxford Self and Custom Build Register	84 Individuals

serviced self and custom build plots in Oxford.

 $<sup>^{23}</sup>$  This is a requirement of the Self-build and Custom Housebuilding Act 2015.

Table 15: Oxford's Self and Custom Build Register Headline Information (at 31 March 2020)

#### Indicator 17: STUDENTS AND PURPOSE BUILT STUDENT ACCOMMODATION

Target: No increase in academic floorspace if there are more than 3,000 students outside of accommodation provided by the relevant university. (Oxford Core Strategy Policy CS25)

Performance against target 2019/20:

Performance in previous two

years:

2018/19:

2017/18:

- 3.43 Core Strategy Policy CS25 requires each university to have no more than 3,000 full-time students living outside of university provided accommodation in the city. The policy is intended to reduce the pressures from students on the private rental market. To avoid worsening the situation, all increases in academic floorspace that would facilitate an increase in student numbers at the two universities should be matched by an equivalent increase in student accommodation provided by the relevant university. All applications for net increases in academic floorspace will be assessed on this basis.
- 3.44 The monitoring period that the universities use does not directly coincide with the period of the AMR. The AMR follows the financial year and runs from April to March, whereas the universities use a period linked to the academic year in order to complete their forms for Government. The data used to assess this indicator was submitted by the two universities as relevant to the monitoring year in December 2019.

#### **University of Oxford**

- 3.45 The University of Oxford states that there were 24,510 students attending the University (and its colleges) at 1 December 2019.
- 3.46 A number of agreed exclusions apply to the data:
  - Students with a term-time address outside of the city (535 students)
  - Students living within the city prior to entry onto a course (800 students)
  - Visiting students (550 students) or those not attending the institution (nil students)
  - Part-time students (3,168 students)
  - Postgraduate research students past year four/assumed to be writing up (417 students)
  - Students working full time for the NHS (DClinPsyc Students) (58 students)
  - Specific course exclusions (BTh Theology and MTh Applied Theology) (27 students)
  - Students who are also members of staff (227 students)
  - Students living with their parents (141 students)
  - Students on a year abroad (174 students)
- 3.47 Taking into account these exclusions, there were 18,413 full-time University of Oxford students with accommodation requirements. At 1 December 2019 there were 16,299 accommodation places provided across the collegiate University. This leaves a total of 2,114 students living

outside of university provided accommodation in Oxford, which is within the threshold of Core Strategy Policy CS25 (Figure 5).

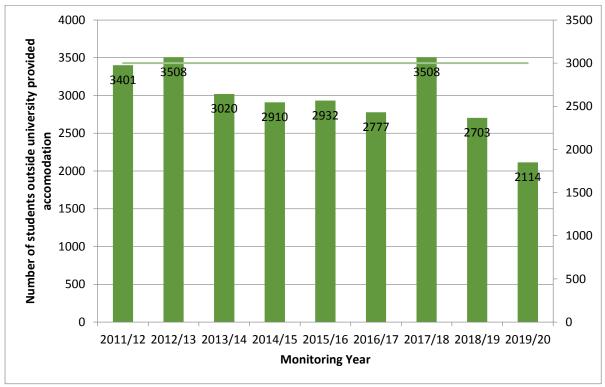


Figure 5: University of Oxford students living outside of university provided accommodation 2011/12-2019/20

3.48 At 1 December 2019 there were also 523 student accommodation places under construction across the collegiate University and extant planning permissions for a further 402 student accommodation places.

#### **Oxford Brookes University**

- 3.49 Oxford Brookes University states that there were a total of 16,673 students attending the university at 1 December 2019.
- 3.50 A number of agreed exclusions apply to the data:
  - Part-time students (2,575 students)
  - Students studying at franchise institutions (1,098 students)
  - Students studying outside Oxford (i.e. Swindon campus) (349 students)
  - Placement students away from the university (426 students)
  - Students living at home or outside of Oxford (2,466 students)
- 3.51 Taking into account these exclusions, there were 9,759 full-time Oxford Brookes University students with accommodation requirements. At 1 December 2019 there were 5,914 accommodation places provided by Oxford Brookes University. This leaves a total of 3,845 students without a place in university provided accommodation living in Oxford, exceeding the Core Strategy target, a slight reduction from the previous monitoring year (Figure 6).

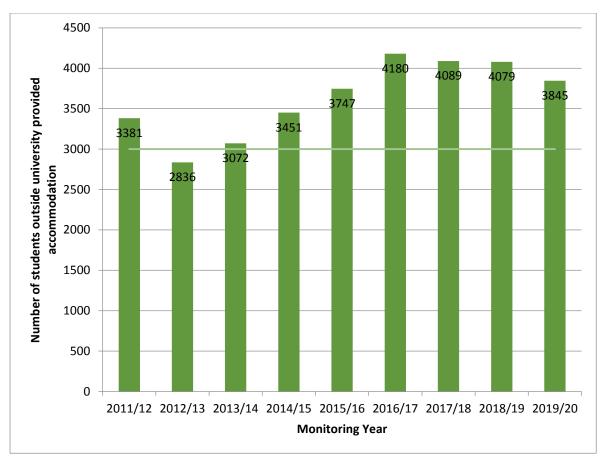


Figure 6: Oxford Brookes students living outside of university provided accommodation 2011/12 – 2019/20

3.52 When compared to the previous monitoring year, there was a reduction of 234 Oxford Brookes students living outside of university provided accommodation in the city in 2019/20. A more detailed breakdown of Oxford Brookes University's student numbers is provided in Table 16.

Monitoring year	Total Number of Students	Students needing accommodation in Oxford	Units of University provided student accommodation
2011/12	17,811	8,032	4,651
2012/13	17,115	7,909	5,073
2013/14	17,053	8,319	5,247
2014/15	16,553	8,489	5,038
2015/16	17,149	8,954	5,207
2016/17	17,069	9,504	5,324
2017/18	16,988	9,494	5,405
2018/19	16,579	9,360	5,281
2019/20	16,673	9,759	5,914

**Table 16:** Oxford Brookes University's student numbers 2011/12 – 2019/20

3.53 Oxford Brookes University has acknowledged that the number of students living outside of university provided accommodation within the 2019/20 monitoring period has again exceeded the threshold. Within the context of the threshold, Oxford Brookes saw an overall reduction of 234 students living outside of university-managed accommodation in the past year. A significant reason for this was the opening of the Parade Green hall of residence. This new development also helped to offset the removal of existing provision, such as the continued redevelopment of Paul Kent Halls and rooms across sites which are no longer fit for purpose.

- 3.54 The overall number of those studying at the University continues to be relatively static. However, as noted in the Oxford Local Plan 2036, an increased proportion of undergraduate, full-time students and those joining from outside of the county in recent years has driven an increase in demand for accommodation with Oxford. There are in fact around 500 fewer individuals studying at the University now when compared to the figures for 2015/16 when the national student cap was removed. Many UK universities have taken the opportunity to significantly increase their student numbers since the removal of this cap. Oxford Brookes' ongoing commitment in relation to the number of students living in the community is an important factor in this not being the case at the University.
- 3.55 Oxford Brookes will continue to work with the council and key stakeholders to ensure that appropriate student accommodation can be developed. The University plans to further increase its student accommodation capacity, within existing land owned by the University. If planning application activity is successful, this will help to further reduce the number of Oxford Brookes students living outside of University accommodation, and in meeting the city's threshold.
- 3.56 The approach set out in Core Strategy Policy CS25 has been a key consideration in determining any planning applications submitted by the Universities. Core Strategy Policy CS25 and its supporting text is clear that planning permission will only be granted for additional academic/administrative accommodation (including redeveloped academic floorspace) for use by Oxford Brookes and the University of Oxford where it can be demonstrated that the number of students living outside of university provided accommodation is less than 3,000 students for that institution. During the 19/20 monitoring year one planning application was granted permission for additional academic/ administrative floorspace at the former Osney Power Station (18/02982/FUL). This application was made by the University of Oxford for the Said Business School and involved the creation of a new residential teaching facility (Indicator 3).
- 3.57 The approach set out in the adopted Oxford Local Plan 2036 is to continue to link new or redeveloped university academic accommodation to the delivery of associated residential accommodation. The policy threshold is set based on evidence about existing student numbers, expected changes in the student population and information about new student accommodation likely to come forward. The threshold reduces across the plan period and varies between each university. The threshold for the University of Oxford would be 2,500 at the time of the application reducing to 1,500 at 01 April 2022. The threshold for Oxford Brookes University would be 4,000 at the time of the application and would be increased to 4,500 subject to the delivery of additional accommodation. In acknowledgement of the changing student accommodation and varying student accommodation needs the definition of students captured by the threshold has also changed in the Oxford Local Plan 2036 and applies only to full-time taught course students. Therefore, under the policy the number of students living outside of university managed accommodation for both universities would be within their respectively set threshold.

#### **Indicator 18: LOCATION OF NEW STUDENT ACCOMODATION**

Target: 95% of sites approved for uses including new student accommodation to be in one of the following locations:

- On/adjacent to an existing university or college academic site or hospital and research site
- City centre or district centres
- Located adjacent to a main thoroughfare (Sites and Housing Plan Policy HP5)

Performance against target 2019/20:

Performance in previous two

years:

2018/19: 2017/18:



3.58 In the 2019/20 monitoring year, planning permission was granted for four new student accommodation developments which would provide a total of 178 (net) student rooms. Table 17 shows that all the developments permitted would be located on sites that meet the locational requirements of Sites and Housing Plan Policy HP5.

Cowley Road Oxford OX4 1UT  Rosco store to remain in situ) with extensions and alterations to existing building to provide 137 units of purpose-built, managed student accommodation with associated management suite and communal facilities at upper levels.  Dutline application (seeking the approval of access, appearance, layout and scale) for the demolition of single storey building to southeast side of 3 storey building comprising premises for ground floor club D1/D2/social club use class and two upper floors for separate student accommodation. Alterations to layout of retained building and parking areas including relocation of parking to Percy Street only and closure of Iffley Road vehicle access and landscaping. (Amended Plans)	Application	Site	Development	Total No. Rooms Net	Compliance with HP5 locational criteria
Road approval of access, appearance, Oxford layout and scale) for the OX4 1SJ demolition of single storey building to southeast side of 3 storey building. Construction of new 3 storey above ground building comprising premises for ground floor club D1/D2/social club use class and two upper floors for separate student accommodation. Alterations to layout of retained building and parking areas including relocation of parking to Percy Street only and closure of Iffley Road vehicle access and landscaping. (Amended Plans)	19/01821/FUL	Cowley Road Oxford	floor and part first floor retail unit (Tesco store to remain in situ) with extensions and alterations to existing building to provide 137 units of purpose-built, managed student accommodation with associated management suite and communal facilities at upper	137	Policy HP5 Compliant (located in a District centre/ adjacent to a main thoroughfare)
	18/03254/OUT	Road Oxford	approval of access, appearance, layout and scale) for the demolition of single storey building to southeast side of 3 storey building. Construction of new 3 storey above ground building comprising premises for ground floor club D1/D2/social club use class and two upper floors for separate student accommodation. Alterations to layout of retained building and parking areas including relocation of parking to Percy Street only and closure of Iffley Road vehicle access and	17	Policy HP5 Compliant (located adjacent to a main thoroughfare)
Hollow Way Suite study rooms, 3 postgraduate (located adja	19/00622/FUL	Hollow Way	Suite study rooms, 3 postgraduate	20	Policy HP5 Compliant (located adjacent to a main thoroughfare)

Application	Site	Development	Total No. Rooms Net	Compliance with HP5 locational criteria
	OX4 2NL	communal living/kitchen areas and 1 warden flat. Onsite covered refuse storage and covered/secured cycle parking for 22 cycles.		
19/00437/FUL	32 St Giles' Oxford OX1 3ND	Change of use of a bank (Use Class A2) with ancillary residential unit on third floor to a mixed use comprising retail unit (Use Class A1) on the ground floor and monastic, university hall and administration spaces (Use Class Sui Generis) on the ground floor, first and second floors and student accommodation (Use Class Sui Generis) on the third floor.  Associated external alterations including changes to windows and doors to the rear and northern side elevations, replacement timber sash windows throughout and 4no. air conditioning units to the rear (amended plans).	4	Policy HP5 Compliant (located in the City Centre)

Table 17: Planning permissions granted for new student accommodation 2019/20

### Indicator 19: HOUSES IN MULTIPLE OCCUPATION (HMOs)

Target: No set target. AMR to include a report on the number of applications determined for the creation of new HMOs within each ward and of these the number approved.

(Sites and Housing Plan Policy HP7)

- 3.59 A house in multiple occupation (HMO) is a shared house occupied by three or more unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom. Shared properties can help to meet housing needs in some areas, although the conversion of family homes to HMOs can lead to a shortfall in family accommodation. HMOs form an unusually high percentage of housing in Oxford in comparison to other cities of a similar size. It is estimated that 1 in 5 of the resident population live in an HMO.
- 3.60 Planning permission is not usually required for the conversion of a C3 dwelling house to a C4 'small' HMO with three to six occupiers. However, on 25 February 2012 the City Council brought into force an <a href="Article 4 Direction">Article 4 Direction</a> that means planning permission is required for this change of use in Oxford. Planning permission is also required for the conversion of a C3 dwelling to a Sui Generis 'large' HMO with more than six occupiers. The change of use from a 'small' C4 HMO to a 'large' Sui Generis HMO also requires planning permission.

- 3.61 There is no Local Plan target for HMOs, however the AMR is required to report on the number of planning applications for new HMOs that are determined and approved during the monitoring year (Table 18).
- 3.62 The City Council has been actively working with HMO landlords to communicate the need for planning permission and therefore some of these applications may be regularising changes of use that have already taken place. In October 2019, AirBnB launched a consultation in which they recommend that the UK Government changes the law to require landlords to receive planning permission before they rent out an entire house on a short-let basis for more than 140 nights in a year. If the Government introduced similar laws across the country, it would require short-let landlords in Oxford to receive planning permission This would provide the City Council with a complete list of entire homes that are being rented throughout the year on a short-let basis, which would make investigations significantly easier and could be used in deciding whether or not to grant planning permission for further short-lets within a community.

Ward	HMO applications determined 2016/17	HMO applications approved 2016/17	HMO Applications determined 2017/2018	HMO applications approved 2017/2018	HMO Applications determined 2018/19	HMO applications approved 2018/19	HMO applications determined 2019/20	HMO applications approved 2019/20
Barton and Sandhills	5	5	7	5	4	3	4	4
Blackbird Leys	2	2	3	2	4	3	3	3
Carfax	0	0	1	1	0	0	0	0
Churchill	15	11	12	10	9	5	12	9
Cowley	12	11	13	10	5	4	4	4
Cowley Marsh	10	4	3	1	6	4	3	2
Headington	11	9	4	4	5	2	4	4
Headington Hill and Northway	6	5	9	9	3	3	2	2
Hinksey Park	2	1	5	3	4	3	1	0
Holywell	1	1	0	0	0	0	0	0
Iffley Fields	6	3	3	2	5	1	3	3
Jericho & Osney	3	3	6	5	4	4	2	1
Littlemore	3	2	4	4	0	0	4	4
Lye Valley	10	10	13	8	9	8	6	5
Marston	8	6	8	8	3	3	5	5
North	2	2	3	3	1	1	0	0
Northfield Brook	2	2	0	0	0	0	1	1
Quarry & Risinghurst	2	2	10	5	2	2	1	1
Rose Hill and Iffley	1	0	4	3	4	4	3	2
St. Clements	5	3	8	5	6	5	3	2
St. Margaret's	2	2	1	1	1	1	1	1
St. Mary's	6	3	3	2	12	10	3	2
Summertown	4	4	0	0	0	0	2	2
Wolvercote	1	1	2	2	2	2	1	1
Total	119	<b>92</b> (77%)	90 permitted c4 +23 refused (c4) + 3	90 (c4) + 3 (sui gen) TOTAL 93 (66%)	62 permitted C4 + 17 refused C4. &	62 permitted C4 & 6 permitted Sui Gen.	68	58 permitted (85%)

	НМО							
Ward	applications							
vvalu	determined	approved	determined	approved	determined	approved	determined	approved
	2016/17	2016/17	2017/2018	2017/2018	2018/19	2018/19	2019/20	2019/20
			permitted		6 permitted	Total 68		
			(sui gen)6		Sui Gen + 4	(76%)		
			refused (sui		refused Sui			
			gen)		Gen.			
			TOTAL 122		Total 89			

 Table 18: Planning applications for new HMOs determined and approved 2016/17-2019/20

### **Indicator 20: RESIDENTIAL MOORINGS**

Target: No target set. Nil applications approved that are subject to an unresolved objection by the body responsible for managing the relevant river channel or waterway.

(Sites and Housing Plan Policy HP5)

Performance against target 2019/20: Performance in previous two

years:

2018/19:

N/A

N/A

**2017/18:** N/A

3.63 No applications for residential moorings were received during the monitoring year.

### 4. Strong and Active Communities

Ambition: Socially cohesive and safe communities

Our aim is that everyone in the city has the opportunity to:

- Be engaged in the diverse social and cultural life of the city
- Be active and engaged in lesuire and sporting activities in the city
- Be protected from the risk of crime, exploitation and anti-social behaviour
- Have the support they need to achieve their potential

### Snapshot of Oxford's population

Usual resident population:

Annual population turnover: Students as % of adult

Non-white Britsh population:

Life expectancy at birth: % population in good or very good health:

Areas of the city amongst the 20% most deprived parts of the country:

population:

152,460 people (ONS 2019 mid-year estimate)<sup>24</sup>

26% annual population turnover<sup>25</sup>

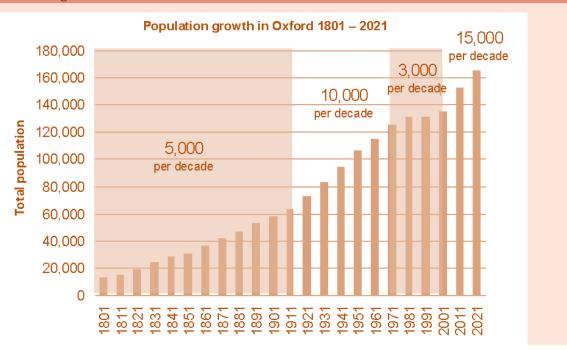
22% (approximately 32,930 full time university students)<sup>26</sup>

22% from a black or minority ethnic background 14% from a white but non-British ethnic background<sup>27</sup>

82.5 years<sup>28</sup>

87% of Oxford's population in good or very good health<sup>29</sup> Of 83 'super output areas' in Oxford, 10 are among the 20% most deprived areas in England. These areas are in the Leys, Littlemore, Rose Hill and Barton areas of the city. 30

Population changes over time



<sup>&</sup>lt;sup>24</sup> Office of National Statistics (2019) <u>Population Estimates for UK</u>

<sup>&</sup>lt;sup>25</sup> Oxford Profile 2018

<sup>&</sup>lt;sup>26</sup> Higher Education Student Statistics (HESA) Who's studying in HE?

<sup>&</sup>lt;sup>27</sup> Office for National Statistics (2011) UK Census Data <u>Ethnicity Statistics Oxford</u>

<sup>&</sup>lt;sup>28</sup> Oxford Profile 2018

Office of National Statistics (2011) UK Census Data

Oxford City Council (June 2020) Poverty and deprivation statistics

Oxford is currently in the middle of a new and distinct period of rapid population growth, adding around 15,000 people per decade. Oxford's population grew by 12% from 2001-2011, making it the sixth fastest growing English city. Oxford's population is projected to increase by another 13,000 people by 2021.

### **Indicator 21: REGENERATION AREAS**

Target: Individual targets have been set for each priority regeneration area

(Oxford Core Strategy Policy CS3)

Performance against target 2019/20:

Performance in previous two

years:

2018/19:

2017/18:

4.1 The Core Strategy identifies five priority areas for regeneration: Barton; Blackbird Leys; Northway; Rose Hill; and Wood Farm. Physical regeneration is to be housing led, with a focus on improving the quality and mix of housing. Individual targets have been set for each of the priority areas based upon their specific circumstances (Table 19). Targets that have been delivered in previous monitoring years have been omitted from this table.

Regeneration Area Monito	ring	
Indicator	Target	Progress to date
Barton		
'Investing in Barton': improvements to blocks of flats and the Community Centre; enhancement of the street environment; improvements to security and redevelopment of Underhill Circus.	Three year programme of improvements to low rise blocks.  Improvements to the Community Centre	A number of improvement works to the low rise blocks in the following areas have now been completed: Bayswater Road and Stowford Road, High Cross Way, Fettiplace Road, Henry Taunt, Brome Place, Cress Hill Place and Barton Road.  Refurbishment now complete
	Redevelopment of Underhill Circus.	including a new community library and larger GP surgery.  Public consultation took place in December 2018 followed by pre application discussions and Oxford Design Panel Review (July
Barton Healthy New Towns Project.	Work with partners at Grosvenor, Oxfordshire Clinical Commissioning Group and Oxfordshire County Council Public Health towards delivering equal opportunities to good physical and mental health through the planning system.	2019). Work on-going with further community engagement proposed for Autumn 2020.  Barton Healthy New Town is part of the Town and Country Planning Association's Developer and Wellbeing national programme. The project has also influenced planning policy, and Policy RE5 in the recently adopted Local Plan 2036 requires a Health Impact Assessment to be submitted for major development proposals.

Blackbird Leys		
Improve the centre to create a mixed-use district centre	District centre regeneration.	The Council and Catalyst are working in partnership to bring forward both the District Centre Regeneration and land between Knights Road and the Kassam Stadium. Across both sites the scheme will deliver new homes including affordable homes – and new community facilities. Throughout 2019 the City Council has worked with the local community to develop a basic plan for the development. This included: surveys sent to over 5000 households, two consultation events, a Community Planning Weekend in May 2019, pop-ups across the local area, and a Report Back Evening on 18 <sup>th</sup> June 2019. Further community engagement is proposed for 2020.
Rose Hill	T	T
Redevelopment of the former Rose Hill Community Centre, and Rose Hill Advice Centre & Scout Hut	Redevelopment of the Former Rose Hill Community Centre (25 affordable residential units) and Rose Hill Advice Centre & Scout Hut (18 affordable residential units).	Works commenced on site in September 2019 for the redevelopment of the former Community Centre (planning permission 18/02817/FUL) and in October 2019 for the redevelopment of the former Rose Hill Advice Centre and Scout Hut (planning permission 18/02818/FUL. 100% of the units will be shared ownership, contributing to the affordable housing need in Oxford.

 Table 19: Core Strategy monitoring framework for Policy CS3 Regeneration Areas

4.2 Regeneration work is also progressing outside of the targeted priority regeneration areas, for example in 2019/20 works continued on the redevelopment of Northgate House in Central Oxford. Works also continued on the construction of The Swan School in Marston, which opened in temporary accommodation to its first intake of Year 7 students in September 2019.

### Oxpens

4.3 Although the Oxpens SPD was adopted in 2013, it is anticipated that, following the adoption of the Oxford Local Plan 2036 in June 2020 (in the 2020/21 monitoring year) a new SPD covering the area of change for the West End and Osney Mead will be produced. The West End SPD, when completed, will provide additional planning guidance to supplement policies in the Oxford Local Plan 2036 and include guidance on a number of sites, including the Oxpens site.

4.4 Oxford West End Development Limited ('OXWED'), a joint venture between Oxford City Council and Nuffield College has been formed to deliver the development of this site. The Oxford Local Plan 2036 provides a minimum housing number for the site (450 homes). This mixed use allocation could deliver retail; B1a offices and B1b research and development floorspace; a hotel; and student accommodation. A planning application (16/02945/FUL) for student accommodation with 500 rooms and small-scale retail and office units was granted planning permission in 2017. Completion of the Student Castle scheme is expected later this year. In addition, OXWED has gone to the open market to seek a development partner for the wider masterplan area. It is anticipated the development partner will be in place during 2020.

### **Oxford Station SPD**

4.5 Work on bringing forward the redevelopment of Oxford train station continued during the 2019/20 monitoring year. A review of the SPD masterplan was undertaken alongside Network Rail's Phase 2 plans and opportunities to improve viability were also explored. In response to issues raised by the SPD masterplan review, Network Rail are currently in the process of examining physical aspects of the project which will mean that a new masterplan will be required. Atkins were appointed in August 2020 to develop a masterplan through a series of options which will be taking place throughout the 2020/21 monitoring year and beyond. It is likely that the final masterplan for the station will be available in 2021. The Oxfordshire Rail Corridor Study was published which identified protected services to 2033 and looks forward in terms of growth to 2050. This study will assist the masterplan as it will inform matters such as platforms and passenger gates.

### **Indicator 23: BARTON AREA ACTION PLAN**

The Barton Area Action Plan (AAP) guides development and change at the Barton strategic site, aiming to deliver a development that reflects Oxford's status as a world class city and which supports integration and sustainability. The Barton AAP identifies five key objectives to support this vision:

- Deliver a strong and balance community
- Bring wider regeneration of neighbouring estates
- Improve accessibility and integration
- Encourage a low-carbon lifestyle
- Introduce design that is responsive and innovative.

The AAP establishes a specific monitoring framework for this site.

(Oxford Core Strategy Policy CS7, Barton Area Action Plan)

Performance against target 2019/20:



Performance in previous two years:

2018/19:

9:

- 4.6 Policy CS7 of the Core Strategy, supported by the Barton AAP, allocates 36ha of land in the north of the city between Barton and Northway (known as land at Barton) for a predominately residential development of 800-1,200 new dwellings. This is the largest residential development opportunity in the city.
- 4.7 During the 2019-20 monitoring year, construction works for Phase 1 (237 dwellings) continued on site and by 31 March 2020 a further 63 dwellings had been completed bringing the total number of Phase 1 completions to 178. In August 2019, a reserved matters application for Phase 3 (207 dwellings) was approved, with works on this phase commencing in September 2019.

### Indicator 24: NORTHERN GATEWAY AREA ACTION PLAN

The Northern Gateway Area Action Plan (AAP) guides development and change at the Northern Gateway. It aspires to create a vibrant and successful extension to Oxford, with a flourishing community of knowledge-based industries and modern new homes. The Northern Gateway AAP identifies six key objectives to support this vision:

- Strengthen Oxford's knowledge-based economy
- Provide more housing
- Improve the local and strategic road network and other transport connections
- Respond to the context of the natural and historic environment
- Create a gateway to Oxford
- Encourage a low-carbon lifestyle/economy

The AAP establishes a specific monitoring framework for this site.

(Oxford Core Strategy Policy CS6, Northern Gateway Area Action Plan)

Performance against target 2019/20:

Performance in previous two

years:

2018/19:

2017/18: n/a

- 4.8 The Northern Gateway AAP was adopted in July 2015. In June 2018 it was announced that the development was to be renamed 'Oxford North'. The Northern Gateway/Oxford North is a key element of the Oxford and Oxfordshire City Deal, which was agreed to support innovation-led economic growth. The City Deal partners and Government have agreed to invest a total of £17.8m in highway infrastructure at Oxford North to enable the development. Improvement works to both Wolvercote and Cutteslowe roundabouts were completed in September 2016. The next phase will include the provision of a link road between the A44 and A40 and new signalised junctions. This will be bought forward as part of the wider development at the Oxford North.
- 4.9 During the 19-20 monitoring year, the hybrid application for Oxford North was considered by Planning Committee who resolved to grant planning permission subject to the satisfactory completion of a legal agreement (18/02065/FUL). Whilst planning permission has not yet

been issued, legal negotiations have continued during the monitoring year and it is anticipated that permission will be issued in the 2020/21 monitoring year.

