

# Agenda

## Cabinet

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**This meeting will be held on:**

**Date: Wednesday 20 January 2021**

**Time: 6.00 pm**

**Place: Zoom - Remote meeting**

**For further information** please contact:

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

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✉ [jmitchell@oxford.gov.uk](mailto:jmitchell@oxford.gov.uk)

**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 [website](#)

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

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*[All public papers are available from the calendar link to this meeting once published](#)*

## Cabinet Membership

### Leader/ Chair

Councillor Susan Brown (Chair)	Leader of the Council, Cabinet Member for Economic Development and Partnerships
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### Cabinet Members

Councillor Ed Turner (Deputy Leader)	Deputy Leader (Statutory), Cabinet Member for Finance and Asset Management
Councillor Tom Hayes (Deputy Leader)	Deputy Leader, Cabinet Member for 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.

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# Agenda

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

		Pages
1	<b>Apologies for Absence</b>	
2	<b>Declarations of Interest</b>	
3	<b>Addresses and Questions by Members of the Public</b>	
4	<b>Councillor Addresses on any item for decision on the Board's agenda</b>	
5	<b>Councillor Addresses on Neighbourhood Issues</b>	
6	<b>Items raised by Board Members</b>	
7	<b>Scrutiny Committee Reports</b>  Scrutiny Committee meets on 12 January. Any recommendations to Cabinet from that meeting will be published as a supplement.	
8	<b>Re-gear of the second floor lease at 20-24 Queen Street (Ramsay House)</b>  <b>Lead Member:</b> Deputy Leader (Statutory) - Finance and Asset Management (Councillor Ed Turner)  The Executive Director Development has submitted a report to approve a change in the current lease arrangements to provide an improved income stream to the Council and to facilitate investment in the asset to improve and diversify the city centre offer.  <b>Recommendations:</b> That Cabinet resolves to:  1. <b>Approve</b> the outline terms in relation to the changes to the lease arrangements, as set out in Exempt Appendix 3 - not for publication; and  2. <b>Delegate authority</b> to the Executive Director – Development, in consultation with the Cabinet Member for Finance & Property, the Head of Finance and the Head of Law & Governance, to approve the changes to the lease.	11 - 18

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## 9 1-3 George Street refurbishment

19 - 40

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

The Executive Director (Development) has submitted a report to seek approval to fund and enter into a contract for the building refurbishment of 1-3 George Street, to provide affordable managed workspace in the heart of the city centre.

**Recommendations:** That Cabinet resolves to:

1. **Delegate authority** to the Executive Director Development, in consultation with the Council's Section 151 Officer and the Head of Law and Governance to agree and enter into a building contract for the refurbishment works and associated professional services, following the conclusion of a current procurement exercise;
2. **Delegate authority** to the Executive Director Development, in consultation with the Council's Section 151 Officer and the Head of Law and Governance to and to enter into agreement with an operator to manage the building and provide business support services, following the conclusion of a current procurement exercise; and
3. **Recommend to Council** to approve a capital budget of £1.921m to deliver the project with the enhanced sustainability option and including the use of up to £800K of funds awarded to the Council from OxLEP's Local Growth Fund. This will be split £454K in 20/21, £1.361m in 21/22 and £106K in 22/23. This is an increase to the proposed capital allocation in 21/22 consultation budget and the rationale for this increased investment is set out in the confidential Appendix 1.

## 10 Air Quality Action Plan

41 - 116

**Lead Member:** Deputy Leader - Green Transport and Zero Carbon Oxford (Councillor Tom Hayes)

The Transition Director has submitted a report to approve adoption of Oxford's Air Quality Action Plan (2021-2025, as amended) following public consultation.

**Recommendation:** That Cabinet resolves to:

1. **Approve** adoption of Oxford's Air Quality Action Plan (2021-2025, as amended) following public consultation.

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11      **Housing Infrastructure Funding for Osney Mead  
Innovation Quarter**

117 -  
124

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

The Executive Director Development has submitted a report to provide an update on the use of the Housing Infrastructure Funding (HIF) that has been secured for Osney Mead (OMHIF). The report seeks approval to agree changes to the milestones for the delivery of the infrastructure in the funding agreement with Homes England and agreements needed to facilitate the drawdown and implementation of the funding.

**Recommendations:** That Cabinet resolves to:

1. **Agree** the proposed changes to the HIF agreement with Homes England to facilitate the securing of the HIF funding, the delivery of the infrastructure and the recouping of funding;
2. **Delegate authority** to the Executive Director for Development, in consultation with the Cabinet Member for Planning and Housing Delivery, and the Head of Law and Governance, to agree the final amendments to the contract, in line with the proposed changes, and any other changes that are considered necessary to facilitate effective delivery of the funding agreement with