### 5. Cleaner and Greener Oxford

Ambition: An attractive and clean city that minimises its enviornmental impact by cutting carbon, waste and pollution

**Environmental Snapshot** 

grassland and forests:

Total area: 17.6 square miles / 46 square kilometres

Green Belt (% of total area): 27% of Oxford's total area
Allotments: 36 allotment sites across the city
Listed Buildings: More than 1,600 listed buildings

Conservation Areas: 18 conservation areas

Parks with Green Flag status: Six parks (Cutteslowe & Sunnymead Park, Blackbird Leys Park, Hinksey

Park, Florence Park, Bury Knowle Park and St Sepulchre Cemetery)

Carbon emissions per capita: 4.4 tonnes per resident

The target is to reduce Oxford's emissions by 40% by 2020, compared to

a 2005 baseline.31

Cycling infrastructure per Km<sup>2</sup>: Per 1km<sup>2</sup> there is an average of 0.49km of cycle infrastructure across

Oxford.32

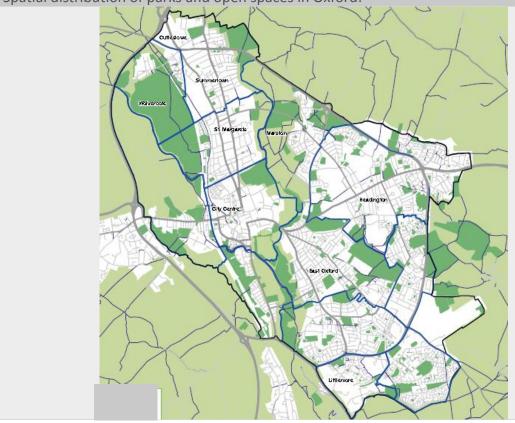
Land area covered by 32% of the land within Oxford City Council's boundary is grassland or

woodland.33

Oxford Household Recycling Rate: Residual waste: 341.71kg per household in 2018/19

Household waste recycled and composted: 52.1% in 2019/20

Spatial distribution of parks and open spaces in Oxford:<sup>34</sup>



<sup>&</sup>lt;sup>31</sup> Oxford City Council (2016) Oxford Sustainability Index 2016 (Page 5)

<sup>&</sup>lt;sup>32</sup> Oxford City Council (2016) Oxford Sustainability Index 2016 (Page 8)

<sup>&</sup>lt;sup>33</sup> Oxford City Council (2016) Oxford Sustainability Index 2016 (Page 13)

<sup>&</sup>lt;sup>34</sup> Oxford City Council (2013) Green Spaces Strategy 2013-2027 (Appendix 1)

### Indicator 25: CHANGES IN AREAS OF BIODIVERSITY IMPORTANCE

Target: No net reduction in areas designated for their intrinsic environmental value i.e. SAC, SSSI, RIGS and locally designated sites (Oxford Core Strategy Policy CS12)

Performance against target 2019/20:



Performance in previous two

years:

2018/19:





- 5.1 Oxford has a diverse range of species and habitats and this is another part of what makes Oxford such a special place. It is important that Oxford's biodiversity is maintained as this is central to natural processes such as the maintenance of air, soil and water quality, and the regulation of climate and flooding. Biodiversity and good quality natural environments also contribute to health and wellbeing and are a key part of Oxford's character.
- 5.2 There are a number of sites in Oxford that are protected for their biodiversity and geological importance. This includes European designations (the Oxford Meadows Special Area of Conversation), national designations (Sites of Special Scientific Interest), and local level designations (local wildlife sites, local nature reserves and sites of local importance to nature conservation).
- 5.3 As part of the development of the new Local Plan 2036, the Council undertook a review of its local-level designated biodiversity sites. This resulted in a reduction in area of sites specifically designated for biodiversity purposes. However the Local Plan as adopted introduces a different policy approach which looks at the multi-functional benefits of green spaces.
- 5.4 Table 20 provides details of sites designated for their intrinsic environmental importance in Oxford. Sites are updated annually, and in the last monitoring year the area and number of Local Wildlife Sites has increased, from 14 to 19 sites. Following work on the Local Plan, the City Council has worked with Thames Valley Environmental Records Centre to re-assess the biodiversity value of some locally designated sites to ensure that they have the correct designation and level of protection to cover the emerging Local Plan period up to 2036. As a result of this work, the number of Oxford City Wildlife Sites (OCWS') have decreased from 50 to 32 sites in the lead up to the 2018/19 monitoring period.

Designation	2015/16	2016/17	2017/18	2018/19	2019/20	Change
Special Areas of Conservation (SAC) (1 site)	177.1	177.1	177.1	177.1	177.1	No change
Sites of Special Scientific Interest (SSSI) (10 sites)	278.24	278.24	278.24	278.24	278.24	Change in site numbers

Designation	2015/16	2016/17	2017/18	2018/19	2019/20	Change
						and thus area
Local Geological Sites (formerly known as Regionally Important Geological or Geomorphological Sites – (RIGS)) (2 Sites)	2.0	2.0	2.0	2.0	2.0	No change
Local Nature Reserves (3 Sites)	6.63	6.63	6.63	6.63	6.63	No change
Local Wildlife Sites (19 sites)	125.44	125.44	125.44	117.77	117.77	No change
Oxford City Wildlife Sites (OCWS) – (formerly known as Sites of Local Importance for Nature Conservation - (SLINCs)) (32 sites)	202.5	202.5	202.5	134.93	134.93	No change

Table 20: Area (ha) of sites designated for their environmental importance in Oxford (Natural England Data)

# Indicator 26: NATURAL RESOURCE IMPACT ANALYSIS AND ON-SITE RENEWABLE ENERGY GENERATION

Target: 100% of qualifying planning permissions granted to comply with NRIA requirements Minimum of 20% on-site renewable or low carbon energy from qualifying sites

(Oxford Core Strategy Policy CS9, Sites and Housing Plan Policy HP11, Saved Local Plan Policy CP18)

Performance against target 2019/20:

Performance in previous two

years:

2018/19:

- 5.5 Oxford City Council has a longstanding commitment to making Oxford more sustainable. This commitment can be realised by requiring sustainable design in planning policy. By requiring greater efficiency of resources and a proportion of energy from on-site renewable sources, we can mitigate the wider environmental effects of increasing urbanisation.
- 5.6 Core Strategy Policy CS9 and Saved Local Plan Policy CP.18 require non-residential developments of 2,000m<sup>2</sup> or more to submit a Natural Resource Impact Assessment (NRIA). The NRIA assesses a range of factors including energy efficient design, renewable energy

generation, use of materials and water management, as set out in the NRIA SPD. Qualifying developments are required to meet 20% of their energy needs on site through renewable and low carbon technologies. City Council is unlikely to approve a development where an NRIA checklist score of at least 6 out of 11 is not achieved, including at least the minimum standard in each section.

5.7 The requirement to undertake NRIAs for residential developments of 10+ dwellings was removed when Part L of the Building Regulations was updated to require improved energy efficiency standards in all residential developments. Instead, Policy HP11 of the Sites and Housing Plan requires all applications for new residential or student accommodation development to include an energy statement explaining how energy efficiencies have been incorporated. Policy HP11 also requires developments of 10+ dwellings, 20+ student rooms or more than 500m² of student accommodation to meet at least 20% of their energy needs from on-site renewable or low carbon technologies.

	Development	NRIA Checklist Score	Proposed On-Site Renewable Energy Generation
19/01821/FUL – 159-161 Cowley Road Oxford OX4 1UT	Reconfiguration of existing ground floor and part first floor retail unit (Tesco store to remain in situ) with extensions and alterations to existing building to provide 137 units of purposebuilt, managed student accommodation with associated management suite and communal facilities at upper levels.	7/11	30% (solar panels, heat pumps)
18/03384/FUL – 15-17 Elsfield Hall Elsfield Way Oxford OX2 8EP	Demolition and relocation of the existing Cadet Hut (D2 Use Class) and the redevelopment of the Site to include erection of a 3 storey apartment block providing 26no. residential flats (C3 Use Class) comprising 9no. 1-bed and 17no. 2-bed apartments with associated access,	Not submitted	20% (solar PV panels, High efficiency combination gas boilers in dwellings with time and temperature zone controls and smart thermostats)

	Development	NRIA Checklist Score	Proposed On-Site Renewable Energy Generation
	parking and landscape arrangements		
18/03287/FUL - Former Murco Service Station Between Towns Road Oxford Oxfordshire OX4 3LZ	Demolition of existing structures and the erection of a part 3, 4 and 5 storey apartment block comprising 35 residential flats (Use Class C3) and 3 x 3 storey townhouses (Use Class C3) with associated access, parking and landscape arrangements.	Not submitted	20% (solar PV panels, energy efficient lighting, high efficient heating)
18/02982/FUL - The Old Power Station 17 Russell Street Oxford Oxfordshire OX2 0AR	The conversion, redevelopment and extension of Osney Power Station to a Centre of Executive Education to be run by Said Business School.	Not submitted	20% (Air source heat pump, solar PV)

Table 21: Qualifying developments compliance with NRIA requirements (permissions) 2019/20

# Indicator 27: DEVELOPMENT IN THE GREEN BELT Target: No inappropriate development in the Green Belt unless specifically allocated in Oxford's Local Plan (Oxford Core Strategy Policy CS4) Performance against target 2019/20: Performance in previous two years: 2018/19: 2017/18:

- 5.8 Green Belt is a policy designation that aims to prevent urban sprawl by keeping land surrounding urban areas open and undeveloped. Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan.
- 5.9 Table 22 provides details of planning permissions granted for development in the Green Belt within the city boundary during the monitoring year. All applications were considered against Green Belt policies set out in the National Planning Policy Framework and Core Strategy. No inappropriate development was permitted during 2019/20.

Location	Application reference	Development	Reason for Approval
The Trout Inn 195 Godstow Road Oxford Oxfordshire OX2 8PN	19/02636/FUL	Various landscaping, signage alteration and external works, repair work to existing timber gate and posts to entrance of the bridge, repainting of all existing windows and doors and new external lighting.	The proposals would be acceptable in terms of its impact on the green belt as they would constitute alterations to an existing building, which is acceptable in terms of paragraph 145 of the NPPF.
Merton Field Merton Street Oxford OX1 4DX	19/02085/FUL	Demolition of existing pavilion and storage shed. Erection of new pavilion and storage shed.	The proposal is considered to respect the character of the Conservation Area and the setting of nearby listed buildings. The proposal would not have a harmful impact on the Conservation Area or listed buildings.
Oxford Spires Four Pillars Hotel Abingdon Road Oxford Oxfordshire OX1 4PS	19/00716/FUL	Formation of 3no. air conditioning condenser compounds.	It is considered that the proposals would not constitute inappropriate development as they would constitute extensions or alterations to an existing building in the green belt and, due to their modest size in relation to the main hotel building, would not result in a disproportionate increase to the host building.
Botanic Gardens High Street Oxford	18/01583/FUL	Removal of 30m of defective riverbank	The proposal would lead to a restored

Location	Application reference	Development	Reason for Approval
OX1 4AZ		and rebuild to current engineering standards incorporating sheet piles and reinforced blockwork and biodiversity measures.	riverbank, and safe access to this part of the river and the Botanic Garden. There would be no visual harm to the heritage assets, or the appearance of the riverbank, and therefore the proposal would be acceptable in design terms.

**Table 22:** Planning permissions granted for development in the Green Belt in 2019/20



- 5.10 Oxford has a long, rich history and the city benefits from a diverse range of heritage assets. It is important that Oxford's heritage assets are protected and enhanced as they are an important part of the city's character and should be maintained for the benefit of future generations.
- 5.11 The National Planning Policy Framework requires that local planning authorities should make information about the significance of the historic environment, gathered as part the development management process, publicly accessible. As one of the ways to meet this requirement, the City Council has produced an <u>annual monitoring statement for assessing archaeological assets</u>, which provides a short overview of the scope and impact of development led archaeology in Oxford in 2019. The annual statement will provide a basis for monitoring the on-going cumulative impact of both development and asset management on the city's archaeological resource.
- 5.12 Historic England's 'Heritage at Risk' programme identifies the heritage assets that are most at risk of being lost as a result of neglect, decay or inappropriate development across England. In 2019/20 two of Oxford's heritage assets were identified as being at risk (Table 23).

Heritage Asset	Condition	Priority Category
Swing bridge, near Rewley	Very Bad	F - Repair scheme in
Road		progress and (where
		applicable) end use or user
		identified.
Church of St Thomas the	Poor	C - Slow decay; no solution
Martyr, St Thomas Street		agreed

Table 23: Heritage assets at risk in Oxford (August 2020)

5.13 The same heritage assets have previously identified as being at risk in the previous AMR and there is as yet no noted change in their condition. There has been no net change in the number of assets at risk when compared to the previous monitoring year.

# Indicator 29: APPLICATIONS INVOLVING THE TOTAL, SUBSTANTIAL OR PARTIAL DEMOLITION OF A LISTED BUILDING

Target: 0% Listed Building Consents or planning permissions granted that involve the total, substantial or partial demolition of a listed building (Oxford Core Strategy Policy CS18)

Performance against target 2019/20



Performance in previous two years:

2018/19:



- 5.14 Listed buildings are irreplaceable heritage assets and as such should be protected from substantial harm which in the worst instance will include their total or substantial demolition. As such it is the City Council's duty as custodians of Oxford's unique, historic environment to resist such loss of heritage assets as far as possible.
- 5.15 Eight applications were received in 2019/20 which involved the partial demolition of a listed building. The applications were permitted subject to conditions (Table 24).

Application reference	Decision	Location	Proposal
19/01747/LBC	Permitted	13 Mill Lane Marston Oxford Oxfordshire OX3 0PY	Demolition and re-building of existing single storey lean-to extension and erection of a two storey rear extension. Conversion of garage to habitable space. Refurbishment of existing barn including alterations to roof. Alterations to windows and doors. Internal reconfiguration and alterations including removal of existing walls and new partitions.

			External and internal alterations
			to outbuildings including new
			fenestration, installation of flue,
			and installation of insulation
			associated with the use of
			outbuildings as gym, store and
			function space.
19/01476/LBC	Permitted	St Johns College St Giles'	Demolition of existing external
		Oxford Oxfordshire OX1 3JP	stone wall to allow for larger
			door opening with installation of
			new support in covered entrance
			passageway. Internal alterations
			and refurbishment of the existing
			Porters Lodge to include; new barrier with pass gate in covered
			passageway with 2no. arch
			openings for entrance and exit to
			porters lodge, upgrade internal
			flooring, accessibility works to
			the covered passageway
			including new gradients and
			ramps to the door entrance of
			the new lobby to provide level
			access, replacement of 1no door
			to south east student post room
			and upgrade and relocation of
			mechanical and electrical
			services.
19/01457/LBC	Permitted	The Eagle And Child 49-51 St	Demolition of part ground and
		Giles' Oxford Oxfordshire	first floor rear extensions and
		OX1 3LU	internal openings and doorways.
			Extension and alterations to
			form enlarged public house
			restaurant on the ground floor to
			the rear of 49-51 St Giles,
			conversion and change of use of first and second floors to form
			hotel bedroom accommodation
			above 49-51 St Giles and change
			of use of 50 St Giles from
			Cafe/Delicatessen to Hotel
			reception. New services to be
			installed in the basement and
			alterations to fenestration and
			signage
19/01398/LBC	Permitted	45 Park Town Oxford OX2	Demolition of existing single-
		6SL	storey extension. Erection of
			new single-storey extension.
	i .		Leaven de la constant
			Formation of courtyard.
19/01362/LBC	Permitted	Balliol College Broad Street Oxford Oxfordshire OX1 3BJ	Removal of internal walls and suspended ceilings and internal

			alterations to re-locate the
			reception desk in the lodge and
			create a new DDA accessible
			through route; removal of a
			section of external masonry and
			installation of new structural
			beam; Restoration of original
			ceilings and cornices; Removal of
			existing reception kiosk hatch
			and entrance doorway and
			replacement with frameless glass
			doors in oak surrounds and
			relocation and conservation of
			the original warehouse stone
			and oak seat under the reception
			kiosk hatch.
19/01098/LBC	Permitted	The Priory House 37 Church	Demolition of extension and
		Way Oxford OX4 4EB	erection of conservatory;
			internal reconfiguration and
			refurbishment to all floors;
			external repairs to elevation and
			roof including rebuilding of 2no.
			chimneys, reinstatement of 5no.
			windows and 1no. door; new
			rainwater goods; repairs to
			boundary walls and
			1
19/00966/LBC	Permitted	6 St Andrew's Lane Oxford	outbuildings.
19/00900/LBC	Permitted		Removal of existing conservatory
		OX3 9DP	and erection of a single storey
			extension to west elevation.
			Erection of a first floor extension
			to north elevation. Formation of
			2no. dormers and 1no. rooflight
			to west elevation roof slope.
			Insertion of 1no door to west
			elevation, insertion of 1no.
			window and enlargement of 1no.
			window to north elevation.
			Internal alterations which
			include formation of new
			openings and partitions and
			removal of partitions and
			internal walls.
19/00493/LBC	Permitted	43 St Giles' Oxford OX1 3LW	Demolition of the existing garden
			room and erection of a single
			storey rear extension. Internal
			alterations including
			replacement floors, insulation,
1			new heating and ventilation
			systems.

**Table 24:** Applications involving the total, substantial or partial demolition of a listed building determined during 2019/20

5.16 The approved proposals were all deemed to result in less than substantial harm to the significance of the listed buildings and/or their setting. Overall, whilst the performance in 2019/20 is below the established baseline, the total harm caused to listed buildings was minor.

# Indicator 30: APPEALS ALLOWED WHERE CONSERVATION POLICIES WERE CITED AS A REASON FOR REFUSAL

Target: 80% of appeals dismissed where conservation policies are cited as a reason for refusal (Oxford Core Strategy Policy CS18)

Performance against target 2019/20:

Performance in previous two

years:

2018/19:

2017/18:

5.17 Oxford has a rich heritage, spanning over one thousand years. While it is clear that modern development must happen for Oxford to successfully function as an urban space, this should not be at the expense of Oxford's heritage assets. Oxford's conservation policies are therefore intended to accommodate modernity and growth but manage their effect on the historic environment.

- 5.18 Oxford's detailed conservation policies are the Saved Local Plan 2001-16 historic environment policies. 45 appeals were determined in 2019/20 where these policies were cited as one of the reasons for refusal. Of these, 10 were allowed (22%). The return comprises a decline compared to the previous AMR, although it is just outside the indicator target.
- 5.19 Making use of a percentage based target has not always been a useful or reliable measure of the success of the policy, given that the key factor (the number of appeals received) is subject to unpredictable variations year on year. Alternative indicators will be used in future monitoring exercises to determine the effectiveness of conservation policies in the recently adopted Local Plan.

### **Indicator 31: TREE PRESERVATION ORDERS (TPOS)**

Target: 0% of applications for felling trees that are the subject of a TPO to be approved by the City Council contrary to officers' recommendations (Oxford Core Strategy Policy CS18)

Performance against target 2019/20:



Performance in previous two

years:

2018/19:





5.20 There were no permissions granted for the felling of trees subject to a TPO contrary to officers' recommendations in 2019/20.

# Indicator 32: LOSS OF PUBLIC OPEN SPACE, OUTDOOR SPORTS AND RECREATION FACILITIES

Target: No net loss to other uses of publically accessible open space, outdoor sports and recreation facilities (Oxford Core Strategy Policy CS21)

Performance against target 2019/20:

Performance in previous two

years:

2018/19:



- 5.21 Public open space, outdoor sports and recreation facilities provide a range of benefits including helping to support health and wellbeing.
- 5.22 Outline planning permission was granted for the development of 86 residential units on sports fields at William Morris Close. The application was received in December 2018 and was determined in March 2020. Several applications for the development of comparable schemes have been submitted for this site which were withdrawn or refused, often on the basis of the loss of open space and outdoor recreation facilities. However with this application, the key matters relating to the loss of the site as an open air sports facility and as an area of public open space were considered acceptable in line with the relevant provisions of Policy G5 of the Oxford Local Plan 2016-2036, which at that point had been through examination and was deemed sound. The loss of the sports pitch was addressed through a financial contribution of £600,000 towards off-site sports provision in the vicinity of the site. The provision of publically accessible open space on the site was considered to represent adequate compensatory provision for the loss of the existing open space, which is fenced off and inaccessible to the general public. It is therefore considered that for the purposes of this indicator there has not been an overall net loss of open space and outdoor recreation facilities.
- 5.23 Planning permissions have been granted for a number of applications that are small in scale or directly opposite/adjacent to protected spaces, such as community halls, sports pavilions. The majority of the applications have comprised of developments that would not result in a meaningful loss of open spaces.

Target: Inner Cordon - no more than 0% growth

Outer Cordon - no more than 0.2% average annual growth (Oxford Core Strategy Policy CS14)

Performance against target 2019/20:

Performance in previous two years:

2018/19:

2017/18:



5.24 Oxfordshire County Council monitors traffic flows at two 'cordons' in Oxford. The inner cordon count provides an indication of the average number of vehicles entering the city centre on any given weekday, whilst the outer cordon count provides an indication of the number of vehicles entering Oxford from beyond the city boundary on any given weekday.

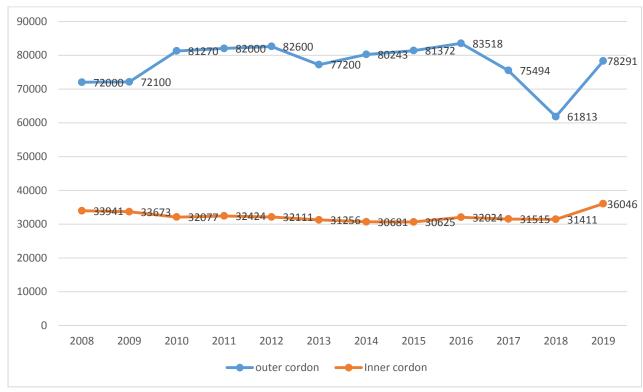


Figure 7: Traffic flows in Oxford at inner and outer cordons 2008-2019

- 5.25 Figure 7 shows that the number of vehicles travelling into the city centre (inner cordon) has decreased relatively consistently since the Core Strategy 2006 baseline (36,000 vehicles). Compared to the previous monitoring period, the number of vehicles measured in the traffic flow of the inner cordon has increased by 14%, which goes against the overall downward trend of the last few monitoring years.
- 5.26 The number of vehicles travelling into Oxford from across the city boundary (outer cordon) has shown a greater amount of fluctuation since the 2006 baseline. The possible reasons for this include the introduction of additional monitoring locations in 2010, resulting in a higher volume of traffic registered from that year onwards, to occasional faulty receptors which can return incomplete data. There can also be some inconsistency with measuring periods,

although the fact that the figures are based on averages should mitigate the impact of this to some extent. While the current monitoring year shows a dramatic increase in the average number of vehicles compared to the previous period, it should be noted that in the last period there were instances of incomplete data and undercounting that could potentially be put down to faulty receptors.

5.27 The issue of traffic flows and their management remains a difficult issue for the City Council to manage in the context of rapid population growth both within the city and the surrounding area, with many people commuting into Oxford from the wider city-region for work, leisure, health and education services. It remains to be seen whether the figures are part of an established trend or a temporary fluctuation. The City Council will meanwhile continue with various measures to encourage more sustainable travel options than private cars

### 6. An Efficient and Effective Council

### LOCAL DEVELOPMENT SCHEME MONITORING

6.1 The Local Development Scheme (LDS) is a project plan that sets out timescales for the preparation and revision of documents in Oxford's Local Plan and other planning policy documents. The LDS provides details on what each document will contain and the geographical area it will cover. The LDS for this monitoring year was the LDS 2019-2022.

Document title	LDS timescale (as relevant to the monitoring period)	Progress during the 2019/20 monitoring year
Oxford Local Plan 2036	Examination	The examination hearings were carried out by the Planning Inspectorate in December 2019 in line with the LDS timescales.
Oxford Local Plan 2036	Main Modifications consultation	The Main Modifications were published for consultation during February and March 2020, ahead of the timescales published in the LDS. Following the close of consultation the responses were sent to the Planning Inspectorate for consideration. The Planning Inspectorate then had to decide whether any further hearings were necessary, or any issues needed to be revisited.

**Table 25:** Progress against Local Development Scheme timescales in 2019/20

- 6.2 The Inspectors' report was received in May 2020 and the Plan was found to be sound with the recommended main modifications. The Plan was adopted in June 2020, therefore the Oxford Local Plan 2036 now forms part of the statutory development plan and the policies in this Plan will be assessed in the next AMR.
- 6.3 A new LDS for Oxford was published post this monitoring period in July 2020 and covers the period 2020-2025. This LDS will therefore be used to assess progress in the subsequent monitoring report.
- 6.4 The Oxfordshire Plan 2050 is also being prepared, which will contain strategic policies for Oxfordshire for the period to 2050.

### **DUTY TO COOPERATE MONITORING**

- 6.5 The Duty to Cooperate, introduced by the Localism Act 2011, requires on-going, constructive collaboration and active engagement with neighbouring authorities and other statutory bodies when preparing Local Plan documents.
- 6.6 The City Council has also been actively involved in a number of on-going joint-working and partnership relationships, which help to inform a shared evidence base for plan making and addressing strategic and cross-boundary issues. This includes the Oxfordshire Growth Board; the Oxfordshire Local Enterprise Partnership (LEP); the Oxfordshire Area Flood Partnership; and the Oxfordshire Planning Policy Officers Group. These meetings are attended either by lead members and/or by a range of senior officers. Engagement with other stakeholders

- about Duty to Cooperate matters was also important for the Local Plan 2036, and commentary about those processes is provided in more detail in the Local Plan Consultation Statement.
- 6.7 A detailed Duty to Cooperate Statement<sup>35</sup> has been prepared which outlines the scope and nature of engagement, both formal and informal, and the impact this cooperation has had on decisions made by the Council, including which planning policies have been put forward and why.

### **NEIGHBOURHOOD PLAN MONITORING**

- 6.8 The 2011 Localism Act introduced new powers for communities that enable them to be directly involved in planning for their areas. Neighbourhood planning allows communities to come together through a parish council or neighbourhood forum to produce a neighbourhood plan. Neighbourhood plans are about developing land in a way that is sympathetic to the needs of local stakeholders and that gives local people a greater say in where new development should go and what it should look like. Once plans are adopted they will become an important consideration when making decisions on planning applications.
- 6.9 The following two Neighbourhood Plans have been formally made and are used to help determine planning applications in their respective neighbourhood area:
  - Headington Neighbourhood Plan made July 2017
  - Summertown and St Margaret's Neighbourhood Plan made March 2019
- 6.10 There are two other neighbourhood plans that are currently in progress:

### **Wolvercote Neighbourhood Plan**

6.11 The Wolvercote Neighbourhood Plan was examined in late 2018 and the Examiner's report was issued in July 2019 which recommended a number of modifications in order for the Plan to meet the 'basic conditions' and be able to proceed to referendum. All modifications were agreed at Cabinet on 9 October 2019, and the referendum was due to take place in May 2020. However, earlier this year, Neighbourhood Plan Referendums (along with Local Elections due to take place in May 2020) were postponed due to the ongoing pandemic, and this delay has been kept under review since. On 2 October 2020, Cabinet Office confirmed that elections and referendums will not take place until May 2021. This decision was taken in order to provide certainty to Returning Officers and Electoral Registration Officers. Consequently, the Wolvercote Neighbourhood Plan referendum will take place in May 2021.

### **Littlemore Neighbourhood Plan**

6.12 Littlemore Parish Council has started work on producing a neighbourhood plan. Following on from the successful area application at the City Executive Board Meeting on 15 August 2017, an initial consultation on the vision and scope of the plan was carried out. The Parish Council undertook a survey which highlighted key issues for the plan to address. These included

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<sup>&</sup>lt;sup>35</sup> Duty to Cooperate Statement

indications of the results of that consultation which showed the main issues to be planning and transport.

### STATEMENT OF COMMUNITY INVOLVEMENT MONITORING

6.13 Effective community engagement is essential to good planning. The Statement of Community Involvement in Planning (SCIP) sets out how the City Council will involve the community and other stakeholders in both developing planning policy documents and determining planning applications. The AMR reports on planning policy consultations undertaken during the monitoring year and explains how they have complied with the SCIP.

### Oxford Local Plan 2036: Main Modifications consultation

Consultation dates:	14 February 2020 – 27 March 2020 (six weeks)
Summary of what we did:	As part of this examination process, the independent Local Plan inspectors identified various amendments that they considered necessary to ensure the Plan is 'sound'. These are known as 'Main Modifications'.
	The Council prepared a schedule setting out the proposed Main Modifications considered necessary for the Local Plan to be found sound. This document, along with an associated Sustainability Appraisal of the Main Modifications were consulted upon during a 6 week consultation period from Friday 14th February to Friday 27th March 2020. Notice of the consultation was communicated by email and letter on 14 February 2020 to those on the City Council's database  All comments relating to the Main Modifications to the Plan were submitted for consideration to the Planning Inspectorate who will decide whether any further hearings are necessary, or any issues need to be revisited.

### COMMUNITY INFRASTRUCTURE LEVY MONITORING

6.14 The Community Infrastructure Levy (CIL) is a tariff in the form of a standard charge on new development to help the funding of infrastructure. Oxford's CIL Charging Schedule came into effect on the 21 October 2013. More information on this including the CIL contributions received by the council for this monitoring period can be found in Oxford City Council's Infrastructure Funding Statement published in December 2020.

### UPDATE ON CHARGE FOR AFFORDABLE HOUSING FROM STUDENT ACCOMMODATION

6.15 The charge for affordable housing from student accommodation (as required by Policy H2 of the OLP2036) is currently £188.60 per sqm. This is updated annually on 1<sup>st</sup> January along with the CIL rates – these are on our web page and will be updated from 1<sup>st</sup> Jan 20.

# Appendix A: Oxford's planning policy documents

Document	Date of Adoption
The Local Plan	'
This includes a number of policy documents that have been prepa	red and adopted separately.
Core Strategy 2026	March 2011
Sites and Housing Plan 2011-2026	February 2013
Oxford Local Plan 2001-2016 (Saved Policies)	November 2006
Northern Gateway Area Action Plan	July 2015
Barton Area Action Plan	December 2012
Policies Map	July 2015
Supplementary Planning Documents (SPDs)	
Affordable Housing and Planning Obligations SPD	September 2013
Balance of Dwellings SPD	January 2008
Diamond Place SPD	July 2015
Jericho Canalside SPD	December 2013
Natural Resource Impact Analysis SPD	November 2006
Oxford Station SPD	November 2017
Oxpens Master Plan SPD	November 2013
Parking Standards SPD	February 2007
Telecommunications SPD	September 2007
Technical Advice Notes (TANs)	
TAN 1A: Space Standards for Residential Development	May 2016
TAN 2: Energy Statement TAN	November 2013
TAN 3: Waste Storage TAN	November 2014
TAN 4: Community Pubs TAN	November 2014
TAN 5: External Wall Insulation	March 2016
TAN 6: Residential Basement Development	June 2016
TAN 7: High Buildings	October 2018
TAN 8: Biodiversity	March 2019
Other planning policy documents	
Annual Monitoring Report	Produced annually
Community Infrastructure Levy Charging Schedule	October 2013
Local Development Scheme	November 2019
Statement of Community Involvement	July 2015

## Appendix B: How the AMR complies with statutory requirements

Statutory Requirement	How the AMR meets this requirement
Section 35 of the Planning and Compulsory Purchase Act 2004 as amended by Section 113 of the Localism Act 2011 states that all local planning authorities in England must produce reports containing information on the implementation of the Local Development Scheme and the extent to which the policies in set out in the Local Development Plan are being achieved. These reports must be available to the public.	The AMR contains information on the implementation of the Local Development Scheme (see Local Development Scheme Monitoring). It also contains information on the implementation of policies in Oxford's Local Plan as set out in Appendix C. Due to COVID-19 restrictions it would not be accessible at our main offices at St Aldate's Chambers offices. The AMR will remain publically available on the City Council's website.
Regulation 34 of The Town and Country Planning (Local Planning) (England) Regulations 2012	
(1) A local planning authority's monitoring report must contain the following information— (a) the title of the local plans or supplementary planning documents specified in the local planning authority's local development scheme; (b) in relation to each of those documents— (i) the timetable specified in the local planning authority's local development scheme for the document's preparation; (ii) the stage the document has reached in its preparation; and (iii) if the document's preparation is behind the timetable mentioned in paragraph (i) the reasons for this; and (c) where any local plan or supplementary planning document specified in the local planning authority's local development scheme has been adopted or approved within the period in respect of which the report is made, a statement of that fact and of the date of adoption or approval.	This information is included in the Local Development Scheme Monitoring section of the AMR.  It should be noted that the 2016-2036 Local Plan was subject to examination and deemed to be sound by the Planning Inspectorate during the monitoring period, although it had yet to be adopted.
(2) Where a local planning authority are not implementing a policy specified in a local plan, the local planning authority's monitoring report must—  (a) identify that policy; and  (b) include a statement of—  (i) the reasons why the local planning authority are not implementing the policy; and  (ii) the steps (if any) that the local planning authority intend to take to secure that the policy is implemented.	Little weight was given to Policy HP4 during the monitoring period. Further information is included in the Meeting Housing Needs section of the AMR.
(3) Where a policy specified in a local plan specifies an annual number, or a number relating to any other period of net additional dwellings or net additional affordable dwellings in any part of the local planning authority's area, the local planning authority's monitoring report must specify the relevant number for the part of the local planning authority's area concerned—  (a) in the period in respect of which the report is made, and (b) since the policy was first published, adopted or approved.	AMR Indicator 8: Housing trajectory  AMR Indicator 9: Affordable housing completions (gross) and tenure

Statutory Requirement	How the AMR meets this requirement
neighbourhood development order or a neighbourhood	
development plan, the local planning authority's monitoring report must contain details of these documents.	To date, the following neighbourhood plans have been made:  • Headington Neighbourhood Plan • Summertown and St Margaret's
	Neighbourhood Plan No neighbourhood development orders have been made. Further information is included
(5) Where a local planning authority have prepared a report pursuant to regulation 62 of the Community Infrastructure	in the Neighbourhood Planning section of the AMR.
Levy Regulations 2010(2), the local planning authority's monitoring report must contain the information specified in regulation 62(4) of those Regulations.	This information is included in the Community Infrastructure Levy Monitoring section of the AMR.
(6) Where a local planning authority have co-operated with another local planning authority, county council, or a body or person prescribed under section 33A of the Act, the local planning authority's monitoring report must give details of what action they have taken during the period covered by the report.	This information is included in the Duty to Cooperate Monitoring section of the AMR.
(7) A local planning authority must make any up-to-date information, which they have collected for monitoring purposes, available in accordance with regulation 35 as soon as possible after the information becomes available.	The Annual Monitoring Report is published as soon as possible after the information becomes available.
Regulation 35 of The Town and Country Planning (Local Planning) (England) Regulations 2012	
(1) A document is to be taken to be made available by a local planning authority when—	
(a) made available for inspection, at their principal office and at such other places within their area as the local planning authority consider appropriate, during normal office hours, and .	Due to COVID-19 restrictions there is no public access to our main offices at St Aldate's Chambers offices. The AMR will remain publically available on the City
(b) published on the local planning authority's website,	Council's website.
Regulation 62 of The Community Infrastructure Levy Regulations 2010 Section	
In any year that a charging authority collects CIL it must produce a report that includes:  (a) the total CIL receipts for the reported year;  (b) the total CIL expenditure for the reported year;	This information is included in the Community Infrastructure Levy Monitoring section of the AMR.
(c)summary details of CIL expenditure during the reported year including— .  (i)the items of infrastructure to which CIL (including land	
payments) has been applied, .  (ii)the amount of CIL expenditure on each item, .	
(iii)the amount of CIL applied to repay money borrowed, including any interest, with details of the infrastructure items	
which that money was used to provide (wholly or in part), .  (iv)the amount of CIL applied to administrative expenses pursuant to regulation 61, and that amount expressed as a	
percentage of CIL collected in that year in accordance with that	

Statutory Requirement	How the AMR meets this requirement
regulation; and . (d)the total amount of CIL receipts retained at the end of the reported year.	
The charging authority must publish the report on its website no later than 31st December following the end of the reported year.	The Annual Monitoring Report has been published on the City Council website prior to the 31 <sup>st</sup> December 2020.

# Glossary

Affordable housing	Homes that are available at a rent or price that can be afforded by people who are in housing need. It includes social rented housing, intermediate affordable housing and shared ownership housing.
Appeal	If a planning application is refused, is not determined on time, or is permitted with conditions that the applicant does not agree with, then applicant has the right to appeal. The case will then be reviewed by the Planning Inspectorate.
Area Action Plan (AAP)	A Development Plan Document that forms part of the Local Development Framework. AAPs are used to provide the planning framework for areas subject to significant change or where conservation is needed. A key feature is a focus on implementation. Once adopted, the AAP forms the planning policy and spatial framework for the development of the area.
Article 4 Direction	An order that can be imposed by the City Council to formally remove permitted development rights of development, meaning that planning permission is required locally for specific types of changes.
Biodiversity	This refers to the variety of plants and animals and other living things in a particular area or region. It encompasses habitat diversity, species diversity and genetic diversity. Biodiversity has value in its own right and has social and economic value for human society.
Community Infrastructure Levy (CIL)	CIL is a standard charge on new development which is used to help fund infrastructure provision.
Core Strategy	One of the documents in Oxford's Local Plan. It sets out the long-term spatial vision for the city, with objectives and policies to deliver that vision.
Duty to Cooperate	A legal duty that requires local planning authorities to work with neighbouring authorities and key public bodies to maximise the effectiveness of Local Plan preparation in relation to strategic cross boundary matters.
Dwelling	A self-contained unit of residential accommodation occupied by a single person or by people living together as a family, or by not more than six residents living together as a single household, including where care is provided for residents. A self-contained unit of accommodation. All rooms (including kitchen, bathrooms and toilets) are behind a single door which only occupants of that unit of accommodation can use.
Green Belt	An area of undeveloped land, where the planning policy is to keep it open to (amongst other purposes) prevent urban sprawl and preserve the setting and special character of Oxford and its landscape setting.
Greenfield land	Formerly defined as land which has not been previously developed. There is no formal definition of greenfield land since the revocation of the Town and Country Planning (Residential Development on Greenfield Land) (England) Direction 2000 in 2007.
Gross Internal Area (GIA)	The floor area of a building measured to the internal face of the perimeter walls at each level.
Heritage Asset	A building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment. They include designated heritage assets and assets identified by Oxford City Council during the process of decision-making or through the plan-making process (including local listing).

Houses in Multiple Occupation (HMOs)	A house, flat or building will be a house in multiple occupation (HMO) if it meets the definition under the Housing Act 2004 s254 or s257. A HMO is usually a house or flat that is shared by 3 or more people, who are unrelated, form more than 1 household and is their only main residence. There are 2 types of HMO: C4 HMO, and sui generis HMO. A C4 HMO is a small house or flat that is occupied by 3-5 unrelated people who share basic amenities such as the bathroom and/or kitchen. A sui Generis HMO is the same as a normal C4 HMO except that it is a large house or flat occupied by 6 or more unrelated people and can be subject to slightly different planning rules.
Housing trajectory	A tool that is used to estimate the number of homes likely to be built in the future, usually shown as a graph.
Infrastructure Funding Statement (IFS)	The Infrastructure Funding Statement (IFS) is a new annual reporting requirement introduced as part of the recently amended CIL regulations in 2019 (CIL Regulations: Schedule 2), with the objective of increasing transparency around how developer contributions are spent on Infrastructure.
Local Development Framework (LDF)	The Local Development Framework (LDF) is a non-statutory term used to describe a folder of documents, which includes all the local planning authority's local development documents. It includes Development Plan Documents (which form part of the statutory development plan) and Supplementary Planning Documents.
Local Development Scheme (LDS)	A three year project plan for preparing planning documents and provides the starting point for the local community to find out what the City Council's current planning policies are for the area. It includes 'milestones' to inform the public about opportunities to get involved with the plan making process and to let them know the likely dates for involvement.
Local Plan	The plan for the future development of Oxford, produced by the City Council in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act. The documents that make up Oxford's Local Plan are listed in Appendix A.
National Planning Policy Framework (NPPF)	A document setting out the Government's planning policies for England and how they are expected to be implemented. It was published by the Department for Communities and Local Government (now the Ministry of Housing, Communities and Local Government (MHCLG)) consolidating several previously issued Planning Policy statements and Planning policy guidance notes.
Neighbourhood Plan	Plans created by communities that establish a shared vision for their neighbourhood. Neighbourhood Plans can set out where new development should go, what it should look like and the infrastructure that should be provided.
Natural Resources Impact Analysis (NRIA)	A NRIA should evaluate the use of natural resources and the environmental impacts and benefits arising from a proposed development, both at the construction phase and through the subsequent day-to-day running of the buildings. Where an NRIA is required, it must demonstrate how the building is designed to minimise the use of natural resources over its lifetime.
Planning Practice Guidance (PPG)	A web-based resource that brings together national planning practice guidance for England.
Previously Developed	Land which is or was occupied by a permanent structure (excluding agricultural

Land (PDL)	or forestry buildings). The definition covers the curtilage of the developed land. Private residential gardens are not defined as previously developed land.
Sites of Local Importance for Nature Conservation (SLINC)	A site containing important habitats, plants and animals in the context of Oxford.
Sites of Special Scientific Interest (SSSI)	Areas identified by Natural England as being of special interest for their ecological or geological features. Natural England is the government's advisor on the natural environment.
Special Areas of Conservation (SACs)	Special Areas of Conservation are areas that have been designated at a European level as important for nature conservation.
Supplementary Planning Documents (SPD)	Part of the LDF that supplements and elaborates on policies and proposals in Development Plan Documents. Supplementary Planning Documents do not form part of the statutory development plan
Sustainability Appraisal (SA)	A social, economic and environmental appraisal of strategy, policies and proposals - required for development plan documents and sometimes Supplementary Planning Documents.
Tree Preservation Order (TPO)	A legal order made by the local planning authority, that prohibits the cutting down, uprooting, topping, lopping, willful damage or willful destruction of a tree or group of trees without the express permission of that authority.





# Infrastructure Funding Statement

1st April 2019 - 31st March 2020



**Published December 2020** 

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### Introduction

The Infrastructure Funding Statement (IFS) sets out how developer contributions from the Community Infrastructure Levy (CIL) and Section 106 Agreements (S106) have been allocated and spent on the infrastructure priorities of Oxford City Council for the previous financial year (April 2019 - March 2020). In accordance with the Community Infrastructure Levy Regulations, any authority that receives a contribution from development through the levy or section 106 planning obligations must prepare an Infrastructure Funding Statement. (CIL PPG paragraph 173 Reference ID: 25-173-20190901).<sup>1</sup>

This is the first IFS from Oxford City Council, following the introduction of the IFS with the amended CIL regulations in 2019 (Schedule 2 of the CIL regulations<sup>2</sup> and CIL regulation 121A).

#### This Infrastructure Funding Statement Includes:

(CIL PPG Paragraph: 176 Reference ID: 25-176-20190901)

- 1. A report relating to the previous financial year on the Community Infrastructure Levy;
- 2. A report relating to the previous financial year on Section 106 planning obligations;
- 3. A report on the infrastructure projects or types of infrastructure that the authority intends to fund wholly or partly by the levy (excluding the neighbourhood portion).

Funding for infrastructure on the IFS has been considered and updated alongside the Infrastructure Delivery Plan (Infrastructure Assessment) used for the Oxford Local Plan 2036 (OLP2036). This is a live document which is currently being updated on an ongoing basis to inform future funding priorities.<sup>3</sup> (CIL PPG paragraph 17, Reference ID: 25-017-20190901).

https://www.legislation.gov.uk/uksi/2019/1103/schedule/2/made

https://www.gov.uk/guidance/community-infrastructure-levy

https://www.oxford.gov.uk/downloads/file/5104/infrastructure\_delivery\_plan

# 1: Report relating to financial year 2019/2020 on the Community Infrastructure Levy

Co	mmunity In	frastructure Levy (CIL)			
Rec	uirement		Amount	Comment	
<b>1.</b>	included in the	ns: Schedule 2) The matters to be cCIL report are— of CIL set out in all demand notices ported year;	£3,413,209.96		
b	the total amoun	t of CIL receipts for the reported year;	£3,576,276.76		
С	the reported year but which have not been allocated		£0		
d	the total amount of CIL receipts, collected by the authority, or by another person on its behalf, before the reported year and which have been allocated in the reported year;		£12,196,614.00		
е		t of CIL expenditure for the reported	£1,670,003.54		
f	the total amoun	t of CIL receipts, whenever collected, cated but not spent during the	£13,002,143.00	CIL is allocated for spend during t Capital Programme schemes - Se be funded wholly or partly by CIL	he Budget setting process for ee part 3: Infrastructure projects to
	in relation to CII summary detail	L expenditure for the reported year, s of—			
g	the items of	f infrastructure on which CIL (including ents) has been spent, and the amount t on each item;	£1,364,427.83	Project Bullingdon Community Centre Seacourt Park and Ride CPZ Parking	Amount £62,625.70 £1,104,514.63 £197,287.50
	ii borrowed, ii	of CIL spent on repaying money ncluding any interest, with details of finfrastructure which that money was	£0		1

Со	mn	nunity Infrastructure Levy (CIL)			
		used to provide (wholly or in part);			
	iii	the amount of CIL spent on administrative expenses pursuant to regulation 61, and that amount expressed as a percentage of CIL collected in that year in accordance with that regulation;	£138,187.66	3.9%	
h	we sur wh	relation to CIL receipts, whenever collected, which are allocated but not spent during the reported year, mmary details of the items of infrastructure on ich CIL (including land payments) has been ocated, and the amount of CIL allocated to each m;	See Section 3		
	the amount of CIL passed to—				
i	i	any parish council under regulation 59A or 59B; and	£68,191.05	Parish Blackbird Leys Parish Council Littlemore Parish Council Old Marston Parish Council Risinghurst & Sandhills Parish Council	Amount £2,167.60 £45,223.46 £19,117.28 £1,682.71
	ii	any person under regulation 59(4)	N/A		
	to v	mmary details of the receipt and expenditure of CIL which regulation 59E or 59F applied during the ported year including—			
i	i	the total CIL receipts that regulations 59E and 59F applied to;	£492,607.94		
J	ii	the items of infrastructure to which the CIL receipts to which regulations 59E and 59F applied have been allocated or spent, and the amount of expenditure allocated or spent on each item;	£99,197.00	Payment to ward Councillor CIL HNF festive lighting	£95,000.00 £4,197.00
k		mmary details of any notices served in accordance h regulation 59E, including—			

Co	mn	nunity Infrastructure Levy (CIL)		
	i	the total value of CIL receipts requested from each parish council;	£0	
	ii	any funds not yet recovered from each parish council at the end of the reported year;	£0	
	the	total amount of—		
	i	CIL receipts for the reported year retained at the end of the reported year other than those to which regulation 59E or 59F applied;	£1,516,383.59	
ı	ii	CIL receipts from previous years retained at the end of the reported year other than those to which regulation 59E or 59F applied;	11,485,759.41	
	iii	CIL receipts for the reported year to which regulation 59E or 59F applied retained at the end of the reported year;	£393,410.94	
	iv	CIL receipts from previous years to which regulation 59E or 59F applied retained at the end of the reported year.	£1,943,260.82	
2	Fo	r the purposes of paragraph 1—		
а		collected by an authority includes land payments ade in respect of CIL charged by that authority;	N/A	
b		collected by way of a land payment has not been ent if at the end of the reported year—	N/A	
	i	development (within the meaning in TCPA 1990) consistent with a relevant purpose has not commenced on the acquired land; or	N/A	
	ii	the acquired land (in whole or in part) has been used or disposed of for a purpose other than a relevant purpose; and the amount deemed to be CIL by virtue of regulation 73(9) has not been spent;	N/A	
С	pa	L collected by an authority includes infrastructure yments made in respect of CIL charged by that thority;	N/A	

Co	mmunity Infrastructure Levy (CIL)		
d	CIL collected by way of an infrastructure payment has not been spent if at the end of the reported year the infrastructure to be provided has not been provided;	N/A	
е	the value of acquired land is the value stated in the agreement made with the charging authority in respect of that land in accordance with regulation 73(6)(d);	N/A	
f	the value of a part of acquired land must be determined by applying the formula in regulation 73(10) as if references to N in that provision were references to the area of the part of the acquired land whose value is being determined;	N/A	
g	the value of an infrastructure payment is the CIL cash amount stated in the agreement made with the charging authority in respect of the infrastructure in accordance with regulation 73A(7)(e).	N/A	

# 2: Report relating to financial year 2019/2020 on S106 Planning Obligations

S	106 Obligations							
Re	equirement	Amount	Comment					
3	(CIL Regulations: Schedule 2)The matters to be included in the section 106		Site name	Planning Reference	Date of Agreement	Trigger	Amount	Contribution Use
а	report for each reported year are—  the total amount of money to be provided under any planning obligations which were entered into during the reported year;		53 Sunderland Avenue, OX2 8DT	17/03040/ FUL	23/05/2019	Prior to the occupation or sale of fourth dwelling	15% of combined sales value of dwellings (estimated £270,000.00)	Off-site affordable housing
		£983,500.00	53 Sunderland Avenue, OX2 8DT	17/03040/ FUL	23/05/2019	Prior to the occupation or sale of fourth dwelling	5% of 15% combined sales value of dwellings (estimated £13,500.00)	Administration fees
			Sports Field William Morris Close, OX4 2SF	18/03330/ OUT	04/03/2020	Prior to commenceme nt	£600,000.00	Provision of open space/sports facilities
			Site name	Planning Reference	Date Payment Received	Category	Available Balance	Contribution Use
			Greyfriars Court Paradise Square, OX1 1BE	17/00860/ FUL	03/05/2019	Open Space and Leisure	£38,800.00	Towards future maintenance of Paradise Gardens
b	the total amount of money under any planning obligations which was received during the reported year;	£668,121.00	Site Of Former Swan Motor Centre Limited Between Towns Road, OX4 3LX	16/01752/ FUL	08/07/2019	Affordable Housing	£553,280.00	Towards affordable housing
			The Old Power Station 17 Russell Street, OX2	18/02982/ FUL	11/12/2019	Affordable Housing	£6,921.00	Towards affordable housing

S	106 Obligations							
Re	equirement	Amount	Comment					
			0AR The Old Power Station 17 Russell Street, OX2 0AR	18/02982/ FUL	15/01/2020	Highways	£2,600.00	(Traffic Order Passer to county)
			Westgate Shopping Centre Bonn Square, OX1 1NX	13/02557/ OUT	28/02/2020	Economic Development	£7,200.00	Air quality monitoring
			Site South Of Armstrong Road, OX4 4XG	14/02940/ OUT	27/02/2020	Community Facilities	£59,320.00	Community Facilities - On general sports and leisure facilities for public use in Littlemore
С	the total amount of money under any planning obligations which was received before the reported year which has not been allocated by the authority;	£0						
d	summary details of any non-monetary contributions to be provided under planning obligations which were entered into during the reported year, including details of—	N/A	Site name  Land At Jericho Canal Side, OX2 6BX	Planning Reference 14/01441/ FUL	Date of Agreement 30/06/2019	Not to commence until written approval of public open space scheme in accordance with scheme shown orange, green & red on drawing no. 1018(0)080		ce POS must be free public use at all
			Land At Jericho Canal Side, OX2 6BX	14/01441/ FUL	30/06/2019	Not to commence until written approval of Canal Works	Canal Works	

equi	irement	Amount	Comment				
			Land At Jericho Canal Side, OX2 6BX	14/01441/ FUL	30/06/2019	Not to commence prior to offering to transfer the land edged red to the Jericho Wharf Trust	Community Centre/Boatyard - Not to continue development more than 6 months after commencement unless and until submitted names of alternative potential transferees
			Cumberlege House Cumberlege Close, OX3 0QW and Elsfield Hall, OX2 8EP	18/03385/ FUL and 18/03384/ FUL	06/06/2019		Affordable Housing
			Sports Field William Morris Close, OX4 2SF	18/03330/ OUT	04/03/2020		Affordable Housing
			Sports Field William Morris Close, OX4 2SF	18/03330/ OUT	04/03/2020	Open space/sports facilities - community agreement	Not to submit Open Space scheme for approval prior to implementation of planning permission. Not to occupy more than 43 dwelling until Open Space Land scheme carried out and available for public use
			Sports Field William Morris Close, OX4 2SF	18/03330/ OUT	04/03/2020	Prior to occupation	Not to occupy any dwelling until footpath link provided and available for use by the public – and issue a certificate
			75 Bartholomew Road, OX4 3QN	17/02632/ FUL & 18/01081/ FUL	28/05/2019	Date of permission	To cease development on the land pursuant to the planning permission and to cause or suffer the carrying out of the development on the land pursuant to the planning permission from the date onwards.
		52	Site name	Planning re	ference	Date of agreement	Affordable units
i	in relation to affordable housing, the total number of units which will be provided;	32	Cumberlege House Cumberlege Close, OX3 0QW	18/03385/FU	JL	06/06/2019	9

Re	auire	ement	Amount	Comment			
					330/OUT	04/03/2020	43
	ii	in relation to educational facilities, the number of school places for pupils which will be provided, and the category of school at which they will be provided;	N/A	Responsibility of O	xfordshire County	/ Council	
)	any allo yea	e total amount of money (received under y planning obligations) which was ocated but not spent during the reported ar for funding infrastructure;	£9,066,523.86				
	any by	e total amount of money (received under y planning obligations) which was spent the authority (including transferring it to other person to spend);	£16,649.50	See full breakdowr	in 3(h)(i)		
				S106 Contribution Cat	egory	Amount	
		relation to money (received under		S106 Contribution Cat Affordable Housing	egory	Amount £8,153,764.85	i i
	pla	nning obligations) which was allocated by					;
	pla the		£9,066,523.86	Affordable Housing	nt	£8,153,764.85	;
	pla the rep infr	enning obligations) which was allocated by authority but not spent during the ported year, summary details of the rastructure on which the money has been	£9,066,523.86	Affordable Housing  Economic Developme	nt	£8,153,764.85 £255,771.00	;
l	pla the rep infr allo	e authority but not spent during the ported year, summary details of the	£9,066,523.86	Affordable Housing  Economic Developme  Open Space and Leisu	nt	£8,153,764.85 £255,771.00 £269,217.38	;
J	pla the rep infr allo	enning obligations) which was allocated by authority but not spent during the ported year, summary details of the rastructure on which the money has been ocated, and the amount of money	£9,066,523.86	Affordable Housing  Economic Developme  Open Space and Leist  Highways	nt	£8,153,764.85 £255,771.00 £269,217.38 £220,419.75	
1	in r	enning obligations) which was allocated by authority but not spent during the ported year, summary details of the rastructure on which the money has been ocated, and the amount of money	£9,066,523.86	Affordable Housing  Economic Developme  Open Space and Leist  Highways  Community Facilities	nt	£8,153,764.85 £255,771.00 £269,217.38 £220,419.75 £119,886.60	

S1	06	Obligations							
Re	quir	ement	Amount	Comment					
		money (received under planning obligations) was spent, and the amount spent on each item;		Shotover View Craufurd Road, OX4 2RA	10/01897/ FUL	Received 14/06/2011	Other (Work of Art)	£5,450.00	For the provision of a WOA on the land or in the vicinity of the land.
				Lawn Upton House Sandford Road, OX4 4PU	13/00739/ FUL	31/12/2014	Other (Work of Art)	£4,752.54	Towards the provision of work of art
				Lawn Upton House Sandford Road, OX4 4PU	13/00739/ FUL	31/12/2014	Open Space and Leisure	£3,846.96	Towards Open Space/Park Ecology
				The Old Power Station 17 Russell Street, OX2 0AR	18/02982/ FUL	11/12/2019	Highways	£2,600.00	Towards Traffic Order - paid to County Council
	li	the amount of money (received under planning obligations) spent on repaying money borrowed, including any interest, with details of the items of infrastructure which that money was used to provide (wholly or in part);	£0						
	iii	the amount of money (received under planning obligations) spent in respect of monitoring (including reporting under regulation 121A) in relation to the delivery of planning obligations;	£0						
I	ang wh rep	e total amount of money (received under y planning obligations) during any year nich was retained at the end of the corted year, and where any of the ained money has been allocated for the rposes of longer-term maintenance	£38,800.00						

#### **S106 Obligations** Requirement Amount Comment ("commuted sums"), also identify separately the total amount of commuted sums held. The matters which may be included in the section 106 report for each reported year aresummary details of any funding or provision Responsibility of Oxfordshire County Council of infrastructure which is to be provided through a highway agreement under section N/A 278 of the Highways Act 1980 which was entered into during the reported year, Summary details of any funding or provision Responsibility of Oxfordshire County Council of infrastructure under a highway agreement N/A which was provided during the reported year. For the purposes of paragraph 3 where the amount of money to be provided under any planning obligations is not known, an authority must provide an estimate; a non-monetary contribution includes any land or item of infrastructure provided pursuant to a planning obligation; Where the amount of money spent in respect of monitoring in relation to delivery of planning obligations is not known, an authority must provide an estimate."

### 3: Infrastructure projects to be funded wholly or partly by CIL

The current CIL held has been committed in full to projects/schemes within the Council's Capital Programme as part of the Budget setting process. CIL is used alongside other funding sources to deliver projects and schemes across the city as part of the Capital Programme. The funding of projects and schemes from CIL is set annually as part of the wider budget setting process for the Capital Programme with minor budget adjustments being made throughout the year, if and when necessary. The programme below sets out how funding from CIL is to be allocated to different infrastructure projects for the reported year and upcoming 5 years - however, this is currently under review. As part of the budget setting process, which at the time of reporting has not yet completed (completion expected Feb/Mar 2021), projects and allocations may change.

Since it was agreed as part of the budget last year, some projects have subsequently secured other funding or have had not used their full budget. This is not reflected yet in the table below as this table reflects the allocations in 19/20. However, this table includes one additional project that was added as an exception during Summer 2020 to fund capital projects in the city that have assisted in the City restart following the national response to the pandemic. This has been included at the end of Table 3.

The following tables in this section only show the funding from CIL and do not show full scheme costs or other funding sources.

Table 3.1 – CIL Programme at the end of financial year 2019/2020 including adjustments for capital projects associated with COVID-19 measures

Infrastructure Item	Links to wider strategies and Infrastructure Delivery Plan (IDP)	2019/20 CIL Financing £	2020/21 CIL Financing £	2021/22 CIL Financing £	2022/23 CIL Financing £	2023/24 CIL Financing £	2024/25 CIL Financing £
Oxford and Abingdon Flood Alleviation Scheme	IDP, Oxfordshire Infrastructure Strategy (OxIS)	250,000	0	0	0	0	0
Bullingdon Community Centre	IDP	50,000	1,323,777	0	0	0	0
Extension to Seacourt Park & Ride	IDP	2,987,000	1,426,933	0	0	0	0
Controlled parking zones	IDP Local Plan, Local Transport Plan	200,000	500,000	0	0	0	0
Coach Parking Improvements	Local Plan, Local Transport Plan and IDP		20,000				
City-wide cycling Improvements, including	Local transport plan, Local Plan and IDP	30,000	60,000	70,000	60,000	60,000	60,000

cycle lanes and parking							
East Oxford Community Centre Improvements	IDP	0	0	1,685,000	0	0	0
Oxford station improvements	IDP, OxIS and Local Plan	0	200,000	0	0	0	0
West end Infrastructure	Local plan and IDP, Local Industrial Strategy (LIS)	0	50,000	0	0	0	0
Cowley Branchline spatial development and movement framework	IDP, Oxfordshire Rail Corridor Study (ORCS), OxIS, Local Plan	0	0	50,000	0	0	0
Osney Bridge	IDP, Local Plan	0	200,000	150,000	0	0	0
Transport Congestion Management (Connecting Oxford)	Local plan, Local Transport Plan and IDP	0	125,000	0	0	0	0
Development of Zero Emission Zones (ZEZ)	IDP, Local Transport Plan and Local Plan	0	62,000	23,000	23,000	0	0
Blackbird Leys Regeneration	Local Plan	0	2,000,000	0	0	0	0
Projected funding (Capital)		3,517,000	5,967,710	1,978,000	83,000	60,000	60,000
City Centre Public Realm and Transport Infrastructure post COVID-19	City Centre Restart due to COVID-19 - signage and pedestrianisation	0	100,000	0	0	0	0
Project Funding after new projects added		3,517,000	6,067,710	1,978,000	83,000	60,000	60,000

## Appendix 3 – Risk Assessment

Risk ID		Corporate Objective	Gross Risk Corporate		Residual Risk		Current Risk -		Owner	Date Risk Reviewed	Proximity of Risk (Projects/ Contracts					
Category- 000- Service Area Code	Risk Title	Opportunity/ Threat	Risk Description	Risk Cause	Consequence	Date raised	1 to 5	1	Р	-	Р	-	Р			
CEB-001-PS	Reputational risk (Annual Monitoring Report)	Т	Failure to achieve planning policy targets	There could be a range of causes, some of which may be external (e.g. the state of the economy) and some internal (failure to properly implement policies)	Reputation of the City Council could be adversely affected in the eyes of the community and stakeholders	2 Nove mber 2020	1, 2, 3, 4, 5	2	1	2	1	2	1	Head of Planning Services		
CEB-001-PS	Reputational risk (Infrastructure Funding Statement)	Т	Funding of infrastructure via developer contributions could be perceived as inadequate	There could be a range of causes, some of which may be external (e.g. the state of the economy) and some internal (failure to appropriately assign funding)	Reputation of the City Council could be adversely affected in the eyes of the community and stakeholders	2 Nove mber 2020	1, 2, 3, 4, 5	2	1	2	1	1	1	Head of Planning Services		

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# Agenda Item 16



To: Cabinet

Date: 9 December 2020

Report of: Executive Director - Development

Title of Report: Redevelopment of Boswells Department Store, 1-5

**Broad Street** 

#### **Summary and recommendations**

**Purpose of report:** To seek approval to enter into an agreement to enable the

redevelopment of the Boswells department store to create

a new 4\* hotel.

Key decision: Yes

Cabinet Member: Councillor Ed Turner

Corporate Priority: Foster an Inclusive Economy

Policy Framework: Council Strategy 2020-24

**Recommendations:** That Cabinet resolves to:

- Approve the terms negotiated in relation to the redevelopment of the Boswells Department Store as set out in Exempt Appendix 2 - not for publication; and
- Delegate authority to the Executive Director Development, in consultation with the Section 151 officer, Head of Law and Governance and the Cabinet Member for Finance and Property, to vary those terms on condition that the revised terms continue to represent the best consideration reasonably obtainable

Appendices						
Appendix 1	Appendix 1					
Appendix 2	Exempt Appendix 2 – Not for publication					
Appendix 3	Exempt Appendix 3 – Not for publication					
Appendix 4	Exempt Appendix 4 – Risk Register					

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### Introduction and background

- 1. Oxford City Council owns the freehold interest in 1-5 Broad Street. This property was leased to Boswells on a 99 year lease, from 1959. The leased property forms part of the Boswells Department Store.
- 2. The lease to Boswells expires on 23rd June 2058, giving a current unexpired term of less than 38 years. This lease generates an annual income for OCC of £1,950pa. The plan in Appendix 1 shows OCC's freehold ownership outlined in red. The property outlined in blue is owned Freehold by Boswells and together with red and blue land make up the whole of the Boswells site.
- 3. Boswells undertook to sell its interest in the building and selected developers Reef as part of this process. Reef have now exchanged contracts to acquire Boswells' freehold (shown blue) as well as the Long Leasehold interest over the Councils land (shown red), subject to both planning and agreement with the Council in relation to the matters described in the Exempt Appendix 2.
- 4. The core of the proposal is to convert the building into a hotel, with flexible café/bar and co-workspace on the ground floor and top floor. As identified in the Oxford Local Plan 2036, Oxfordshire Industrial Strategy and the council's emerging Economic Strategy, proposals which facilitate longer stays will assist in increasing spend in Oxford's shops and restaurants which will in turn boost their viability and Oxford's economy. This is increasingly important in the context of the city's economic recovery from the current pandemic. In addition to tourists, the short-stay accommodation market has been and is expected to continue to be very strong for business travellers in Oxford. As identified in the Local Plan, there is significant unmet demand and potential for growth in all varieties of short-stay accommodation, particularly when compared with those of comparable cities. Although this information pre-dated the current pandemic it remains an important objective to ensure there is sufficient quality accommodation to support business in the city. Increased investment in areas such as high grade hotel stock could be important in our economic recovery, complement Oxford's global brand, and create more accessible, permanent jobs for the wider community. The Local Plan identifies the City Centre as an appropriate location for hotels and short stay accommodation.
- 5. Reef has submitted its planning application and is anticipating determination in January 2021.

#### Financial implications

6. These are set out in exempt appendix 2 to this report.

### Legal issues

7. These are set out in exempt appendix 2 to this report.

#### Level of risk

8. Detail of risk management and mitigation is set out in the confidential Appendix 1 to this report. A confidential risk register is attached as Appendix 3 to this document.

### **Equalities impact**

9. This transaction will generate a return to the General Fund, enabling the Council to provide discretionary services which delivers benefit to the most vulnerable.

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Background Papers: None



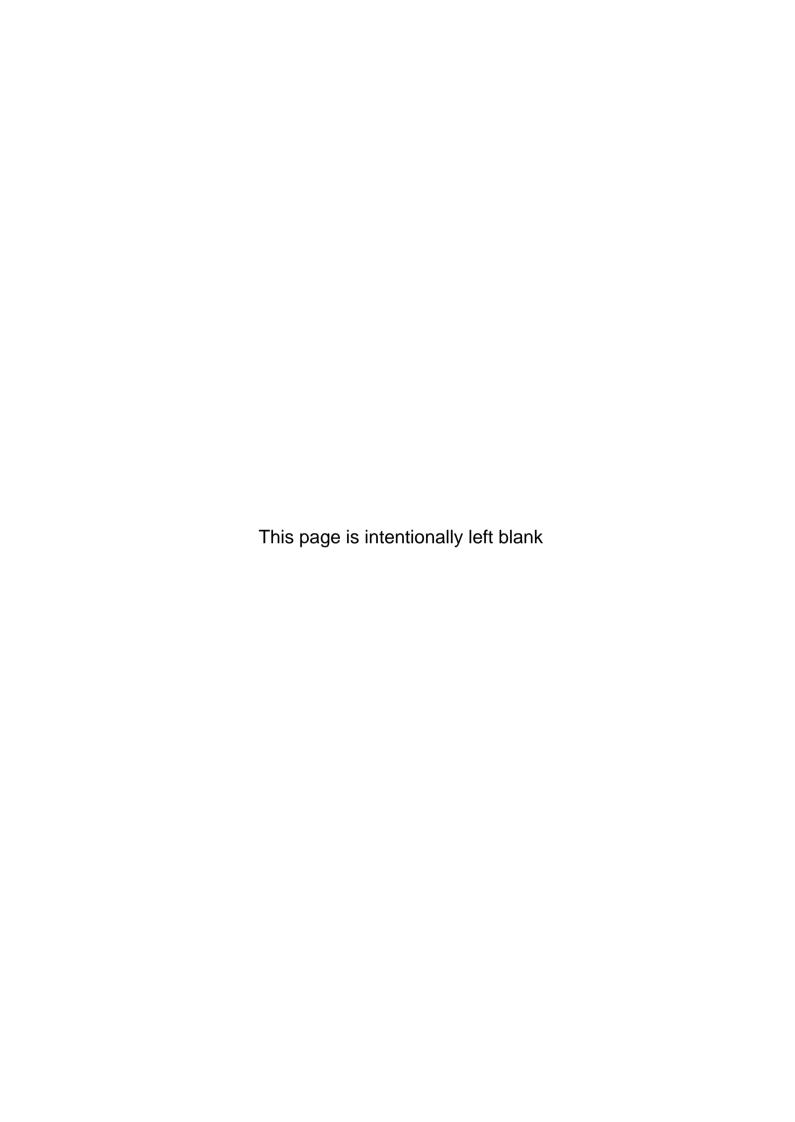
<u>Appendix</u> St Mary Magdalen's Church 63.8m 64.2m BROAD Rising Bollard Posts ĹΒ 16 4a 63.7m 9 Centre Bellerby's College Bank 13 SHIP STREET Church 36 St 26 10 Jesus College<sup>`</sup> 64.1m (Founded El Sub Sta Champers ۸۸

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# Agenda Item 17



To: Cabinet

Date: 9 December 2020

Report of: Head of Planning Services

Title of Report: Community Infrastructure Levy (CIL) – In Kind Policy

Purpose of report:

To approve the policy for Community Infrastructure Levy (CIL) Payment in Kind.

Key decision:

Cabinet Member:

Councillor Alex Hollingsworth, Planning and Housing Delivery

Corporate Priority:

Foster an inclusive economy; Deliver more, affordable housing; Support flourishing communities; Pursue a zero carbon Oxford

Policy Framework:

Cabinet resolves to:

Recommendation. That Cabinet resolves to.

1. **Approve** the Community Infrastructure Levy (CIL) In Kind Policy (pursuant to regulations 73, 73A, 73B and 74 of the Community Infrastructure Levy Regulations 2010 (as amended) ("the CIL Regulations") which will come into force on 21 December 2020 if approved.

	Appendices	
Appendix 1	Proposed In Kind Policy	
Appendix 2	Risk Assessment	

#### Introduction

1. This report seeks Cabinet approval for the introduction of an In Kind CIL Policy to allow the Council to accept CIL in the form of in kind payments either in the form of the provision of land or the provision of infrastructure.

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### In Kind Policy

- 2. The CIL Regulations allow the Council to accept full or part payment of a CIL liability by way of the transfer of land to the Council or the provision of infrastructure. Any decisions made under this policy will require approval by Cabinet, which is also the case for the council's discretionary Exceptional Circumstances Policy. The utilisation of the policy will be on a case by case basis and at the discretion of the Cabinet.
- 3. This policy provides flexibility and opens up potential benefits. For example, where the Council would need to invest levy receipts in a project there may be time, cost and efficiency benefits in accepting completed infrastructure in payment of the levy. Payment in kind can also enable developers, users and authorities to have more certainty about the timescale over which certain infrastructure items will be delivered.
- 4. Where the payment of CIL by land transfer or infrastructure provision is considered acceptable the Council will enter into a land/infrastructure agreement prior to the development commencing. This agreement will include the information specified in Regulations 73 and 73A.
- 5. The benefits of adopting a payment in kind policy include supporting the delivery of developments that are complex in their nature and scale.
- 6. In order to introduce this policy the council is required to issue a document which—
  - gives notice that it is willing to accept infrastructure payments in its area,
  - states the date on which the charging authority can begin accepting infrastructure payments, and
  - includes a policy statement setting out the infrastructure projects, or types of infrastructure, which it will consider accepting the provision of as infrastructure payments (this may be done by reference to the charging authority's infrastructure list);
- 7. The Document must be published on the Council's website; and be made available for inspection at its principal office, and at such other places within its area as it considers appropriate (as per regulation 73B of the CIL Regulations). Due to the office closure during this current COVID-19 emergency, the document will not be available for inspection, however, if anyone requests a hard copy of the document we will be able to send a copy by post. A copy will be available on the Council's website.

#### Financial implications

8. Any CIL payments made through the provision of land or infrastructure could result in a reduction, equal to the value of the land or infrastructure, in the amount of financial contributions paid to and made available through CIL for strategic infrastructure delivery. However, the value of the CIL overall would be unchanged as the land or infrastructure would have a value. This would be considered as part of the individual cabinet report for each request. Any requests that are approved should not delay the delivery of strategic infrastructure as the Council need only agree to the provision of land or infrastructure where this will accelerate the delivery of its infrastructure list.

- 9. There is no overall cost saving to an applicant where it is agreed they are able to utilise the In-Kind policy. An applicant's CIL liability is unchanged but the amount of its financial contribution will be lowered on account of its land or infrastructure provision. There will always remain a financial component on account of the CIL Regulations placing a requirement on the CIL Charging Authority to pass 15% (or 25% in areas with a Neighbourhood Plan) of the CIL monies direct to Parish Councils and to collect an administration fee. Unless the Parish Council or Neighbourhood Plan Area it affects is in agreement that the in kind payment fulfils the infrastructure measures within their area the applicant will need to meet the Neighbourhood fund requirement through a financial contribution, in addition to the provision of land or infrastructure.
- 10. The policy statement and in-kind guidance notes (Appendix 1) make it clear that an agreement in writing will be established between the CIL liable party and Oxford City Council.
- 11. The 5% administration due from any CIL payments will also need to be met through a financial contribution.

### Legal issues

12. Regulations 73 and 73A of the CIL Regulations permit the acceptance of payments in kind through the provision of land or infrastructure in full or part payment of a CIL liability. Regulations 73B and 74 set out further provisions in respect of this. The government has recently carried out a consultation and published a White Paper relating to proposals for the reform of the planning system in England "Planning for the Future" (The White Paper) which included changes to the way in which the levy is calculated and received. At the time of finalising this report it is unknown what changes will be made in the approach to contributions and CIL

#### Level of risk

13. A risk assessment has been undertaken and the risk register is attached (Appendix 2).

### **Equalities** impact

14. There are no equalities impacts arising from this report.

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#### **Community Infrastructure Levy Payment in Kind Policy**

In accordance with Regulation 73, 73A, 73B and 74 of the Community Infrastructure Levy Regulations 2010 (as amended), Oxford City Council may accept one or more land transfers and/or in-kind infrastructure payments in satisfaction of the whole, or part of, the CIL due in respect of a chargeable development. Unless otherwise agreed with the relevant parties as set out in this policy, the administration fee and neighbourhood portion of any CIL liable is to be paid as a financial contribution.

This policy will be introduced from 21 December 2020 until further notice. Any decisions made under this policy will be at the discretion of the Cabinet and all decisions will require Cabinet approval.

This will be subject to the following conditions:

- 1) The Council must be satisfied that the land and/or infrastructure to be paid in lieu of CIL would be appropriate for the provision of necessary infrastructure to support the growth of the City of Oxford. It is entirely at the Council's discretion as to whether to accept a land/infrastructure payment in lieu of CIL.
- 2) The chargeable development must not have commenced before a written agreement with the Council to pay all or part of the CIL amount as land and/or infrastructure has been made. This agreement must state the value of the land/infrastructure to be transferred.
- 3) Where CIL is paid by way of a land payment and/or infrastructure the amount of CIL paid is the amount equal to the value of the acquired land and/or infrastructure.
- 4) The value of any land offered by way of payment must be determined by a suitably qualified independent person and is the price that the land might reasonably be expected to obtain if sold on the open market on the day the valuation takes place. The Council will require the costs related to the independent valuation to be paid for at the applicant's expense. The value of any in-kind infrastructure must be determined by an independent person, and will be the cost of providing that infrastructure (including related design costs) on the day the valuation takes place
- 5) The person making the land and/or infrastructure payment to the charging authority must have assumed liability to pay CIL and completed the relevant CIL forms.
- 6) The land, subject to the transfer, must be fit for a relevant purpose being the provision of necessary infrastructure to support the growth of the City of Oxford.
- 7) The land, subject to the transfer, must be transferred as freehold land and be free from any other interests in or charges on the land including being free from any other encumbrance to the land, buildings or structures. (This may require the owner to demonstrate that the land is suitable through the submission of further information to the Council, including but not limited to topographical information, reports on contamination and archaeology and details of any underground services.)
- 8) The Council may transfer the land and/or infrastructure, at nil cost, to a third party for the provision of infrastructure.

- 9) Any outstanding CIL liable to the chargeable development after the transfer of land and/or delivery of infrastructure should be paid in line with the payment dates set out in the demand notice.
- 10) Any infrastructure payment in-kind proposals for within a Parish or neighbourhood plan area must be discussed with relevant representatives prior to any formal agreement being reached with Oxford City Council. Unless the applicant is able to provide confirmation from the relevant Parish Council and/or Neighbourhood Forum that the CIL payable to them, 15%/25% of the total due from the CIL liable development, can be fulfilled through the in-kind contribution, the applicant will need to meet the Neighbourhood Fund requirement through a financial payment in addition to the land transfer and/or in-kind infrastructure. Where there is agreement this will need to be documented in a formal agreement with Oxford City Council.
- 11) The 5% administration fee due from the CIL for any application will need to be paid as a financial contribution.

It should be noted that the agreement to pay in land may not form part of a planning obligation entered into under Section 106 of the Town and Country Planning Act 1990 (as amended).

For further information on the payment of CIL in this way, please contact the CIL Team by email at: cilteam@oxford.gov.uk.

#### Community Infrastructure Levy In Kind Policy Risk Assessm

				Date Raised	Owner	Gross		Current		Residual		Comments	Controls					
Title	Risk description	Opp/ threat	Cause	Consequence			1	Р	1	P	1	Р		Control description	Due date	Status	Progress %	Action Owner
In Kind Infrastructe Policy	Allowing CIL payments to be made through direct infrastructure provision there is a risk that developers will regularly seek this form of contribution rather than making a financial payment.		Regulation 73, 73A, 73B and 74 of the Community Infrastructure Levy Regulations 2010 (as	Could have an impact on the funds received from the levy. This will have an impact on the amount of infrastructure we can deliver	26.10.2020	Head of Planning and Regulatory Services		2						Maintain awareness of CIL income and infrastructure delivered through CIL or in kind, plus monitor if this policy is slowing down the planning process. Council does not have to accept such payments.	Date of cabinet approval until further notice			
Team adminitration cost	If the team loses funding we may have to reduce staff even though administration will possibly increase.		contributions	Reduction in staff may cause further impact on the ability to process applications	26.10.2020	Head of Planning and Regulatory Services	3	2						Monitor CIL receipts and workload caused by this policy	Date of cabinet approval until further notice			

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To: Cabinet

Date: 9 December 2020

Report of: Head of Business Improvement

Title of Report: Equalities Update

### **Summary and recommendations**

**Purpose of report:** To present and seek approval for the publication of the

annual Workforce Equality Report 2020, which includes the Gender Pay Gap Report and the Ethnicity Pay Gap

Report;

To share current progress on the development of the draft Equalities, Diversity and Inclusion (EDI) Strategy where it

relates to Workforce Equality; and

For the Cabinet to note that the actions that will fall out of the draft EDI strategy will support the Council to develop the relationships with local communities, which will assist

the Council to realise its employee representation

aspirations.

Key decision: No

Cabinet Member: Councillor Nigel Chapman, Portfolio Holder for Customer

**Focused Services** 

**Corporate Priority:** All

Policy Framework: Council Strategy 2020-24

**Recommendations:** That Cabinet resolves to:

1. **Approve** the contents of the Workforce Equality Report 2020;

- 2. **Delegate authority** to the Head of Business Improvement to publish the Workforce Equality Report and to make any changes as may be required before publication following Cabinet discussion;
- Approve the contents of the Gender Pay Gap and Ethnicity Pay Gap reports for this year recognising that in the next year a methodology will be developed to undertake a "deep dive" into both datasets to understand the intersectional position, and in addition conduct a Disability Pay Gap analysis; and

4. **Delegate** authority to the Head of Business Improvement to publish the Gender Pay Gap table at paragraph 26 before 30 March 2021 and the Ethnicity Pay Gap table at paragraph 44 on the Council website.

Appendices							
Appendix 1	Workforce Equality Report (2020)						
Appendix 2	Distribution of Council staff by gender, grade, age and employment type						
Appendix 3	Distribution of Council staff by Grade and Ethnicity						

#### INTRODUCTION

- The Council has developed its approach to equality over the past eighteen months
  through the adoption of a Workforce Equalities Strategy (WES) and Action Plan,
  and this is primarily focused to address BAME and gender underrepresentation in
  the Council workforce.
- 2. An internal review against the Local Government Association (LGA) Equality Framework for Local Government was also conducted in 2019. This framework supports Councils to meet the Public Sector Equality Duty contained in the Equality Act 2010 and enables assessment against the LGA's Equality Framework.
- 3. Since the work began on the WES in 2018, the Council has also invested significant resources, and prioritised its response to the Covid-19 pandemic crisis.
- 4. Given the diverse needs of the Oxford population, the Council's operations in response to the pandemic have had to be rooted in diversity, equality and a commitment to continually make adaptations so that all community needs are met.
- 5. This has benefitted the Council enormously, for example: a) there are now much stronger relationships and insights with community groups then before; and b) by working together with and through utilising local community owned infrastructure, the Council has been able to ensure its services are rooted in local diverse structures too.
- 6. If part of the purpose of addressing under-representation is to ensure services are designed and delivered in the context of local diversities, then the Council's approach in working with local community groups and through community infrastructure has helped deliver that objective, both directly and indirectly.
- 7. Moreover, the most significant benefits from the work implemented during the spring and summer period is the relationships and insights that staff have developed.

8. In the longer term, this learning will benefit the Council in further improving the internal culture of the Council. Because of the relationships formed, this will help the Council to utilise these opportunities to attract the best local talent, and build a more inclusive and diverse workforce. This vital learning will also be reflected in the draft Equality Diversity and Inclusion strategy in development.

### Equality Diversity and Inclusion Strategy - A Refreshed Approach

- 9. Building on our past work relating to Equality Diversity and Inclusion (EDI), coupled with the relationships the Council developed in responding to the pandemic, the Council utilised these opportunities to bring together local people, community groups and members through 15 focus groups, involving more than 140 people to understand better the issues that impact on the communities of Oxford.
- 10. The focus groups concluded at the end of October, and a thematic analysis has now commenced to understand specifically the issues and common themes. This will then result in a city-wide consultation exercise over a 12 week period.
- 11. During this period of consultation, the aim is to understand better from members of the community and other stake holders if the issues the Council has heard and listened to are correct. Equally, a view will also be sought on the proposed actions too. If they are not correct, then further amendments will be made. This is a crucial engagement and listening exercise to allow the Council to build on the trust it has begun to develop, and develop a fit for purpose EDI strategy.
- 12. This refreshed approach to EDI, both from an organisational development and people strategy perspective will support the Council to review its internal culture and shape the environment that is required to realise our EDI aspirations.
- 13. The benefit of this approach will help support the Council to meet its workforce aspirations in tackling the type of under-representation as referenced in paragraph 45 of this report.
- 14. At an internal leadership level, the aim is to embed EDI in organisational philosophy from a business benefits perspective, in compliance with the Council's duties in the Equality Act 2010.

#### **WORKFORCE EQUALITIES REPORT**

- 15. The Council is an employer committed to increasing the diversity of its workforce and providing an inclusive environment with equality of opportunity for all employees. The Council is committed to making sure its workforce is representative of the diverse population it serves. To help the Council to achieve this aim, it is essential that there is transparency in relation to workforce equality data, alongside an overview of human resource activities as outlined in paragraph 16.
- 16. Presentation of the Workforce Equalities Report (WER), at Appendix 1, is an annual report that the Council is obliged to publish every year under the Equality Act 2010 (the Act). The WER provides an update on human resources and equalities related activities of the Council. It is a 'snap shot' of how diverse the workforce is, what recruitment has taken place and other data around equal pay. It contains data trend

- analysis for a three year period (1 April 2017 to 31 March 2020) for the key protected characteristics in the Act. The WER also provides comparative population data and a breakdown of the Council's staffing in relation to key equalities reporting areas.
- 17. The WER covers all aspects of recruitment, retention, performance management and staff development, reflecting high standards of professional practice, and highlights what the Council has done in terms of recruitment and retention to increase the diversity of its workforce, in addition to embedding the Public Sector Equality Duty and Equality Act 2010 best practice.

#### 18. The main items to note are as follows:

- Women represent 59% of the workforce, which is above the national average of 47% as per the national labour workforce survey. Women continue to be underrepresented in roles above Grade 11.
- The workforce percentage of BAME staff was 11.95% as of 31<sup>st</sup> March 2018, by March 2019 this increased to 12.96% and as of 31<sup>st</sup> March 2020 it was 12.92% against our target of 13%+. Based on the 2011 Census the economically active BAME population of Oxford is 18.7%. A new census will take place in 2021.
- The number of staff who have declared themselves as having a disability has risen to 10.83% as at 31<sup>st</sup> March 2020, which is both the highest level over the reporting period as well as greater than the proportion of economically active individuals, as reported in the 2011 Census (8.9%).
- The proportion of staff under 30 years of age has decreased across the three year reporting period from 18.4% to 15.7%. The proportion between staff aged over 50 has increased marginally during this period.
- The number of staff who have declared themselves as lesbian, gay or bisexual is 3.5%. The Annual Population Survey (2016) suggests that 2.0% of the population identifies as bisexual, lesbian or gay.
- The proportion of staff choosing not to provide information on their protected characteristics remains an issue for the council, as this creates a barrier in terms of understanding the actual composition of its workforce. This is most significant regarding sexual orientation and religious beliefs, which will require further exploration to identify ways in which staff can feel more confident in sharing this information with their employer.
- 19. Staff turnover for the overall reporting period was 12.46 % at 31<sup>st</sup> March 2019 and had decreased to 11.25% by 31<sup>st</sup> March 2020. The Council's turnover is broadly comparable with other public sector organisations. Until the impact of the Covid-19 pandemic, the Council was continuing to use a variety of approaches to promote job opportunities within the local community, including: holding recruitment roadshows in local community venues; attendance at local job fairs and careers events in local schools and encouraging applications for apprenticeship opportunities from the OX1 to OX4 postcode area. Positive action will continue to be used as a measure to address under representation of BAME staff and women in senior grades; the next cohort of apprentices will be introduced into the organisation in the coming year;

- suitable roles will be advertised on community centre notice boards; community newspapers/magazines; local libraries and the Oxford Mail newspaper, as well as the use of specialist recruitment agencies with a track record in identifying a diverse field of candidates.
- 20. The economic impact of the Covid-19 pandemic on the Council is well documented. Whilst not in the year being reported, it is important to note, staff turnover in this current climate has been severely reduced from an average of 11% to just over 4% in the last eight months. This has challenged the ability to address BAME/Gender under-representation through recruitment in the current financial year.
- 21. On the point of representation in terms of delivering public service, the Council's workforce has been working hand in glove with diverse communities across the city in response to the pandemic. So whilst the internal workforce demographics may not have changed due to the impact of the pandemic, by working so closely with the community, in terms of design and delivery of key parts of Council services aspirations have been realised to an extent.
- 22. This will stand the Council in good stead moving forward; utilising these relationships will support the work to attract a diverse workforce.
- 23. Reminder of progress already achieved is as follows:
  - Mandatory training was provided to all staff and managers between January and March 2019.
  - An Equality, Diversity and Inclusion week of activity, 'Everyone Matters', was held in June 2019 for council staff, which over 360 members of staff attended. The week was very successful in terms of outcomes, with positive feedback received from both delegates as well as training providers. A cohort of Equalities Ambassadors was created from staff expressing an interest. This cohort received training pre-lockdown and is being used to mobilise the new Workforce Equalities Strategy moving forward.
  - It is recognised that there is limited awareness amongst the 16 to 18 age group in the City of the wide range of career opportunities available within the Council. In order to develop more effective engagement with this age group, a structured approach to work experience placements has been implemented in partnership with the Local Enterprise Partnership (LEP). Two, small scale 'pilot' programmes were delivered in July and October 2019.
  - At an operational level all vacancies are reviewed by the HR Business Partner Team with the recruiting manager from the relevant service to consider the essential/desirable requirements for each role as well as the most appropriate advertising methods. This is to ensure that each vacancy attracts as diverse a group of applicants as possible. Recently, we have incorporated within the commissions provided to recruitment consultants for them to specifically identify and attract BAME and Women candidates.
  - A wide-ranging review of the Council's recruitment processes and procedures is currently in train and aims to: simplify the job application process and on-line application form; revamp the Council's recruitment web page; make better use of social media; and introduce a CV application route.

- A revised exit interview process was introduced which has resulted in a significant increase in the uptake levels of exit interviews (circa 55% of staff leavers, from less than 30%), as well as improving the qualitative data 'captured' through the process, in particular about the 'reason' for leaving (primarily around career progression and development opportunities for the majority of leavers). This data will be used to develop improvements and interventions as well as provide feedback to the relevant service area(s) concerned.
- Future actions to achieve an improvement in performance, through positive action targeting in particular the low under representation in the parts of the workforce of those with a BAME background, are being developed in the Council's draft Equalities Strategy. The strategy includes the following objectives:
  - Developing and implementing a People Strategy designed to build an
    organisation that has a "customer-first" approach and a commitment to being
    an inclusive and diverse organisation that values its people. The five
    corporate values of "One Team, Service Excellence, Inclusion and Respect,
    Amazing Outcomes, and Stepping Up" will underpin day to day behaviour.
  - Positive action integrated into the Council's recruitment and appointment process with a focus on attracting and developing high quality talent.
  - The launch of a gender balanced race advisory group, with a concrete work plan that includes priorities such as supporting the Council to attract a diverse workforce which reflects the demography and localities of the city.
  - Developing a bespoke talent development programme aimed at ethnic minorities and people of colour that work for the Council and potentially the city too.
  - Using equalities ambassadors to celebrate equality and cultural events.
  - Developing and delivering an Anti-Racism Quality Mark by October 2021.

#### **GENDER PAY GAP**

- 24. 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. Due to the government's gender pay reporting cycle, the pay data that the Council must publish by 30 March 2021 relates to Council pay data at the 'snapshot date' of 31 March 2020.
- 25. Gender pay gap reporting is based on two 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.

In practical terms the use of an hourly rate as the basis for calculation of the mean and median gender pay gap, and pay quartiles by gender, means that the *distribution* of female and male staff in the workforce has a significant impact, especially when coupled with a largely female workforce. The second methodology relates to reporting on the bonus pay gap. However, the Council does not currently make any bonus payments so has no data to report for this element.

26. The Council's gender pay gap details for the snapshot date of 31st March 2020 is as follows:

Mean gender pay gap (basic pay) is 12.3%
Median gender pay gap (basic pay) is 11.9%
Mean gender bonus gap for 0%
Median gender bonus gap is 0%
Proportion of male employees receiving a bonus is 0%
Proportion of female employees receiving a bonus is 0%

## Pay quartiles by gender

Quartile*	Males %	Females %
Top Quartile	54.44	45.56
Upper Middle Quartile	42.22	57.78
Lower Middle Quartile	34.44	65.56
Lower Quartile	33.33	66.67

- 27. Comparisons between the Gender Pay Gap as at 31<sup>st</sup> March 2019 and 31<sup>st</sup> March 2020 are shown in Table 1 of Appendix 2. This data shows that:
  - The mean gender pay gap has increased from 10.2% in 2019 to 12.3% in 2020 in favour of males.
  - The median gender pay gap has decreased from 12.1% in 2019 to 11.9% in 2020.
  - The gender composition has remained static from the previous to the current reporting periods at 58% females and 42% males

- The representation of males in the top pay quartile has increased by nearly 4% from 50.58% in 2019 to 54.44% in 2020.
- 28. The tables 2, 3 4 and 5 of Appendix 2 report the distribution of staff by grade, gender, employment type and age and show that:
  - 58% of the Council's work force is female. 35% of them work on a part-time basis, compared to 12% of male staff who work on a part-time basis. The high number of part time females is the most significant contributing factor impacting on the Council's gender pay gap. The graphs show that the females working part time are predominantly younger and on lower grades compared to the small number of males working part time who are older and on higher pay.
  - There is an increase in the mean pay gap from 10.2% in 2019 to 12.3% in 2020. The quartile data shows an increase in the proportion of males in the top pay quartile. The number of male employees in the senior management grades (Business Lead and above) has increased by 3 from 14 in 2019 to 17 in 2020 and the number of females has decreased by 1 from 9 in 2019 to 8 in 2020. These changes will be one of the contributory factors causing the increase in the mean gender pay gap. There is evidence that this imbalance is being corrected in 20/21.
- 29. The Office for National Statistics (ONS) reports annually on the national gender pay gap. The report is from data in the Annual Survey of Hours and Earnings (ASHE) which is based on a 1% sample of jobs from HM Revenue and Customs Pay as You Earn records. The ONS has summarised the main points from the statistics as follows:
  - In 2019 the overall gender pay gap was 17.3% and had fallen from 17.8% in 2018.
  - The gender pay gap is lower nationally for full time employment at 8.9%.
  - The gender pay gap for those in part time employment nationally is -3.1% (in favour of females)
  - Whilst for full time employment the pay gap is close to zero for age groups under 40, it is still 11.4% for 40 to 49 year olds and is more than 15% for those aged 50 and over. In addition this is not declining significantly over time. One of the reasons for this difference is thought to be that women over 40 years of age are more likely to work in lower-paid occupations and, compared with younger women, are less likely to work in managerial and senior officer roles. The Council will use existing research, and through specific focus groups plans to review why this is the status quo, and the actions that it needs to undertake to address this imbalance.
- 30. The national positive pay gap for part time workers is due to the higher number and low level of pay for part time females. According to a Local Government Employer Survey, the median annual salary for part time staff was £20164 (£10.48 per hour) and the ONS data indicates a median hourly rate of £11.35 for Local Government Administrative Occupations in 2019.

31. The table below shows the Council's mean hourly rate of pay for part time female staff is £16.36 and the median rate is £15.65 which are significantly higher than the average pay nationally (as per paragraph 30).

Employment	Average	Pay Gap	Average Female Salary (per hour)	Average Male Salary (per hour)
Full Time	Mean	10.11%	£17.95	£19.97
Part Time	Mean	12.27%	£16.36	£18.65
Full Time	Median	9.52%	£16.54	£18.28
Part Time	Median	14.39%	£15.65	£18.28

- 32. In summary, whilst there is a gender pay gap in favour of males the rates of pay at the lower range of the pay scale are favourable when compared with national rates. This reflects the Council's initiatives to improve low pay through the Oxford Living Wage and a pay deal for staff which was weighted towards the lower pay points by providing a set lump sum increase.
- 33. It is anticipated that the Council's new People Strategy and the draft Equalities Action Plan to emerge from the draft Equalities Diversity and Inclusion Strategy will aim to provide opportunities for staff development which in time will reduce the gender pay gap. In addition, a review will be undertaken to understand whether there are any challenges for part-time staff progressing to more senior roles within the Council.

#### **ETHNICITY PAY GAP**

- 34. This is the first time the Council has reviewed its ethnicity pay gap. The Government has discussed introducing mandatory ethnicity pay gap reporting. Research from Nuffield College, the Baroness McGregor Review, the disproportionate impact of Covid on staff from a BAME background, coupled with the Black Lives Matter campaign, has brought a sharper focus on racial inequality in many public sector organisations.
- 35. As mandatory reporting is not in place, there is not a national prescribed methodology for calculating the ethnicity pay gap. The <u>same</u> methodology that is used for calculating the gender pay gap has therefore been used to calculate the Council's ethnicity pay gap.
- 36. The aim next year is to overlay gender and ethnicity pay gap data, to understand better the intersectional impact. This will enable the Council to direct energy and resources where they are most needed. The aim is also to include disability reporting in the same way in the coming year.

- 37. The provision of ethnicity information is voluntary and for the Council's workforce 7.8% of the data is not known. For the purpose of this report the categories above have been grouped into three classifications:
  - Black and Minority Ethnic (BAME)
  - White
  - Not known
- 38. It is important to note that whilst the classifications have been grouped to provide a useful overview, this does not inhibit the Council from undertaking a deep-dive to better understand impact at specific ethnicity level. However, it is worth noting that given the size of the smaller cohorts when assessing specific ethnicities, it is important to be careful in how the information is interpreted and compared.
- 39. The current number of employees in the BAME category is relatively small, representing 12.9% of the workforce.
- 40. It should be noted that an ethnicity pay gap is not an equal pay issue. The Council has a job evaluation scheme to determine job grades which is based on the duties and responsibilities of the job, with no reference to any job holders.
- 41. Appendix 3 provides details of the Council's ethnicity pay gap using the same methodology as for the calculation of the gender pay gap, comparing the pay differential between employees in the BAME group with employees in the White group. The mean ethnicity pay gap is 10.3% and the median ethnicity pay gap is 9.4%.
- 42. The pay gap figures above exclude the 56 (amounts to 7.8%) employees for whom ethnicity is not known.
- 43. The table below shows that at 9.4% the Council's ethnicity pay gap is higher than both the national and regional pay gaps. The median hourly pay rates are, however, higher at £17.77 in the White group and £16.10 for the BAME group. The respective mean hourly rates are £18.44 and £16.54.

Population	White Median Hourly Rate	BAME Median Hourly Rate	Ethnicity Pay Gap
England and Wales	£12.40	£12.11	2.3%
South East Region	£13.45	£12.38	5.9%
Oxford City Council	£17.77	£16.10	9.4%

44. The Council's ethnicity pay gap details for the snapshot date of 31st March 2020 are below:

Mean gender pay gap (basic pay) is 10.3%
Median gender pay gap (basic pay) is 9.4%
Mean gender bonus gap for 0%
Median gender bonus gap is 0%
Proportion of male employees receiving a bonus is 0%
Proportion of female employees receiving a bonus is 0%

## Pay quartiles by Ethnicity

Quartile*	BAME %	White %
Top Quartile	7.23	92.77
Upper Middle Quartile	12.05	87.95
Lower Middle Quartile	16.27	83.73
Lower Quartile	20.48	79.52

45. Appendix 3 provides a table and graphic representation of ethnicity by grade. There is a notably high level of employees from the BAME group in grades 3-5. Grades 6 and 7 also have a high level of BAME representation. These three grades represent a significant proportion of the Council's total workforce. From grades 8 onwards the % of BAME employees is significantly lower compared to the rest of the workforce.

#### **DISABILITY PAY GAP**

46. Next year's equalities reports will include a review of the disability pay gap in Oxford City Council's workforce. The methodology will be similar to that already used for the gender and ethnicity pay gap reporting.

#### **MEASURING PROGRESS / OUTCOMES**

- 47. This WER is useful in providing a set of indicators to measure the performance of the organisation from a pay gap perspective as part of the Council's equity aspirations. Going forward, it is probably prudent to agree a small set of outcomes linked to the People Strategy and draft EDI strategy, with a particular focus on qualitative related outcomes such as trust and belonging, career progression, inclusive governance etc. with an agreed set of underpinning indicators.
- 48. In taking this approach, the Council would be able to provide a whole cycle view, rather than just statistical representations that on their own provide limited value. By focusing on outcomes, as an organisation the Council would begin to embed EDI into its business philosophy aligned to the commitment to being an "inclusive and diverse organisation that values our people".

#### FINANCIAL IMPLICATIONS

- 49. One-off budget provision of £132,500 has been identified for People strategy development and implementation in 2020/21. This budget is funding investment in team and individual coaching, together with research to underpin the Council's commitment to being an inclusive and diverse organisation.
- 50. A base budget of £60,000 is in place to support the Council's on-going commitment to positive action as a key strand of our approach to EDI.
- 51. The pandemic has had a significant impact on the finances of the authority with many income streams being severely reduced as a result for this financial year and for a number of years to come. In setting its budget and balancing the deficits in its General Fund for next year and for the Medium Term Financial Plan, the authority is planning to take a number of efficiency measures in addition to exercising pay restraint, in order to protect services and jobs.

#### LEGAL IMPLICATIONS

- 52. The Equality Act 2010 (the Act), section 149 introduced the Public Sector Equality Duty. It requires that in everything the Council does, it must have due regard to the need to: eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by the Act; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 52. A relevant protected characteristic is defined in section 4 of the Act as; age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage and civil partnerships.
- 53. 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. The information must include, in particular, information relating to persons who share a relevant protected characteristic who are:
  - (a) Its employees; and
  - (b) Other persons affected by its policies and practices.

- 54. The Regulations also impose obligations on the Council to publish information relating to the "gender pay gap" in the organisation on the snapshot date of 31<sup>st</sup> March in any year. In particular, the Council is required to publish the difference between the average hourly rate of pay paid to male and female employees; the difference between the average bonus paid to male and female employees; the proportions of male and of female employees who receive bonuses; and the relative proportions of male and female employees in each quartile pay band of the workforce.
- 55. The Workforce Equality Report and the Action Plan have been prepared in compliance with the requirements of the Act.
- 56. Positive Action is one of the Government's range of measures aimed at tackling discrimination in the workplace under the Equality Act 2010. It can be used in two areas: encouragement in training; and recruitment and promotion. To adopt positive action approaches the Council must ensure it can provide evidence of the 'gap' it is trying to resolve and that the approach is reasonable.

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Background Papers: None	



# **Appendix 1**



## **Workforce Equalities Report 2018 to 2020**

**Published XXXXXXXXXXXXXX** 

#### **WORKFORCE EQUALITIES REPORT: 2018 TO 2020**

#### INTRODUCTION

- 1. Oxford is an ethnically and culturally diverse city and has experienced population growth in recent years, with economically active Black, Asian and Minority Ethnic (BAME) communities across Oxford accounting for some 19% of the population (based on 2011 census data). This diversity of population requires the Council to provide strategic leadership, promoting community cohesion and equality across its services as well as aim for its workforce to reflect the diversity of the communities it serves. In relation to employment, key initiatives promoted by the Council include: -
  - Increasing the diversity of the workforce by promoting the career opportunities available in local government, and attracting and appointing more BAME candidates to better reflect the make-up of Oxford communities
  - Supporting the creation of new jobs through leading on ethical procurement, working with the Local Enterprise Partnership, investing in major infrastructure projects to regenerate Barton, Blackbird Leys, Rose Hill and the City Centre, and supporting employment and skills plans linked to these developments
  - Maintaining our accredited Oxford Living Wage (OLW) policy for directly employed staff, contractors and agency staff, as well as influencing other employers to be part of a Living Wage City

#### **PURPOSE OF THIS REPORT**

- 2. This report focuses on the City Council as an employer committed to increasing the diversity of its workforce and providing an inclusive work environment with equality of opportunity for all employees. It covers all aspects of recruitment, retention, performance management and staff development reflecting high standards of professional practice, and our position as Investors in People Gold Champion, in addition to embedding the Public Sector Equality Duty and Equality Act 2010 best practice.
- 3. It provides an update on human resources and equalities related activities of the City Council, a 'snap shot' of what we look like as a council, data trend analysis for a three year period (1 April 2017 to 31 March 2020) for the key protected characteristics and highlights what we have done in terms of recruitment and retention to increase the diversity of our workforce. The report also provides comparative population data and breakdown of the City Council's staffing for key equalities reporting areas.

#### **METHODOLGY**

4. An examination of the 2011 Census Data, the Office for National Statistics Labour Force Survey 2016 and the Annual Population Survey 2016 provides a greater understanding of the demography of Oxford's population.

5. The Council is collecting and analysing data over a rolling three year period to enable greater insight into trends and to confirm the relevance of the current action plan and identify any new approaches. The 2018/20 WER includes data tables on protected characteristics, as defined in the Equality Act 2010, as well as information on recruitment activity, starters and leavers and disciplinary activity.

#### LATEST WORKFORCE ANALYSIS & FINDINGS

6. The number of people employed by the Council has risen from 702 on 31<sup>st</sup> March 2019 to 720 on 31<sup>st</sup> March 2020.

#### Gender

7. The Council maintains a good position in relation to the percentage of women employed in the workforce at 59%, which compares favourably with national demographic data of 47%. Whilst the proportion of women in the workforce has remained relatively static, the representation of women decreases at the higher pay grades: -

Grade	All Staff	Female	Male
Business Admin Apprentice	3	2	1
Grade 03	27	15	12
Grade 04	54	32	22
Grade 05	149	107	42
Grade 06	121	82	39
Grade 07	163	92	71
Grade 08	83	38	45
Grade 09	50	29	21
Grade 10	24	11	13
Grade 11	21	8	13
Business Lead	9	4	5
Service Manager+	3	1	2
Service Head	9	3	6
Director	3	0	3
Chief Exec	1	0	1
Totals:	720	424	296

8. As can be seen from the above there are a greater number of women employed in lower graded roles then men, although there is still good representation of women in roles up to Grade 9. It is in grades 11+ that there is disproportionate representation of men in relation to the demographic of the workforce. Increasing the representation of women in higher management and senior leadership roles continues to form part of the Council's Equalities Action Plan.

## **Ethnicity**

9. The table below details the BAME population by service area as at 31<sup>st</sup> March 2020: -

	Staff from a BAME Group	
Service Area/Team	Number	% Employees
Assistant Chief Executive	3	16.7%
Business Improvement	23	15.0%
Community Services	14	15.4%
Financial Services	14	11.3%
Law & Governance	3	13.0%
Regeneration & Economy	1	3.4%
Regulatory Services and Community Safety	10	14.1%
Senior Management	1	20.0%
Housing Services	17	13.3%
Planning Services	5	15.2%
Environmental Sustainability	1	2.9%
Welfare Reform Team	1	16.7%
Transformation	0	0.0%
	93	

10. The representation of BAME staff across the Council's pay structure as at 31<sup>st</sup> March 2020 can be summarised as follows: -

			BAME
Grade	<b>Employee Number</b>	Number	% Employees
Apprentice	3	0	0.00%
Grade 03	27	6	11.11%
Grade 04	54	8	0.00%
Grade 05	149	30	33.33%
Grade 06	121	17	22.22%
Grade 07	163	17	14.81%
Grade 08	83	9	20.13%
Grade 09	50	4	14.05%
Grade 10	24	0	10.43%
Grade 11	21	0	10.84%
Business Lead	9	1	8.00%
Service Manager+	3	0	0.00%
Service Head	9	0	0.00%
Director	3	1	0.00%
Chief Executive	1	0	0.00%
Totals:	720	93	12.92%

11. In relation to BAME representation it can be shown that the actions being delivered through the Equalities action Plan are having a positive impact. The workforce percentage of BAME staff was 11.95% as of 31<sup>st</sup> March 2018, which increased to 12.9% as of 31<sup>st</sup> March 2020. Based on the 2011 Census the economically active BAME population of Oxford is 18.7% and, as part of the equalities action plan, it was agreed to strive to achieve BAME representation of 13.65%.

## Disability

12. The number of staff who have declared themselves as having a disability has risen to 10.83% as at 31<sup>st</sup> March 2020, which is both the highest level over the reporting period as well as greater than the proportion of economically active individuals, as reported in the 2011 Census (8.9%).

#### Age

13. The proportion of staff under 30 years of age has decreased across the 3 year reporting period from 18.4% to 15.7%. The proportion between staff aged over 50 has increased marginally during this period.

#### **Sexual Orientation**

14. The number of staff who have declared themselves as lesbian, gay or bisexual has steadily increased over the reporting period, and is at a three year high of 3.7% as at 31<sup>st</sup> March 2020.

## Religious Belief & Non Belief

15. The proportion of members of staff who consider themselves to be atheist or have no religion has increased since March 2018. The numbers of staff who consider themselves to be Christian has remained consistent. The number of staff not providing information has increased to 28% in March 2020.

#### **Reporting Levels**

16. The proportion of staff choosing not to provide information on their protected characteristics remains an issue for the council, as this creates a barrier in terms of understanding the actual composition of its workforce. The current levels of 'non-disclosure', compared with the previous year, are detailed below: -

	Proportion of Staff not Declaring Information		
Characteristic	As at 31 <sup>st</sup> Mar 2020	As at 31 <sup>st</sup> Mar 2019	
Ethnicity	7.78%	6.70%	
Disability	7.22%	8.83%	
Sexual Orientation	25.56%	26.92%	
Religious Belief	28.19%	27.49%	

17. The HR team will continue to explore opportunities to increase the levels of self-reporting.

#### Staff Living within Oxford

18. The proportion of staff living within the OX1 to OX4 postcode area has marginally decreased over the reporting period. The proportion of staff living outside the city centre is partly a reflection of the fact that Oxford remains the most expensive place to live in the UK outside London, as well as the City Council's continued ability to attract talent from across the country due to its ambitious agenda and reputation, flexible working arrangements and employee benefits.

## **Recruitment Activity**

- 19. In the recruitment activity data table (number 12) the data for 2019/20 refers solely to City Council vacancies, whereas the data for 2017/18 and 2018/19 include recruitment for Oxford Direct Services vacancies as well. In the last reporting period the number of applicants from BAME backgrounds is higher when compared with BAME representation in the workforce. The number of applicants declaring a disability remains fairly consistent as does the female/male ratio.
- 20. The Council has previously reviewed a sample of recruitment campaigns to ensure from application through to shortlisting and appointment, the process has been undertaken fairly and equitably. Further steps will be undertaken/embedded in the coming year. These will be two-fold a) as part of the training budget allocated to service heads and managers we will make it an imperative that officers focus on developing the skills of under-represented staff at senior management grades, so that these cohorts are competitive in internal recruitment, and b) on external recruitment drives, we will be promoting opportunities using local community pathways that are rooted in diversity, coupled with only inserting job qualifications when they are absolutely essential to the requirements of the job. We will work to make all interview and stakeholder panels diverse, and apply positive action in the decision making process utilising the framework of the law, as per the Equality Act. This should ensure that panels look like the people that we want to recruit and should also support the applicant to perform at their best.
- 21. The other benefits of this approach is that it will mitigate against unconscious bias, and improve organisational culture. The Council will not be compromising on meritocracy or quality.
- 22. The Council continues to use a variety of approaches to promote job opportunities within the local community, including: holding recruitment roadshows in local community venues; attendance at local job fairs and careers events in local schools; advertising suitable roles in community centre notice boards; community newspapers/magazines; local libraries and the Oxford Mail; and encouraging applications for apprenticeship opportunities from the OX1 to OX4 postcode area. Staff turnover is normally approximately 10 -12% per annum, which is broadly comparable with other public sector organisations. Data will continue to be reviewed across the entire recruitment cycle to identify if there are any specific points areas within that cycle which need attention, and forms part of the equality action plan.

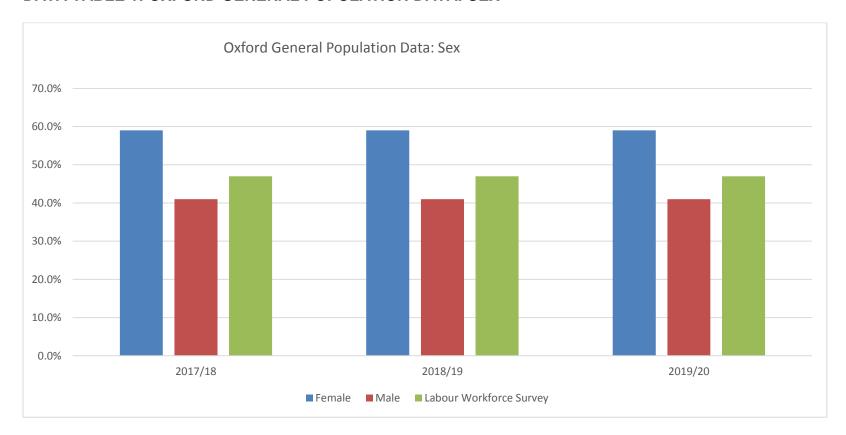
- 23. The data for new starters in 2019/20 indicates that the proportion of new starters broadly reflects the current workforce in terms of gender and staff with a disability. The proportion of applicants from a BAME group is higher than the current workforce, which is a positive development. The proportion of new starters that declined to provide information on their ethnic origin and disability status has increased to 24.24 % in 2019/20, and will remain a focus in the coming years to encourage new staff to provide this data as part of the recruitment and induction process.
- 24. The data for leavers in 2019/20 indicates that the proportion of leavers is broadly representative of the current workforce in terms of gender and disability. The number of leavers from a BAME background was, however, higher than the representation in the Council's workforce. This offsets the increase in new starters and therefore the overall representation in the workforce remains the same.
- 25. The overall number of leavers in 2019/20 has reduced with fewer people voluntarily resigning.
- 26. The City Council remains the **only** local authority within Oxfordshire that is a Living Wage Champion. The Council has also built the OLW into its Procurement process, so that all sub-contractors are encouraged to pay at least the OLW for agency staff engaged on council contracts. This policy ensures that Council staff and agency staff supplied through the agency worker contract with Reed are paid a decent wage as well as helping to offset the high cost of accommodation within the city, which is the most expensive area to live in the UK.

#### Other Workforce Data

- 27. The level of disciplinary casework has been relatively consistent in the last two reporting periods.
- 28. The data tables below provide information on the numbers of staff employed by the Council as at 31<sup>st</sup> March 2020 for each of the protected characteristics, supplemented where appropriate with general population data.

## GENERAL POPULATON & WORKFORCE DIVERSITY PROFILE (AS AT 31 MARCH 2018, 2019 AND 2020)

#### DATA TABLE 1: OXFORD GENERAL POPULATION DATA: SEX



The Labour Force Survey data (January to March 2018) indicates that some 47% of the national workforce was female. Over the reporting period 2018/9 to 2019/20 the proportion of female staff in the workforce has stabilised at some 58%.

## DATA TABLE 2: CITY COUNCIL WORKFORCE PROFILE (SEX)

## As at 31 March 2018

As at 31 March 2019

## As at 31 March 2020

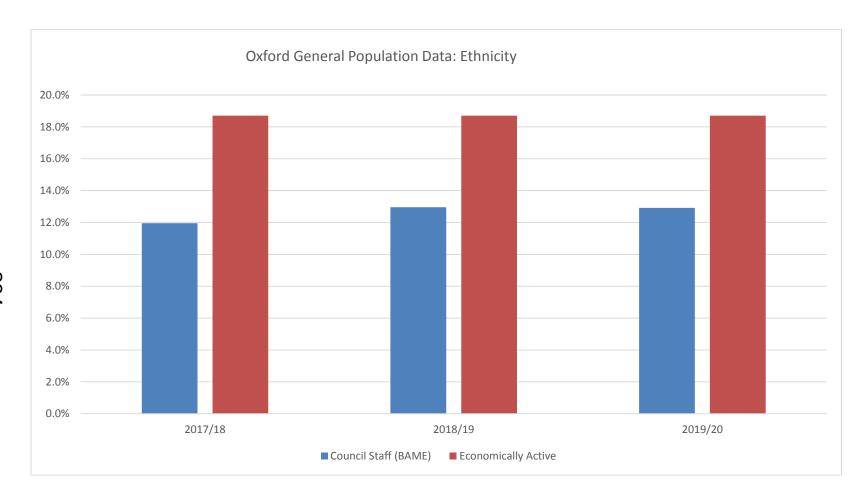
Gender	Percentage	Number
Female	58.70	398
Male	41.30	280
Total	100%	678

Gender	Percentage	Number
Female	58.97	414
Male	41.03	288
Total	100%	702

Gender	Percentage	Number
Female	58.89	424
Male	41.11	296
Total	100%	720

**Commentary:** The organisational headcount has increased steadily since 2017, with the proportion of female staff increasing slightly over the same period.

#### DATA TABLE 3: OXFORD GENERAL POPULATION DATA: ETHNICITY



Across the city, 18.7% of the economically active population, i.e. excluding students, are from a BAME group (Census 2011). The proportion of City Council staff from a BAME group was 12.9% as at 31<sup>st</sup> March 2020.

## DATA TABLE 4: CITY COUNCIL WORKFORCE PROFILE (ETHNICITY)

#### As at 31 March 2018

As at 31 March 2019

As at 31 March 2020

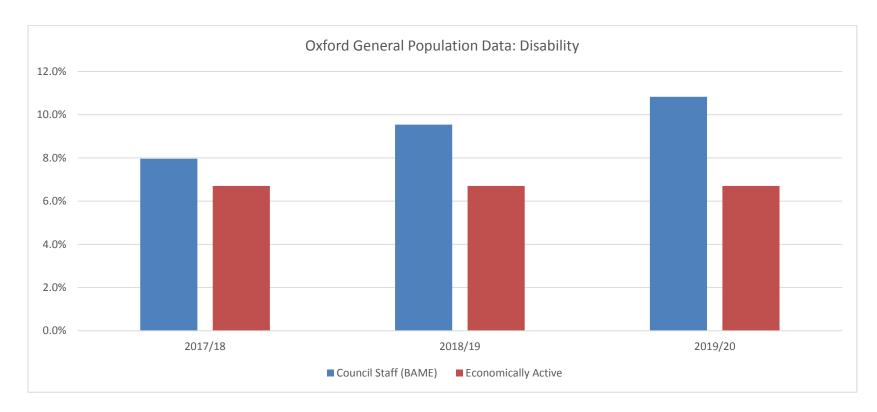
Ethnicity	Percentage	Number
White	81.27	551
BAME	11.95	81
Unspecified	6.78	46
Total	100%	678

Ethnicity	Percentage	Number
White	80.34	564
BAME	12.96	91
Unspecified	6.70	47
Total	100%	702

Ethnicity	Percentage	Number
White	78.89	568
BAME	12.92	93
Unspecified	8.19	59
Total	100%	720

**Commentary:** The number of employees from a BAME group remains consistent. We need to ensure that more people feel able to declare their ethnic origin. This will enable us to compile a more comprehensive and accurate picture of our workforce profile.

#### DATA TABLE 5: OXFORD GENERAL POPULATION DATA: DISABILITY



The proportion of economically active residents in Oxford who considered themselves to have a disability in the 2011 Census was 8.9%. The proportion of staff who consider themselves to have a disability has steadily increased over the reporting period from 7.96% to 10.83%.

## DATA TABLE 6: WORKFORCE PROFILE (DISABILITY)

As at 31 March 2018

As at 31 March 2019

As at 31 March 2020

Disability	Percentage	Number
No	84.96	576
Not known	1.47	10
Yes	7.96	54
Not specified	5.6	38
Total	100%	678

Disability	Percentage	Number
No	81.62	573
Not known	1.99	14
Yes	9.54	67
Not specified	6.84	48
Total	100%	702

Disability	Percentage	Number
No	79.03	569
Not known	2.92	21
Yes	10.83	78
Not specified	7.22	52
Total	100%	720

**Commentary:** The number of staff at March 2020 that reported they have a disability was 10.83%, which is the highest level over the reporting period as well as above the 2011 Census proportion of the economically active individuals with a disability (8.9%).

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## DATA TABLE 7: CITY COUNCIL WORKFORCE PROFILE (AGE)

As at 31 March 2018

Age Bands	Percentage	Number
Under 21	1.18	8
21-30	17.26	117
31-40	23.16	157
41-50	25.07	170
51-60	27.58	187
61-65	4.72	32
Over 65	1.03	7
Total	100%	678

As at 31 March 2019

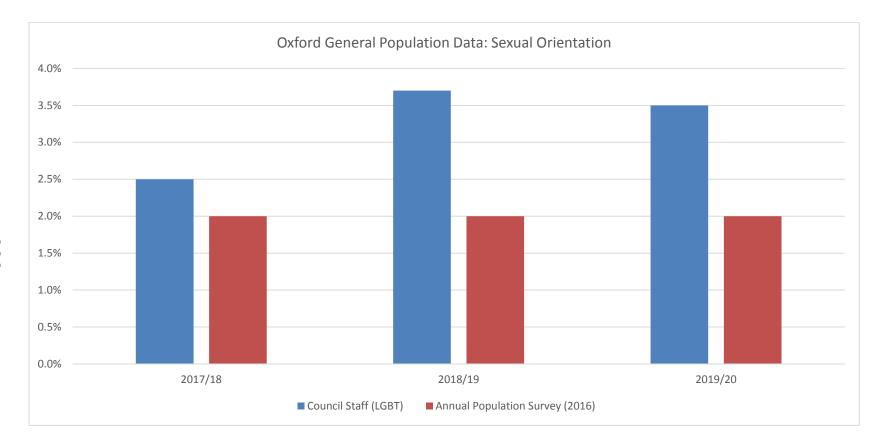
Age Bands	Percentage	Number
Under 21	1.14	8
21-30	16.38	115
31-40	23.36	164
41-50	24.22	170
51-60	27.64	194
61-65	6.27	44
Over 65	1.00	7
Total	100%	702

As at 31 March 2020

Age Bands	Percentage	Number
Under 21	0.69	5
21-30	15.00	108
31-40	25.42	183
41-50	23.61	170
51-60	25.28	182
61-65	8.75	63
Over 65	1.25	9
Total	100%	720

**Commentary:** The proportion of staff under 30 years of age has reduced from 18.4% to 15.7% over the reporting period. The proportion of staff aged over 50 has increased marginally during the reporting period.

#### DATA TABLE 8: OXFORD GENERAL POPULATION DATA: SEXUAL ORIENTATION



The Annual Population Survey (2016) suggests that 2.0% of the population identifies as bisexual, lesbian or gay. However around 25% of the workforce over the reporting period 2018 to 2020 have declined to provide information on their sexuality, so it is difficult to provide an accurate workforce profile in this area.

## DATA TABLE 9: CITY COUNCIL WORKFORCE PROFILE (SEXUAL ORIENTATION)

#### As at 31 March 2018

## As at 31 March 2019

#### As at 31 March 2020

Sexual Orientation	Percentage	Number
Bisexual	0.44	3
Gay Man	1.03	7
Gay woman/lesbian	1.03	7
Heterosexual/straight	66.96	454
Prefer not to say	8.70	59
Not specified	21.83	148
Total	100%	678

Sexual Orientation	Percentage	Number
Bisexual	1.28	9
Gay Man	1.00	7
Gay woman/lesbian	1.42	10
Heterosexual/straight	69.37	487
Prefer not to say	7.83	55
Not specified	19.09	134
Total	100%	702

Sexual Orientation	Percentage	Number
Bisexual	1.11	8
Gay Man	1.11	8
Gay woman/lesbian	1.25	9
Heterosexual/straight	70.97	511
Prefer not to say	7.92	57
Not specified	17.64	127
Total	100%	720

**Commentary:** The number of staff who have declared themselves as Lesbian, Gay or Bisexual has increased marginally over the reporting period. There remains a significant proportion of staff who have either indicated 'prefer not to say' (7.9%) or 'not specified' (17.6%) as at March 2020.

## DATA TABLE 10: CITY COUNCIL WORKFORCE PROFILE (RELIGION/BELIEF & NON BELIEF)

## As at 31 March 2018

#### As at 31 March 2019

As at 31 March 2020

Religion	Percentage	Number	Religion	Percentage	Number	Religion	Percentage	Number
Atheist/Humanist/no beliefs	26.70	181	Atheist/Humanist/no beliefs	28.35	199	Atheist/Humanist/no beliefs	29.44	212
Buddhist	0.29	2	Buddhist	0.85	6	Buddhist	0.56	4
Christian	34.22	232	Christian	35.75	251	Christian	34.58	249
Hindu	1.18	8	Hindu	1.14	8	Hindu	1.25	9
Jewish	0.15	1	Jewish	0.14	1	Jewish	0.14	1
Muslim	2.06	14	Muslim	2.14	15	Muslim	2.08	15
Other	3.98	27	Other	3.70	26	Other	3.33	24
Prefer not to say	9.00	61	Prefer not to say	8.69	61	Prefer not to say	9.72	70
Sikh	0.44	3	Sikh	0.43	3	Sikh	0.42	3
Not specified	21.98	149	Not specified	18.80	132	Not specified	18.47	133
Total	100%	678	Total	100%	702	Total	100%	720

**Commentary**: The number of staff not providing information has increased over the reporting period to 28% in March 2020. The proportion of members of staff who consider themselves to be atheist or have no religion has increased since March 2018. The numbers of staff who consider themselves to be Christian has remained consistent.

A dedicated non-denominational 'quiet room' is available within St Aldate's Chambers for use by all staff as a reflective meditative space. It is also recognised that some groups have specific needs and these are addressed through commitments within the Fair Employment Policy, flexible working arrangements as well as through diversity training and support from HR Business Partners to assist staff/managers planning leave.

# DATA TABLE 11: CITY COUNCIL WORKFORCE PROFILE (NUMBER LIVING IN CENTRAL OXFORD & LIVING OUTSIDE CENTRAL OXFORD)

As at 31 March 2018

Central Oxford	Percentage	Count
Central	37.46	254
Not	62.54	424
Total	100%	678

As at 31 March 2019

Central Oxford	Percentage	Count
Central	36.89	259
Not	63.11	443
Total	100%	702

As at 31 March 2020

Central Oxford	Percentage	Count
Central	35.69	257
Not	64.31	463
Total	100%	720

**Commentary:** The proportion of staff living within the OX1 to OX4 postcode area has marginally decreased over the reporting period. The proportion of staff living outside the city centre is a reflection of the fact that Oxford remains the most expensive place to live in the UK outside London, as well as the City Council's continued ability to attract talent from across the country due to its ambitious agenda and reputation, flexible working arrangements and employee benefits.

#### DATA TABLE 12: RECRUITMENT ACTIVITY BETWEEN 2018 AND 2020

#### Recruitment activity in 2017/18

Sex	Percentage	Number
Female	45.60	3812
Male	50.40	4213
Not specified	4.00	334
Total	100%	8359

Ethnicity	Percentage	Number
BAME	20.07	1678
White	79.93	6681
Total	100%	8359

Disabled	Percentage	Number
No	84.69	7079
Yes	5.13	429
Not Specified	10.18	851
Total	100%	8359

## Recruitment activity in 2018/19

Sex	Percentage	Number
Female	52.50	3472
Male	43.02	2845
Not specified	4.48	296
Total	100%	6613

Ethnicity	Percentage	Number
BAME	29.73	1942
White	70.63	4671
Total	100%	6613

Disabled	Percentage	Number
No	82.38	5448
Yes	5.08	336
Not Specified	12.54	829
Total	100%	6613

#### Recruitment activity in 2019/20

Sex	Percentage	Number
Female	49.34	783
Male	45.37	720
Not specified	5.29	84
Total	100%	1587

Ethnicity	Percentage	Number
BAME	26.84	426
White	64.84	1029
Not Specified	8.32	132
Total	100%	1587

Disabled	Percentage	Number
No	82.23	1305
Yes	6.43	102
Not Specified	11.34	180
Total	100%	1587

**Commentary:** The data tables above for 2019/20 relate to recruitment for City Council vacancies only, whereas the data tables for both 2017/18 and 2018/19 include recruitment for **both** City Council and ODS vacancies. Although this makes meaningful trend analysis very difficult the *proportion* of applications received from female, BAME and disabled applicants remains broadly comparable with previous reporting periods. The Council regularly reviews where and how it advertises job opportunities and is exploring making greater use of social media to encourage applications from a younger age demographic, its 'employer brand' and how it can promote working for the city, as well as 'outreach' work with local communities and schools. These actions are part of a continuing programme of work towards being more reflective of the communities it serves.

#### DATA TABLE 13: STARTERS BETWEEN 2018 AND 2020

### New starters during 2017/8

Sex	Percentage	Number
Female	33.56	97
Male	66.44	192
Total	100%	289

Ethnicity	Percentage	Number
BAME	7.96	23
White	51.90	150
Not Specified	40.14	116
Total	100%	289

Disabled	Percentage	Number
No	82.70	239
Yes	2.42	7
Not Specified	14.88	43
Total	100%	289

### New starters during 2018/19

Sex	Percentage	Number
Female	55.74	68
Male	44.26	54
Total	100%	122

Ethnicity	Percentage	Number
BAME	18.03	22
White	67.22	82
Not Specified	14.75	18
Total	100%	122

Disabled	Percentage	Number
No	72.13	88
Yes	7.38	9
Not Specified	20.49	25
Total	100%	122

### New starters during 2019/20

Sex	Percentage	Number
Female	52.53	52
Male	47.47	47
Total	100%	99

Ethnicity	Percentage	Number
BAME	17.17	17
White	62.63	62
Not Specified	20.20	20
Total	100%	99

Disabled	Percentage	Number
No	66.67	66
Yes	9.09	9
Not Specified	24.24	24
Total	100%	99

**Commentary:** The data tables above for 2018/19 and 2019/20 relate to City Council new starters, whereas the data table for 2017/18 includes ODS new starters. Comparing the last two data tables the number of new starters has reduced significantly. This is consistent with a reduction in the number of leavers for the same period (see next tables) and indicates a reduction in staff turnover during the 2019/20 reporting period. Whilst the number of new starters from a BAME background has reduced slightly it is still higher than the workforce representation in 2019/20. The proportion of new starters who have not provided information on their ethnic origin and disabled status has, however. Increased in the last reporting period. This will continue to be a focus in the coming years to encourage staff to provide this information so that the Council gain a clearer understanding of the composition and needs of the workforce.

#### DATA TABLE 14: LEAVERS BETWEEN 2018 AND 2020

## Leavers during 2017/18

Sex	Percentage	Number
Female	37.09	56
Male	62.91	95
Total	100%	151

Ethnicity	Percentage	Number
BAME	7.95	12
White	77.48	117
Not Specified	14.57	22
Total	100%	151

Disabled	Percentage	Number
No	90.07	136
Yes	7.94	12
Not Specified	1.99	3
Total	100%	151

## Leavers during 2018/19

Sex	Percentage	Number
Female	54.40	68
Male	45.60	57
Total	100%	125

Ethnicity	Percentage	Number
BAME	13.60	17
White	78.40	98
Not Specified	8.00	10
Total	100%	125

Disabled	Percentage	Number
No	91.20	114
Yes	8.00	10
Not Specified	0.80	1
Total	100%	125

## Leavers during 2019/20

Sex	Percentage	Number
Female	51.81	43
Male	48.19	40
Total	100%	83

Ethnicity	Percentage	Number
BAME	16.87	14
White	71.08	59
Not Specified	12.05	10
Total	100%	83

Disabled	Percentage	Number
No	85.54	9
Yes	10.84	71
Not Specified	3.61	3
Total	100%	83

**Commentary:** The data tables above for 2018/19 and 2019/20 relate to City Council employees only, whereas the data table for 2017/18 includes ODS leavers. Comparing the last two data tables the number of staff leaving the Council has reduced significantly in 2019/20.

#### DATA TABLE 15: ANALYSIS OF REASONS FOR LEAVING BETWEEN 2018 AND 2020

## **Leavers during 2017/18**

## Leavers during 2018/19

## Leavers during 2019/20

Reason	Percentage	Number
Died in Service	0.66	1
Dismissal – Attendance	3.31	5
End of Fixed Term Contract	7.95	12
Failed Probation	1.98	3
Mutually Agreed Termination	2.65	4
Resignation – Career Development	4.64	7
Resignation – Improved Pay/Benefits	0.66	1
Resignation – Other	67.55	102
Resignation – Relocation	2.65	4
Resignation – Retirement	4.64	7
Retirement – III Health Tier 1	2.65	4
Retirement – III Health Tier 2	0.66	1
Total	100%	151

Reason	Percentage	Number
End of Fixed Term Contract	12.8	16
Failed Probation	1.6	2
Mutually Agreed Termination	4	5
Redundancy (with Severance Payment)	0.8	1
Resignation - Career Development	0.8	1
Resignation - Other	73.6	92
Resignation - Relocation	2.4	3
Resignation - Retirement	2.4	3
Transfer	1.6	2
Total	100%	125

Reason	Percentage	Number
Died in Service	1.20	1
Dismissal – Attendance	1.20	1
End of Fixed Term Contract	3.61	3
Failed Probation	1.20	1
Mutually Agreed Termination	3.61	3
Resignation – Other	80.72	67
Resignation – Relocation	2.41	2
Resignation – Retirement	6.02	5
Total	100%	83

**Commentary:** The data tables for 2018/19 and 2019/20 provide details of the leaving reason for staff leaving the City Council, whereas the table for 2017/18 includes ODS leavers. The number of people resigning has reduced significantly in the last reporting period.

## **DATA TABLE 16: OTHER WORKFORCE DATA**

Disciplinaries
Breach of Data Protection policy
Breach of IT policy
Breach of H&S policy
Damage to Council Property
Damage to Council reputation
Discrimination, bullying harassment
Drug or alcohol misuse
Non-adherence to values and behaviours framework
Non-adherence/breach to Organisational policy or work processes

Warnings given during 2017/18					
1st Written	Final Written	Informal Warning	Total		
12	1	4	17		
1	5		6		
	1		1		
	1		1		
4	1	6	11		
12	5	21	38		
29	14	31	74		
39%	19%	42%	·		

Warnings given during 2018/19					
1st Written	Final Written	Informal Warning Total			
2		1	3		
		1	1		
		1	1		
2		1	3		
4		4	8		
50%		50%			

Warn	Warnings given during 2019/20				
1st Written	Final Written	Informal Warning	Total		
1			1		
2	1		3		
		3	3		
3	1	3	7		
43%	14%	43%	·		

**Commentary:** The level of disciplinary casework has been relatively consistent in the last two reporting periods.

## DATE

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## Gender Pay Reports as at 31 March 2019 and 31 March 2020

## 1. Table 1 – Gender Pay Gap Comparisons between 31<sup>st</sup> March 2019 and 31<sup>st</sup> March 2020

31 March 2020	
Mean gender pay gap (basic pay)	12.3%
Median gender pay gap (basic pay)	11.9%
Mean gender bonus gap	0%
Median gender bonus gap	0%
Proportion males receiving a bonus	0%
Proportion females receiving a bonus	0%

31 March 2019	
Mean gender pay gap (basic pay)	10.2%
Median gender pay gap (basic pay)	12.1%
Mean gender bonus gap	11.6%
Median gender bonus gap	9.26%
Proportion males receiving a bonus	83.7%
Proportion females receiving a bonus	84.2%

Quartile	Males %	Females %
Тор	54.44	45.56
Upper Middle	42.22	57.78
Lower Middle	34.44	65.56
Lower	33.33	66.67

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

The financial year 2019/20 was an increment year and there was no Partnership Payment.

The financial year 2018/19 was **not** an increment year, so a higher proportion of staff were eligible for a Partnership Payment.

# Appendix 2

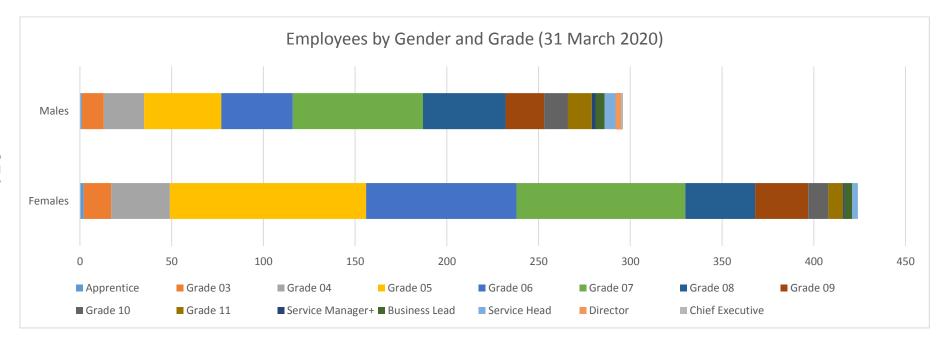
## 2. Table 2 – Distribution of Council staff by grade and gender (31 March 2020)

Grade	All Employees	% All Employees	Female	%All Females	Male	% All Males
Apprentice	3	0.4%	2	0.5%	1	0.3%
Grade 03	27	3.8%	15	3.5%	12	4.1%
Grade 04	54	7.5%	32	7.5%	22	7.4%
Grade 05	149	20.7%	107	25.2%	42	14.2%
Grade 06	121	16.8%	82	19.3%	39	13.2%
Grade 07	163	22.6%	92	21.7%	71	24.0%
Grade 08	83	11.5%	38	9.0%	45	15.2%
Grade 09	50	6.9%	29	6.8%	21	7.1%
Grade 10	24	3.3%	11	2.6%	13	4.4%
Grade 11	21	2.9%	8	1.9%	13	4.4%
Service Manager+	3	0.4%	1	0.2%	2	0.7%
Business Lead	9	1.3%	4	0.9%	5	1.7%
Service Head	9	1.3%	3	0.7%	6	2.0%
Director	3	0.4%	0	0.0%	3	1.0%
Chief Executive	1	0.1%	0	0.0%	1	0.3%
Totals	720	100.0%	424	58.9%	296	41.1%

## Appendix 2

## 3. Table 3 - Distributions of Council staff by gender and 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):

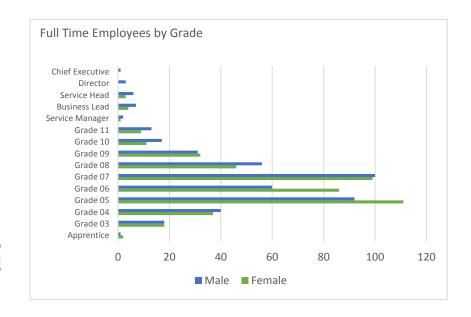


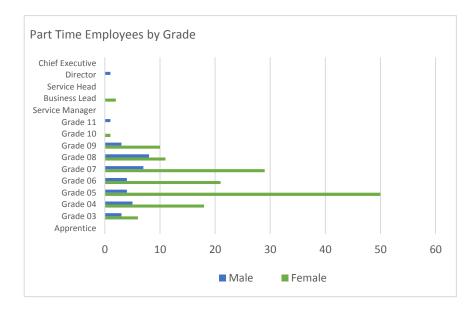
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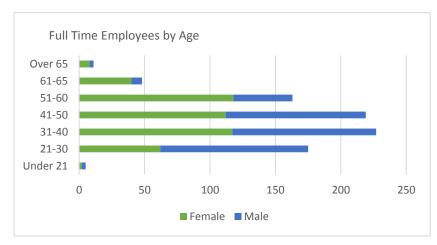
## 4. Table 4 – Distribution of Council staff by employment type and gender (31 March 2020)

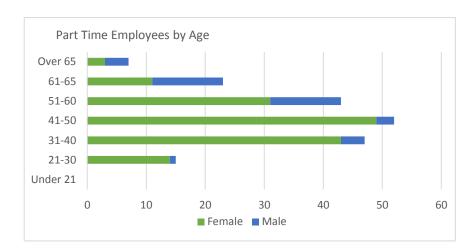
	Fen	nale		Male			
Grade	Full Time	Part Time	Female Total	Full Time	Part Time	Male Total	<b>Grand Total</b>
Apprentice	2		2	1		1	3
Grade 03	9	6	15	9	3	12	27
Grade 04	14	18	32	17	5	22	54
Grade 05	57	50	107	38	4	42	149
Grade 06	61	21	82	35	4	39	121
Grade 07	63	29	92	64	7	71	163
Grade 08	27	11	38	37	8	45	83
Grade 09	19	10	29	18	3	21	50
Grade 10	7	4	11	13		13	24
Grade 11	8		8	12	1	13	21
Service Manager+	1		1	2		2	3
Business Lead	2	2	4	5		5	9
Service Head	3		3	6		6	9
Director				2	1	3	3
Chief Exec				1		1	1
Grand Total	273	151	424	260	36	296	720

### 5. Table 5 – Analysis of workforce profile by age and grade









### 6. Table 6 – Comparison of gender pay gap reports (as at 31 March 2019)

REPORTING INDICES		осс	Caml	oridge CC	Reading BC			
Mean gender pay gap (basic pay) Median gender pay gap (basic pay)		0.2% 2.1%		2.5% 5.5%	5.0% 5.1%			
Pay Quartiles by Gender								
	Male	Female	Male	Female	Male	Female		
Quartile	%	%	%	%	%	%		
Тор	50.6	49.4	44.7	55.3	42	58		
Upper Middle	44.2	55.8	38.0	66.0	40	60		
Lower Middle	37.2	62.8	37.1	62.9	36	64		
Lower	34.9 65.1		38.9	61.1	32	68		
Workforce composition	41.7	58.3	39.7	61.3	37.5	62.5		
REPORTING INDICES	Oxfor	d Brookes	Oxfor	dshire CC	Cherwell DC			
Mean gender pay gap (basic pay) Median gender pay gap (basic pay)		1.2% 8.5%		3.3% 1.3%	1.9% 0.6%			
Pay Quartiles by Gender								
0.0049	Male	Female	Male	Female	Male	Female		
Quartile	% 40.4	<b>%</b>	%	%	% 56.3	% 42.7		
Top	49.4 44.4	50.6 55.6	32.9 37.7	67.1 62.3	56.3 48.4	43.7 51.6		
Upper Middle Lower Middle	30.7	69.3	37.7 38.6	62.3 61.4	46.4 57.8	42.2		
Lower	30. <i>1</i> 34.5	65.5	26.0	74.0	37.8 41.4	58.6		
LOWGI	J <del>4</del> .J	03.3	20.0	74.0	41.4	56.0		
Workforce composition	39.8	60.3	33.8	66.2	51.0	49.0		

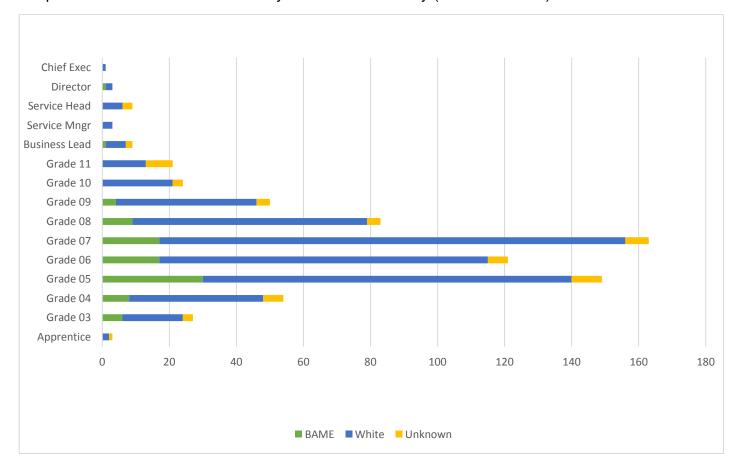
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### **Appendix 3**

### Distribution of Council staff by Grade and Ethnicity (31 March 2020)

Grade	All Employees	% All Employees	BAME	% BAME	Unknown	% Unknown	White	% White
Apprentice	3	0.4%	0	0.0%	1	1.8%	2	0.4%
Grade 03	27	3.8%	6	6.5%	3	5.4%	18	3.2%
Grade 04	54	3.8%	8	8.6%	6	10.7%	40	7.0%
Grade 05	149	7.5%	30	32.3%	9	16.1%	110	19.3%
Grade 06	121	20.7%	17	18.3%	6	10.7%	98	17.2%
Grade 07	163	16.8%	17	18.3%	7	12.5%	139	24.3%
Grade 08	83	22.6%	9	9.7%	4	7.1%	70	12.3%
Grade 09	50	11.5%	4	4.3%	4	7.1%	42	7.4%
Grade 10	24	6.9%	0	0.0%	3	5.4%	21	3.7%
Grade 11	21	3.3%	0	0.0%	8	14.3%	13	2.3%
Business Lead	9	2.9%	1	1.1%	2	3.6%	6	1.1%
Service Manager	3	0.4%	0	0.0%	0	0.0%	3	0.5%
Service Head	9	1.3%	0	0.0%	3	5.4%	6	1.1%
Director	3	0.4%	1	1.1%	0	0.0%	2	0.4%
Chief Executive	1	0.1%	0	0.0%	0	0.0%	1	0.2%
Totals	720	100.0%	93	12.9%	56	7.8%	571	79.3%

Graph: Distribution of Council staff by Grade and Ethnicity (31 March 2020)







To: Cabinet

Date: 9 December 2020

Report of: Head of Environmental Sustainability

Title of Report: Land Quality Strategy – December 2020

**Summary and recommendations** 

Purpose of report: To agree the adoption of the updated Land Quality

Strategy 2020

Key decision: Yes

Cabinet Member: Councillor Tom Hayes, Cabinet Member for Green

Transport & Zero Carbon Oxford

**Corporate Priority:** Support Flourishing Communities

Policy Framework: Council Strategy 2020-24

**Recommendations:** That Cabinet resolves to:

1. **Approve** the revised Land Quality Strategy for adoption;

- 2. **Continue to endorse** the approved procedure for dealing with contaminated land by:
  - Using the development control regime wherever possible in order to assess and remediate land affected by contamination.
  - Where this is not possible we will utilise powers under Part 2a of the Environmental Protection Act (1990) in order to ensure contaminated land is remediated; and
- 3. **Note** that if works are required under Part 2a Of the Environmental Protection Act (1990), then this will be funded from contingencies and reserves.

Appendices										
Appendix 1	Draft Land Quality Strategy 2020									
Appendix 2	Risk Register									

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#### Introduction

- 1. There is a statutory requirement for the Council to have a Land Quality Strategy in accordance with national contaminated land legislation. Part 2A of the Environmental Protection Act 1990(EPA) was introduced in April 2000 to provide a system for the identification and remediation of land with the potential to cause a risk to human health or the environment from contamination. The legislation places a duty on local authorities to produce a strategy outlining how it will identify and address potentially contaminated land in its district area.
- 2. The proposed Land Quality Strategy seeks to provide a clear framework for addressing land contamination at a local level within the national policy framework. The Strategy has been developed following consultation with internal stakeholders. The Strategy is required to be reviewed on a 5 yearly cycle.

### **Background**

- The Council published a Contaminated Land Inspection Strategy in 2001 and an updated Land Quality Strategy in 2014. The proposed Land Quality Strategy 2020 presents an update to the 2014 Strategy required following minor changes to legislation.
- 4. Since 2001 the Council has prioritised over 800 potentially contaminated sites according to risk and ten proactive investigations have been undertaken by the Council. No sites in Oxford have to date been determined as "contaminated land" as defined in the Act.
- 5. The legal definition of "contaminated land" set out in the Act is as follows:
  - "Any land which appears to the local authority in whose area it is situated to be in such a condition, by reason of substances in, on or under the land that (a) significant harm is being caused or there is a significant possibility of such harm being caused; or (b) significant pollution of controlled waters is being caused, or there is a significant possibility of such pollution being caused"
- 6. It is important to note that a site will not meet the definition of "contaminated land" just because contamination is found to be present. For a site to be determined as "Contaminated Land" it must be proven that there is a clear contaminant pathway receptor linkage and that significant harm (or significant possibility of significant harm) is being caused as a result.
- 7. In October 2014 City Executive Board approved a Land Quality Strategy for Oxford. This report presents and recommends adoption of an updated Land Quality Strategy for Oxford. As the draft Land Quality Strategy 2020 represents a minor update to an existing strategy, it is not proposed to hold a public consultation.

### Strategy Aim

- 8. To deliver an efficient and effective framework for managing land affected by contamination by;
  - Using the development control regime wherever possible in order to assess and remediate land affected by contamination.
  - Where this is not possible the Council will utilise powers under Part 2a of the EPA (1990) in order to ensure contaminated land is fully remediated.

### Strategy Objectives

- 9. The Strategy contains the objectives below as the means to comply with the Council's statutory duties, both as enforcement authority and land owner.
  - Objective 1 To deal with land contamination through the development control and building control processes wherever possible.
  - Objective 2 To implement the Part 2A detailed inspection process where strong evidence becomes available that significant harm is occurring or will occur unless the council intervenes, and remediation through planning, building control or voluntary action is not possible.
  - Objective 3 To maintain and continue to update a comprehensive land quality database for Oxford.
  - Objective 4 To promote the use of sustainable remediation where possible.
  - Objective 5 To act as a responsible landowner to ensure the Council achieves full legal compliance.
- 10. The approach of the draft Strategy is to maximise redevelopment through the planning process to address contamination issues and to use Part 2A powers only where appropriate. Efficient information management is fundamental to applying the appropriate controls through the planning process to ensure affected land is made suitable for use.

#### Review

11. It is proposed to continue to review the Strategy every 5 years or as required through changes to legislation or statutory guidance.

### **Environmental Impact & Sustainability**

- 12. The effective management of land affected by contamination positively contributes to reducing environmental impacts. Improving the quality of soil and water resources leads to healthier ecosystems which increases resilience to climate change.
- 13. Re-using land and the redevelopment of brown-field sites, is by its nature a sustainable approach, and underlies the government's commitment and overall objective to bring damaged land back into beneficial use.
- 14. A commitment to encourage sustainable remediation methods as set out in the Strategy should contribute to reducing the amount of waste soils sent to landfill and reduce lorry movements associated with site re-development. By reducing the amount of waste sent to landfill and reducing traffic movements the Council is helping to reduce the carbon footprint of remediation activities.

### **Consultation and Communications**

15. Internal consultation with legal and finance will be completed in accordance with standard Council procedures. External consultation with nearby local authorities within Oxfordshire has also been completed. As the draft Land Quality Strategy 2020 represents a minor update to an existing strategy, it is not proposed to hold a public consultation.

### **Financial Implications**

- 16. If land is determined as "contaminated land", the Local Authority has a duty to secure remediation and to ensure the "appropriate person" (principally, the polluter) pays for remediation wherever possible. Where the polluter cannot be identified, the owner or occupier of the land may be liable. Detailed Inspection and remediation can be very costly and a significant part of the legislation is focused on identifying and recovering the costs of remediation from the appropriate person.
- 17. The Contaminated Land Statutory Guidance 2012 sets out that in general the enforcing authority should seek to recover all of its reasonable costs. However, it further states that the authority should "waive or reduce" the recovery of costs to avoid any undue hardship which the recovery may cause. Hardship should be taken into account for individuals, trusts, charities etc. The guidance states that "in making such decisions, the authority should bear in mind that recovery is not necessarily an "all or nothing" matter (i.e. where reasonable, appropriate persons can be made to pay part of the authority's costs even if they cannot reasonably be made to pay all of the costs)."
- 18. It should be noted that it is theoretically possible that the Council could be identified as the appropriate person as a landowner and/or as "the polluter" (e.g. pollution from former council landfill sites, council depots with fuel tanks etc.).
- 19. To help cover the costs of investigation and remediation, local authorities have previously been able to apply for funds from DEFRA. However, in December 2013 this funding mechanism was removed. Should a high risk site be identified as needing further investigation and/or remediation there are now limited funding options for local authorities to manage the risks efficiently. Furthermore, in cost recovery, if hardship is to be taken into account, the Council may need to be able to finance all or part of the work.
- 20. The Strategy proposes to encourage investigation and remediation through the planning process and through voluntary action and to only use Part 2A powers as a last resort. The Council does not currently have any sites which have been identified as having a significant possibility of significant harm occurring. However, this may change as new information becomes available.
- 21. The bulk of the workload of data management, planning control and review can be delivered within present funding levels
- 22. Funding is not available to cover action under Part 2A following the Governments withdrawal of grant money and it would therefore be prudent that the City Council ensure that contingency funding is made available in the event that action under Part 2A is required. Based upon previous experience it is estimated that the Council should be aware that around £150k may be required for this purpose. In the event that this is required then the Head of Finance Services will arrange for this to be funded from reserves and contingencies.

### Legal issues

23. Under Part 2A of the Environmental Protection Act 1990, local authorities have a statutory duty to inspect their area with a view to identifying contaminated land and to do this in accordance with the Contaminated Land Statutory Guidance. The relevant sections of the Act include:

- (a) Section 78B(1): Every local authority shall cause its area to be inspected from time to time for the purpose (a) of identifying contaminated land; and (b) of enabling the authority to decide whether any such land is land which is required to be designated as a special site.\*
- (b) Section 78B(2): In performing [these] functions... a local authority shall act in accordance with any guidance issued for the purpose by the Secretary of State.

### Level of risk

- 24. The updated Land Quality Strategy sets out our statutory responsibilities and how we intend to meet them. The adoption of the Strategy itself should reduce reputational risk to the Council by communicating its roles and responsibilities clearly. The Strategy also clearly explains the definition of contaminated land in a legal sense, which should help to clarify possible misconceptions surrounding contaminated land responsibilities and management. However, there are potentially significant reputational and financial risks to the Council if contaminated land is not managed appropriately.
- 25. There are potentially significant financial implications of undertaking Part 2A work. Our responsibilities under Part 2A are not new but changes to the statutory guidance and limited government financial support for the regime mean that there remains a degree of financial risk for local authorities. The adoption of the Strategy should enable the Council to be better prepared in the event that a significant issue relating to land contamination occurs.
- 26. The emphasis on using the development control process to remediate land should minimise this risk and ensure that land owners and developers bear this cost rather than local tax payers.
- 27. The financial risks associated with these statutory duties have been mitigated by previous actions to identify and assess sites so that there is now a good level of knowledge about sites in the city.
- 28. A risk register has been completed and is available to view in Appendix 2.

### **Equalities impact**

29. An Equalities Impact Assessment was carried out prior to the previous Strategy being adopted by the City Executive Board in 2014. No equalities impacts were identified at the time. The updated Strategy contains only minor amendments from the previous Strategy which are not expected to impact on equalities so a further Equalities Impact Assessment has not been considered necessary.

<sup>\*</sup> Special sites are cases of land contamination where the Environment Agency is the enforcing authority for the purposes of the Part 2A regime.

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Background Papers: None



# Land Quality Strategy

December 2020



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### Introduction

### What is Land Quality?

In the UK the legacy of our industrial past can have a significant impact on land quality. Land quality refers to the extent to which land is free from contamination, which is most commonly associated with former industrial land uses. It is important to manage these effects to improve the quality of our natural and built environment, both at a local and national level.

There are significant environmental, social and economic benefits to improving land quality and managing contaminated land efficiently. Socially these include opening up the potential for urban regeneration and improved quality of life. Environmentally, the pressure for greenfield development can be reduced, soil can be recycled and the quality of the natural environment (especially water resources) can be dramatically improved. Economically, there are local and national benefits including the development of innovative new remediation technologies and increasing the potential for brownfield redevelopment.

This strategy is a requirement of national contaminated land policy and seeks to provide a clear approach for addressing land contamination at a local level within the national policy framework. This strategy is a review of the previous approved strategy adopted and published in 2014.

This strategy seeks to ensure that Oxford's residents and natural environment are not exposed to unacceptable risks from land contamination and to improve our environment for a sustainable future. This will be achieved by working together with developers, landowners and other key stakeholders to manage the risks from land affected by contamination efficiently and effectively.

### The Policy Framework

The Contaminated Land regime in the UK seeks to address the legacy of historic pollution using a risk based approach. The risk based approach is applied in the planning system through new development, and through provisions in the Environmental Protection Act 1990. In 2012 Defra published revised statutory guidance which clarifies local authority's responsibilities for managing land contamination.

For a risk to exist from contamination there must be a complete contaminant linkage involving; a contaminant, a pathway and a receptor<sup>1</sup>.

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<sup>&</sup>lt;sup>1</sup> A contaminant is a substance that is in, on or under the land that has the potential to cause harm or pollution. A receptor is something that could be adversely affected by a contaminant, such as people, ecological systems, property or a water body. A pathway is a route or means by which a receptor can be exposed to, or be affected by, a contaminant.



The risk assessment process seeks to identify viable contaminant linkages and then assesses whether they pose an unacceptable risk to an identified receptor. A Conceptual Site Model is produced which summarises the most plausible contaminant linkages. Remediation and mitigation measures are used to break unacceptable contaminant linkages for example, by removing either the contaminant, the pathway or the receptor.

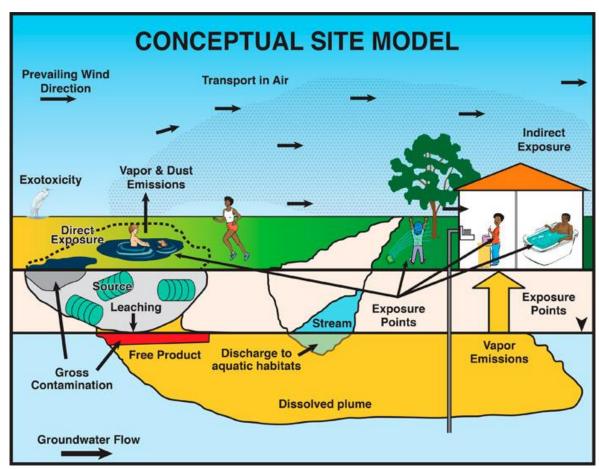


Figure 1: Example of a conceptual model

### Part 2A of the Environmental Protection Act

All local authorities have a duty to identify contaminated land in its district area under Part 2A of the <u>Environmental Protection Act 1990</u>.

The objectives of the Part 2A regime are:

- a) To identify and remove unacceptable risks to human health and the environment.
- b) To seek to ensure that contaminated land is made suitable for its current use.
- c) To ensure that the burdens faced by individuals, companies and society as a whole are proportionate, manageable and compatible with the principles of sustainable development.

Local authorities are required to undertake strategic and detailed inspections to identify contaminated land. Sites should be prioritised according to those that are most likely to pose the greatest risk to human health or the environment. If contaminated land is identified, the Local Authority has a duty to secure remediation, and to ensure the "polluter" pays wherever possible. The definition of contaminated land is defined in the Act as:

"Any land which appears to the local authority in whose area it is situated to be in such a condition, by reason of substances in, on or under the land that (a) significant harm is being caused or there is a significant possibility of such harm being caused; or (b) significant pollution of controlled waters is being caused, or there is a significant possibility of such pollution being caused"

For a site to be determined as "Contaminated Land" it must be proven that there is a clear contaminant – pathway – receptor linkage and that significant harm (or significant possibility of harm) is being caused as a result.

If land is legally determined as "Contaminated Land" a remediation strategy must be agreed and the details must be entered onto the local authority's <u>Public Register of Contaminated Land</u>, in accordance with the requirements of the Contaminated Land Regulations (Section 78R of the Environmental Protection Act 1990).

Part 2A is primarily used where no other options to remediate the land are available, such as voluntary action or as a requirement of redevelopment through the planning system.

### **The Planning System**

Land contamination is a material planning consideration. This means that the impact of contamination must be taken into account in the determination of all planning applications. The <u>National Planning Policy Framework</u> (NPPF), as revised in July 2018 and February 2019, sets out that the planning system is central to bringing land affected by contamination back into use and puts the responsibility for ensuring safe developments onto the developer and/or landowner (Para 179).

Paragraph 170 of the revised National Planning Policy Framework (NPPF) states that; "planning policies and decisions should contribute to and enhance the natural and local environment by:

e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and

f) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate."

Importantly, the NPPF (paragraph 178) states that planning policies and decisions should ensure that:

- "a) a site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination. This includes risks arising from natural hazards or former activities such as mining, and any proposals for mitigation including land remediation (as well as potential impacts on the natural environment arising from that remediation);
- b) after remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990; and
- c) adequate site investigation information, prepared by a competent person, is available to inform these assessments.

Oxford City Council works with developers to ensure that land is properly assessed and remediated in line with legal requirements and up to date guidance.

Table 1.1 summarises the interactions between the two policy mechanisms for the management of contaminated land in the UK.

Table 1.1

Part IIA	Planning
Takes a proactive approach	Takes a reactive approach
Considers all sites (particularly sites without potential for redevelopment)	<ul> <li>Only considers sites that are being redeveloped</li> </ul>
<ul> <li>Identifies "Contaminated Land" using the legal definition</li> </ul>	<ul> <li>Seeks to ensure land cannot be determined as "Contaminated Land" in the future</li> </ul>
Only considers the current use of the site	<ul> <li>Considers the proposed use of the site</li> </ul>
<ul> <li>Responsibility lies with the council to demonstrate that significant possibility of significant harm exists.</li> <li>The starting point is that the land is</li> </ul>	<ul> <li>Responsibility lies with the developer to demonstrate that significant harm is unlikely and the site is suitable for use.</li> </ul>
not contaminated and it must be proved that it is.	The starting point is that the land may be contaminated and it must be proved that it isn't.
Source: LQM	

### Environmental Sustainability in Oxford

The Environmental Sustainability service at the Council is the policy lead on carbon, energy and the environment. It is responsible for the City Council's Carbon Management plan and the city-wide collaborative programme of Net Zero Carbon Oxford. It works across the organisation to assist in carbon emission reductions alongside key regulatory functions on air quality, biodiversity, tree protection, flood mitigation and land quality. The Land Quality Strategy sets out the positive steps that are taken by the City Council to address pollution affecting land with an emphasis on dealing with land affected by contamination through the planning development control process.

This Land Quality Strategy recognises the importance of sustainability in the management and remediation of contaminated land. Re-using land and the redevelopment of brown-field sites, is by its nature a sustainable approach, and underlies the government's commitment and overall objective to bring damaged land back into beneficial use.

### The City of Oxford

The impacts of contamination are affected by site specific circumstances and the interactions between the natural and built environment. To fully assess the impacts, former and current land use combined with geological, hydrogeological and ecological factors need to be understood.

Oxford, as with the rest of the UK, has seen significant land use changes, particularly with regard to industry. The Thames was linked by canal with the Coventry Canal in 1789 and this provided efficient access to fossil fuel and led to the growth of industry along Oxford's watercourses. Oxford has also been a centre for car and car parts manufacturing as well as printing and publishing. However, more recently, the manufacturing industry has relatively declined, and there has been a shift into the service industries.

Oxford covers an area of 17.6 square miles and has very high levels of housing density, yet 52% of land in the city is made up of open space. 27% of Oxford is in the Green Belt with much of this land located in the flood plain. Furthermore, extensive areas of the City are of importance for nature conservation and could potentially be affected by contamination. The Oxford Meadows Special Area of Conservation (SAC), part of which is within Oxford's boundary, is designated by the European Commission as being of European importance for its biodiversity interest. There are 12 sites designated as Sites of Special Scientific Interest (SSSIs) and many wetland habitats of importance including the City's watercourses, ponds and nationally rare fen habitat.

As part of the continuing implementation of the Oxford Core Strategy 2026 an Oxfordshire Strategic Housing Market Assessment was undertaken to identify the housing needs in the City in 2014. The evidence shows that over the period 2011-2031, there is a projected need for between 4,678 – 5,328 homes a year across Oxfordshire to meet projected demand. In Oxford, this equates to an annual average demand of 1,400 dwellings. There is, therefore, significant pressure to develop and redevelop the City. The constraints to development in Oxford mean that a significant number of housing proposals are likely to come forward on brownfield sites which may be affected by contamination.

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### **Strategy Vision**

To ensure that Oxford's residents and its natural environment are not exposed to unacceptable risks from historic contamination and to improve the quality of our environment for a sustainable future.

### **Strategy Aim**

To deliver an efficient and effective framework for managing land affected by contamination.

### Doing this by:

- Using the development control regime wherever possible in order to assess and remediate land affected by contamination.
- Where this is not possible and there is a pressing need we will utilise powers under Part 2a in order to ensure contaminated land is fully remediated

In order to realise this aim and to undertake our duties as set out in the <u>Contaminated Land Statutory Guidance 2012</u>, the following strategic objectives have been identified:

### **Strategy Objectives**

- Objective 1 To primarily deal with land contamination through the development control and building control processes wherever possible.
- Objective 2 To implement the Part 2A detailed inspection process where strong evidence becomes available that significant harm is occurring or will occur unless the council intervene, and remediation through planning, building control or voluntary action is not possible.
- Objective 3 To maintain a comprehensive land quality database for Oxford.
- Objective 4 To promote the use of sustainable remediation where possible.
- Objective 5 To act as a responsible landowner to ensure the Council achieves full legal compliance.

# To deal with land contamination through the development control and building control processes wherever possible.

### What have we achieved to date?

Oxford has seen significant industrial change to the present day. Oxford's industrial history has resulted in a substantial amount of land affected by contamination. Almost all of the major former industrial sites have been remediated and redeveloped, such as Lucy's in Jericho and the former car factory site in Cowley. The former Wolvercote Paper Mill has also been remediated and is currently being redeveloped. However, there remain a significant number of smaller sites that may still have the potential to be affected by contamination.

In partnership with the other districts in Oxfordshire, the guidance document <a href="Dealing with Land Contamination During Development: A Guide for Developers">Developers</a> has been produced for developers which sets out local requirements for contaminated land management.

Processes have been implemented within the planning department to ensure that land quality is considered at the planning application stage and to make it easier for developers to submit the appropriate information.

### How will this objective be achieved?

It is expected that the development of brown field sites for housing and other uses will continue to be the main way that the remediation of sites containing contaminants is accomplished. In order to ensure we maximise the potential of the planning system, Oxford City Council will:

- Continue to provide comprehensive information to developers to ensure that they are able to meet local and national requirements.
- Engage in pre-application discussions with developers to ensure that contamination is taken into account in the early stages of development.
- Continue to secure appropriate site investigation information in the early stages of development.
- Continue to secure appropriate investigation and remediation through planning conditions.
- Ensure that land contamination is taken into account when developing planning policy documents.

To implement the Part 2A detailed inspection process where strong evidence becomes available that significant harm is occurring or will occur unless the council intervene, and remediation through planning, building control or voluntary action is not possible.

### What have we achieved to date?

In 2001, Oxford City Council adopted a Contaminated Land Inspection Strategy as required by Part 2a of the Environmental Protection Act 1990. The legislation places a duty on local authorities to inspect their area "from time to time" for contaminated land. The statutory guidance sets out that local authorities should undertake strategic inspections of their area and detailed inspections on sites where an unacceptable risk may exist.

### **Strategic Inspection**

In 2001 Oxford City Council undertook a strategic inspection of its district area to identify land that has the potential to be affected by historic contamination. This involved a systematic review of historic land use maps to identify sites such as landfill sites and those with a former industrial use. The process has now resulted in the derivation of a comprehensive list of potentially contaminated land but no formal determinations have been required to date. These sites are managed by the use of Geographic Information System (GIS) and are prioritised according to risk. Sites with a high priority status are earmarked as needing detailed inspection.

### **Detailed Inspection**

The statutory guidance sets out that detailed inspection should involve carrying out investigations of identified land to obtain information on ground conditions. Risk assessment shall then be undertaken to support decisions under the Part 2A regime.

Prior to 2001 a number of sites were remediated outside of the planning process through voluntary action. Between 2001 and 2007, nine proactive detailed inspections were undertaken by the City Council with only two requiring some level of remediation. The South Oxford Adventure Playground was inspected in 2020 and no remedial treatment work was required. In addition, a review of all closed former landfill sites in Oxford City has been completed and none was identified as presenting any significant potential contamination risks. This assessment will be updated as and when any new information becomes available.

At present it is considered that there is a good knowledge of potentially contaminated sites within the city and no sites present an immediate and unacceptable risk.

### How will this objective be achieved?

The 2001 Contaminated Land Inspection Strategy was updated in 2014 to reflect changes in the contaminated land regime, principally the publication of revised statutory guidance in April 2012. This 2020 updated strategy still includes the procedures involved in identifying priority sites and undertaking detailed inspections but also includes the relevant updates to the National Planning Policy Framework.

Significant resources are required to undertake detailed inspections. At present we are not aware of any unacceptable risks presenting themselves from any of our prioritised sites. The process for prioritising sites for detailed inspection is included in Appendix 1.

In line with our statutory duties Oxford City Council is committed to the following:

- Undertake regular reviews of the current prioritisation list and update preliminary risk assessments as required.
- Seek funding opportunities where possible to undertake any necessary further investigations by specialist consultants.
- Implement the detailed inspection process should any significant harm or significant possibility of significant harm become apparent.
- Maintain the Public Register of Contaminated Land, in accordance with the requirements of the Contaminated Land Regulations (Section 78R of the Environmental Protection Act 1990).
- Ensuring that the precautionary approach is taken to land contamination whilst seeking to ensure that disproportionate burdens are not placed on local communities and local businesses.

### To maintain a comprehensive land quality database for Oxford.

### What have we achieved to date?

Oxford City Council has developed Geographical Information System (GIS) layers for the management of site investigation data held on sites with known or suspected contamination. This land quality GIS is linked to a database where all site records are stored.

The land quality database and GIS system enables Oxford City Council to undertake the following:

- Prioritisation of sites for detailed investigation under Part 2A.
- Identification of potentially contaminated sites to be investigated or remediated through the planning process.
- To facilitate the provision of an environmental search service for prospective house buyers, solicitors and environmental consultants.

Historic land use information on over 800 sites has been added to the Land Quality GIS together with the first 4 editions of the Ordnance survey maps. These have been incorporated into the GIS layers along with data sets from the Environment Agency and the British Geological Survey (BGS).

### How will this objective be achieved?

- Continue to store all new site investigation information in the electronic database and manage this data efficiently.
- Continue to update contaminated land GIS layers as sites are assessed and remediated or new site information becomes available, through liaison with planning, the Environment Agency and landowners.
- Identify potential opportunities to continually improve the system.

# To promote the use of sustainable remediation where possible.

### What have we achieved to date?

The most widely used method of remediation in Oxford and nationally to date has been the removal and offsite disposal of contaminated soil. Whilst this is often the most cost effective solution on smaller sites, this method contributes to sending waste to landfill. Other more sustainable methods exist for particular types of contamination, such as soil washing and bio-remediation.

Methods widely used include applying cover systems to affected areas such as clean soil layers or membranes. Whilst these methods can be effective in breaking contaminant linkages and often render sites suitable for use in accordance with current guidance, there is research to suggest that future redevelopment of these sites may again expose contamination.

In order to contribute to the sustainable development of Oxford, it is important that we encourage developers to use sustainable remediation techniques wherever possible.

### How will this objective be achieved?

- Encourage developers to use best-practice techniques for remediation and identify the requirement for sustainable remediation within an updated Oxfordshire Planning Advice Note
- Signpost to best practice on our website, for example the standard methodology provided in ISO 18504:2017 and the principles and best practice promoted by SuRF-UK.
- Work towards requiring a remediation options sustainability appraisal from developers for sites where remediation is necessary.
- Work with planning policy to require high quality sustainable remediation from developers.

## To act as a responsible landowner to ensure the Council achieves full legal compliance.

### What have we achieved to date?

In 1989 Oxford City Council commissioned a review of former landfill sites in the city. It was a comprehensive piece of work that has allowed the city council to manage risks associated with those sites. A review of council owned allotments sites was also undertaken in the 1990s following some concerns about the quality of the land as a growing medium. Since then council owned land, such as former depots, have been redeveloped to housing and the necessary site investigations and remediation secured through the planning process. More recently, a further review of former council landfill sites has been completed to assess potential residual risks and confirm that they are suitable for their current use. Some of these sites are now subject to re-development proposals under the Local Plan 2016-2036.

### How will this objective be achieved?

- Continue to review and assess City Council owned land as necessary to ensure any potential contaminants continue to be appropriately managed.
- Ensure that all development undertaken by the city council or on city council land seeks to maximise the use of in-situ sustainable remediation techniques to reduce the amount of waste sent to landfill.
- Ensure that the council undertakes voluntary remediation on its own land where necessary and encourages other landowners to do the same.
- Identify opportunities for bioremediation projects to improve land quality and enhance biodiversity.<sup>2</sup>
- Explore new and innovative best practice on remediation methods.

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<sup>&</sup>lt;sup>2</sup> Bioremediation is the treatment of land through the use of micro-organisms.

### **Risks and Implications**

#### Communication

Communication around contamination must be done carefully to avoid unwarranted alarm and property blight issues. Land should only be described as "Contaminated Land" where it meets the legal definition and has been officially determined as such. In all other cases, where an unacceptable risk has not been identified, land should be described as having the potential to be affected by contamination.

### **Funding**

Detailed Inspection and remediation can be very costly and local authorities have previously been able to apply for funds from Defra to cover the cost through the Land Capital Grants Scheme. This funding was available to local authorities for detailed investigation and remediation under Part 2A. However, in December 2013 Defra wrote to all local authorities in England to advise them that Defra will no longer be supporting this grant scheme. Defra's justification for the removal of funding is based on the publication of the 2012 revised statutory guidance which enables local authorities to dismiss lower risk sites more easily. However, should a high risk site be identified as needing further investigation and/or remediation there are now limited funding options for local authorities to manage the risks efficiently. Alternative sources of funding will need to be sought for any Part 2A investigations and voluntary action encouraged.

### **References and Resources**

### Contaminated Land Statutory Guidance 2012

This document replaced Defra Circular 01/2006 and now addresses contaminated land excluding radioactively contaminated land.

### **Environment Agency**

The land contamination pages on the Environment Agency website provide a useful source of information on land contamination assessment.

### National Planning Policy Framework (revised)

Sets out the government's planning policies (including those for contaminated land) and how these are expected to be applied.

### **Environmental Protection Act 1990**

The contaminated land regime is set out in Part2A of the Environmental Protection Act 1990.

### **General Guidance**

https://www.gov.uk/contaminated-land

## Appendix 1 - Process for Identifying sites for Detailed Inspection

The inspection and remediation of contaminated land is a progressive activity. The council identifies areas and/or sites through the strategic inspection process where a more detailed study may be required. The process for identifying and prioritising sites has been developed using a GIS based site prioritisation tool.

In summary, for contaminated land to be identified the following are pre-requisites:

- One or more contaminant substances present, and;
- One or more specified receptors present, and;
- At least one plausible pathway between contaminant and receptor, (suggesting a contaminant linkage exists) and;
- A likelihood that the contaminant linkage will result in significant harm to one of the specified receptors or, the significant pollution of controlled waters.

### Strategic Inspection

It is a requirement of the strategy that potentially contaminated land shall, prior to detailed investigation, be listed and categorised according to a preliminary assessment of risk. The method used is based on that described in DETR Contaminated Land Research Report 6, 'Prioritisation & Categorisation Procedure for sites which may be Contaminated' (CLR 6). This is to ensure all further investigative work relates directly to seriousness of the potential risk and therefore the most pressing problems are identified and quantified first. CLR 6 has four Priority Categories which assist in the prioritisation process. These are outlined in the table below.

The Environment Agency will be consulted in respect to the priorities concerning controlled waters. Likewise Natural England and others who have specific interest will be consulted on ecologically significant issues.

Priority Category 1	Site likely not to be suitable for present use and environmental setting.  Contaminants probably or certainly present and very likely to have an unacceptable impact on key targets. Urgent assessment action needed in the short term.
Priority Category 2	Site may not be suitable for present use and environmental setting. Contaminants probably or certainly present and likely to have an unacceptable impact on key targets. Assessment action needed in the medium term.
Priority Category 3	Site considered suitable for present use and environmental setting. Contaminants may be present but unlikely to have an unacceptable impact on key targets. Assessment action unlikely to be needed whilst the site remains in present use or otherwise remains undisturbed.
Priority Category 4	Site considered suitable for present use and environmental setting.  Contaminants may be present but very unlikely to have an unacceptable impact on key targets. No assessment action needed while site remains in present use or undisturbed.

This preliminary risk assessment process seeks to identify contaminant-pathway-receptor linkages. Initial research may identify sites where either particular contaminants are likely or known to exist, or sensitive receptors are known to exist. No on-site assessment will be undertaken unless both are suspected or confirmed. Where evidence is inconclusive the situation will be kept under review.

As Priority Category 1 sites are likely not to be suitable for their present use, these will be investigated as soon as possible after they are identified.

It must be understood that the assessments at this preliminary stage are made on a limited amount of incomplete basic data and information, such as old surveys, maps, geological information and previous site investigation information where available etc. As more knowledge of the site is obtained, these assessments are revised and their Priority Category may change. The assessment of a site as Priority Category 1 does not necessarily infer the existence of a significant risk to one of the specified receptors.

### **Detailed Inspection**

Where evaluation of all available data suggests a significant contaminant linkage may exist, a requirement to consider determination of a site or part of a site as contaminated land under Part2A may exist. The statutory guidance is the principle point of reference in this regard.

Following the strategic inspection process, sites can become candidates for detailed inspection. In every case a detailed inspection is carried out by a, "suitable person", adequately qualified to undertake the work. Discretion is used at all times to minimise the effect on occupiers of the land.

To ensure the most appropriate technical procedures are employed the Council will have regard to the most up to date guidance available. Reference will be made to the CIRIA series and the CLR documents and the BS Code of Practice for Site investigation. In particular if contractors or consultants are appointed they should be quality assured and have appropriate Professional Indemnity Insurance.

### **Determining if land is contaminated**

There are four possible grounds for determining if land is contaminated:

- 1. Significant harm is being caused,
- 2. There is a significant possibility of significant harm being caused,
- 3. Significant Pollution of controlled waters is being caused,
- 4. Significant Pollution of controlled waters is likely to be caused.

In making any determination the Council will take all relevant information into account, carry out appropriate scientific assessments, and act in accordance with the statutory guidance and its categorising principles. The determination will identify all three elements of a contaminant linkage and explain their significance.

Once an area of land has been determined as likely to be contaminated land by statutory definition, the Council will prepare a Risk Summary as required by the statutory guidance.

The Council will then formally notify in writing all relevant parties that the land has been declared contaminated, these include:

- the owner(s),
- the occupier(s),
- those liable for remediation ('appropriate persons' in the statutory guidance),
- the Environment Agency who maintain a National database.

### Maintaining the public register

Should land be determined as "Contaminated Land" a remediation strategy should be agreed and the details must be entered onto Oxford City Council's <u>Contaminated Land Register</u>.

### Appendix 2

Appendix 2: Land Quality Strategy Risk Register

					Date Raised	Owner	Gr	oss	Current Residual		Comments	Controls						
Title	Risk description	Opp/ threat	Cause	Consequence			1	Р	1	Р	1	Р		Control description	Due date	Status	Progress %	Action Owner
Financial	New information indicating significant possibility of significant harm received. OCC responsible for investigating the land to determine if it is "Contaminated Land"	Т	Responsibilities of Local Authority under Part 2A of the EPA 1990.	Oxford City Council may need to fund all or part fund investigation and remediation and communicate carefully if the appropriate person cannot be identified.	20.10.2020	PS	3	1	3	1	3	1		Accept the Risk				
Financial, Reputationa and Physical	Oxford City Council identified as the "appropriate person" (as defined in Defra's Contaminated Land Statutory Guidance 2012). le. City Council liable for remediation costs etc.	T	New information received indicating that historic contamination is causing significant possibility of significant harm, land is investigated and determined as "Contaminated Land" under the Environmental Protection Act 1990.	Oxford City Council would need to fund investigation and remediation and communicate carefully.	20.10.2020	PS	3	2	3	2	3	2		Accept the Risk				
Financial	Oxford City Council is not the "appropriate person" but still incurs costs due to hardship assessment.	Т	New information received indicating that historic contamination is causing significant possibility of significant harm, land is investigated and determined as "Contaminated Land" under the Environmental Protection Act 1990.	Oxford City Council would need to fund or part fund investigation and remediation and communicate carefully.	20.10.2020	PS	3	1	3	1	3	1		Accept the Risk				
Reputational	Council fails to "lead by example"	T	Poor planning/ poor management/ lack of communication between departments.	Damage to Council standing.	20.10.2020	PS	2	2	2	2	2	1		Reduce the Risk				
Reputational/ Physical	Investigation and remediation through the planning process is not properly monitored or enforced through the planning process.	Т	Lack of resource in planning department to monitor and enforce planning conditions etc.	Damage to Council standing. Potential risk to public health/environment.	20.10.2020	PS	4	3	4	3	4	2		Reduce the Risk				
Reputational/ Physical	Investigation causes property blight	Т	Investigation not managed properly by the Council. Poor communication.	Damage to Council standing, Damage to local economy and local communities.	20.10.2020	PS	4	2	4	2	4	1		Reduce the Risk				

Reputational/ Physical Land quality data not	Т	Resources for internal	Inability for the Council to	20.10.2020	PS	4	2	4	2	4	1	Reduce the Risk		
managed efficiently		contaminated land work												
		reduced and/or processes												
		not followed.	through planning and											
			meet Land Quality											
			Strategy objectives.											

# Remote meeting Minutes of a meeting of the Cabinet on Wednesday 11 November 2020



### **Committee members present:**

Councillor Brown (Chair) Councillor Turner (Deputy Leader)

Councillor Hayes (Deputy Leader) Councillor Chapman

Councillor Clarkson Councillor Hollingsworth

Councillor Rowley Councillor Linda Smith

Councillor Tidball Councillor Upton

### Also present:

Councillor James Fry

Councillor Nadine Bely-Summers

### Officers present for all or part of the meeting:

Gordon Mitchell, Chief Executive

Tom Bridgman, Executive Director (Development)

Caroline Green, Assistant Chief Executive

Paul Leo, Interim Director of Housing

Nadeem Murtuja, Interim Executive Director for Communities

Anita Bradley, Monitoring Officer

Nigel Kennedy, Head of Financial Services

Dave Scholes, Housing Strategy & Needs Manager (Affordable Housing Supply Lead)

Ian Wright, Head of Regulatory Services and Community Safety

Richard Adams, Community Safety Service Manager

Tom Hudson, Scrutiny Officer

John Mitchell, Committee and Member Services Officer

### **Apologies:**

None.

### 81. Declarations of Interest

None.

### 82. Addresses and Questions by Members of the Public

None.

### 83. Councillor Addresses on any item for decision on the Board's agenda

None.

### 84. Councillor Addresses on Neighbourhood Issues

None.

### 85. Items raised by Board Members

None.

### 86. Scrutiny Committee Reports

Cllr Bely-Summers spoke to following reports of the Housing and Homelessness Panel.

### Impact of Covid-19 on the Private Rented Sector

The meeting of the Panel on 03 August 2020 had benefited from the views and insights of two members of the Oxford Tenants Union. Oxford residents spend the biggest proportion of their income on rents compared with the rest of the UK. The Panel felt it was appropriate to focus on tenants' rights during the pandemic and the support available from the Council to tenants at risk. All but one of the Panel's recommendations had been agreed by Cabinet.

### Housing Performance Q1

The meeting of the Panel on 8 October 2020 received a presentation outlining the key activities of the Housing Services team for the first quarter. The Panel made three recommendations concerning the Council's Winter provision for rough sleepers, with particular reference to those without recourse to public funding and those escaping domestic violence, all of which had been agreed by Cabinet.

### Recommendations concerning the Scrutiny-commissioned Rough Sleeping report

The meeting of the Panel on 05 November 2020 considered a report it had commissioned concerning the Council's activity regarding rough sleeping during the Covid-19 pandemic. The Panel heard that the Government had allocated £1m to the Homeless Team for the purposes of Move On accommodation. The Panel raised a number of issues concerning provision for rough sleepers and had concluded with one recommendation which had been agreed by Cabinet.

The Chair thanked Cllr Bely-Summers and the Panel for their contribution to this important area of work.

Cllr Hollingsworth, Cabinet Member for Planning & Housing Delivery, confirmed Cabinet's support for the recommendations flowing from the first report presented by Cllr Bely-Summers. The recommendations had covered areas of work already being broadly addressed by the Housing Services team but which were acknowledged to be

of sufficient importance to warrant reaffirmation of the need for them and to ensure that they were being done as well as possible. It had been very helpful to have the Panel and its non-Councillor member probing the Council's work in this area before going on to make the detailed recommendations they had. The final recommendation (that the Leader should send a letter to the Secretary of State for Housing, Communities and Local Government on the need for government to introduce practical policy changes to increase protection for renters etc) had already been addressed but as a letter sent by someone other than the Leader. The Chair added that she would, nonetheless, be happy to send such a letter herself, also.

In response to a question it was confirmed that there had been no discussion about Discretionary Housing Payment (DHP) or the spend of that budget at these Panel meetings. The Welfare Reform Team had however been monitoring the spend of the DHP budget and recent Scrutiny recommendations about the revised DHP addressed the need to improve the messaging about its availability.

Cllr Mike Rowley, Cabinet Member for Affordable Housing, confirmed Cabinet's response to the second and third reports presented by Cllr Bely Summers. The meetings with the Panel had been helpful. In relation to the recommendation concerning a review of the suitability of its emergency accommodation to those rough sleepers who have specific vulnerabilities he was able to add that one of the properties being prepared as part of the Next Steps accommodation programme would be for women only. He went on to emphasise that the Winter accommodation for rough sleepers in the City was for everyone, including those without recourse to public funds.

# Cllr Fry spoke to the following reports of the Finance & Performance Panel Recommendations concerning Performance Monitoring 2020/21 Q1

The Panel had been concerned at the lack of distinction between long and short term staff absences and he was pleased to see that there would be regular reporting of the matter in future and recognised that the suggestion of targets for these measures was not really practical.

The recommendation that the Council should investigate ways of measuring and monitoring productivity which take homeworking and the variable suitability of homeworking environments into account was already in hand.

### Recommendations concerning the Integrated Performance Report 2020/21 Q1

The Panel had recommended cessation of the use of 'optimism bias' in relation to capital budgets and slippage. Cabinet had agreed to this, looking to introduce, instead, a risk rating assessment of each project. Similarly the Panel had recommended the desirability of a clearer distinction between slippage and overspend in the case of capital projects. Cabinet had agreed to this too.

Cllr Ed Turner, Cabinet Member for Finance & Asset Management, agreed that reporting on the capital spend at a project level was preferable. It was important to recognise the practical challenges of accurately forecasting capital projects and the need for project managers to submit accurate and not overly optimistic forecasts for individual schemes at the outset. The present year had, inevitably, brought with it additional challenges about the timing of delivery.

# 87. Project Approval and Allocation of Next Steps Accommodation Programme Funding for Affordable Housing Delivery & Homelessness Prevention

The Head of Housing Services had submitted a report to seek project approval and delegations to enable capital spend, under the Next Steps Accommodation Programme, using grant received from Government for the purpose of acquiring additional Council housing for the purpose of reducing rough sleeping. To delegate to officers to enter into property purchase and other necessary agreements for the purpose of delivery affordable housing through this programme.

Cllr Mike Rowley, Cabinet Member for Affordable Housing, introduced the report which sought to bring forward "Housing First" properties, giving people the opportunity to take up places in social rented properties in parallel with the wrap around support necessary to help them sustain those tenancies. This was an approach with a proven track record in places as far afield as New York and Helsinki. While there was already a number of Housing First properties in the City, this report heralded a significant increase. Officers had already identified a number of people who would benefit from the scheme who had not been able to benefit from the traditional housing pathway. Overall it was hoped to purchase 50 such properties.

It was agreed that the element of wrap around support would be critical to the success of this approach and would need to be provided on a multi-agency basis; this would be the subject of a future Cabinet report.

The Chair noted that there had been discussions at a Leaders' level with neighbouring authorities and health partners in recognition of the need to work collectively to address these challenges.

#### Cabinet resolved to:

- Give project approval to the proposals, to accept grant and enter into spend for the purpose of delivering more affordable housing in Oxford, specifically under the Next Steps Accommodation Programme (NSAP) for the purpose of assisting rough sleepers through more affordable accommodation using a 'Housing First' accommodation model;
- 2. **Note** that the budget for further NSAP grant and spend in 2021/22 will be requested in the draft budget 2021/22 report to Cabinet in December 2020, and if agreed, in the budget 2021/22 report to Cabinet and Council in February 2021;
- 3. **Delegate authority** to the Director of Housing, in consultation with the Cabinet Member for Affordable Housing; the Head of Financial Services/Section 151 Officer; and the Council's Monitoring Officer, to enter into property purchase and other necessary agreements for the purpose of delivery affordable housing through the NSAP programme, within identified budgets, for the work referenced in this report;
- 4. **Delegate authority** to the Chief Executive, in consultation with the Cabinet Members for Finance and Asset Management, and Affordable Housing, to approve any agreements over £500,000 for affordable housing, within this project approval and budget envelope; and
- Recommend to Council that it approves a revision to the Housing Revenue
   Account (HRA) capital budget in 2020/21 of £1,195,750 for the initial purchase of 5
   properties, to be funded by capital grant from MHCLG/ Homes England of

£150,000; by Oxfordshire Housing and Growth (OGD) Deal funding of £275,000; and HRA Council borrowing of up to £770,750.

## 88. Alcohol and Dog Control Public Spaces Protection Orders

The Head of Regulatory Services and Community Safety had submitted a report to seek Cabinet approval for the implementation of the draft Dog Control Public Spaces Protection Order and the Alcohol Disorder Public Spaces Protection Order (PSPOs).

Cllr Louise Upton, Cabinet Member for Safer Healthy Oxford, introduced the report. The current PSPOs were due to expire later in the month having been in place for three years. PSPOs gave an authority the power to determine that a particular activity was illegal. This was a serious matter and before their introduction or renewal a number of tests had to have been met. It was necessary to demonstrate that an activity was persistent or continuing and that it was unreasonable. Evidence had been gathered from a public consultation, the police and officers. The main change from the current PSPOs was that the proposed alcohol PSPO would no longer cover the whole City but be limited to areas where there was documentary evidence of a problem. The alcohol PSPO was recognised to have been a very useful tool, allowing officers and the police to engage with people being anti-social, confiscating alcohol if necessary but without ever having recourse to fines or prosecution. Having been able to address anti-social behaviour without criminalising those concerned (many of whom were vulnerable) should be regarded as a great success. The Council had a range of measures to deal with anti-social behaviour which started from the principle of low level engagement and dialogue but PSPOs were an important tool in the face of persistent and unreasonable behaviour.

It was noted that the police had been making good use of the current alcohol PSPO in relation to the current Covid secure environment.

Cabinet expressed some concern about the reduction in scope of the current alcohol PSPO, particularly in relation to parks and open spaces where fires and barbeques, for example, often caused a public nuisance and where alcohol was often a feature. In response it was noted that the revised PSPO still included those parks and spaces for which there was evidence of a need on the basis of information provided by the parks and green spaces team and the police.

The Community Safety Manager said the Constitution now gave authority to an Executive Director, in consultation with the Cabinet Member with responsibility for community safety, to introduce a new PSPO within a Ward if the need arose (subject to the usual consultation and evidence tests). For such a small scale PSPO the process could be relatively swift. Furthermore, extension of the PSPO before Cabinet could probably be introduced relatively swiftly if a need was demonstrated and on the basis of the information collected for the current review with the proviso that it was not too long after the original consultation and evidence gathering.

The Chair asked that all Councillors be provided with information about options for addressing and how to report anti-social behaviour in their Wards. Consideration should also be given to the need for measures which might be needed to address other

anti-social behaviours in parks and open spaces such as barbeques and fires which have public safety and environmental implications.

#### Cabinet resolved to:

- 1. **Approve** the implementation of a Dog Control Public Spaces Protection Order as set out in Appendix 1; and
- 2. **Approve** the implementation of an Alcohol Control Public Spaces Protection Order as set out in Appendix 2.

## 89. Street Naming and Numbering Policy

The Head of Law and Governance had submitted a report seeking Cabinet approval for the updated Street Naming and Numbering Policy for the Council.

Cllr Nigel Chapman, Cabinet Member for Customer Focused Services, introduced the report. The Council had a legal responsibility for determining street names and house numbering and needed to ensure that it was done in a professional and transparent way which resulted in unique and unambiguous addresses for everyone. The matter of street naming often generated considerable and understandable interest but it was necessary to be clear that the final decision rested with the Council. In the case of new streets which might be named after people, the default position was that a reasonable period of time should have elapsed since their passing to give time for a considered reflection of its appropriateness.

There was a growing public appetite for the reconsideration of the suitability of some names which, with the passage of time and new perceptions, may now seem tainted. While this was still a relatively infrequent occurrence, the policy surrounding it needed to be clear, and set out a two stage process. The Council would need to be assured that there was broad support for such a change in the local community, particularly from those living in the street in question. The final decision would need to have the active support of a substantial proportion of those residents living in the street at the time of the consultation.

#### Cabinet resolved to:

- 1. **Approve** the Street Naming and Numbering Policy; and
- 2. **Delegate** authority to the Head of Law and Governance to make any amendments to the draft Street Naming and Numbering Policy as a result of the Cabinet's consideration of it.

#### 90. Minutes

Cabinet resolved to APPROVE the amended minutes of the meeting held on 14 October 2020 as a true and accurate record.

# 91. Dates of Future Meetings

Meetings are scheduled for the following dates:

- 09 December
- 20 January
- 10 February
- 10 March
- 14 April

All meetings start at 6pm unless otherwise stated

The meeting started at 6.00 pm and ended at 7.10 pm	
Chair Date:	Wednesday 9 December 2020



# Agenda Item 23

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

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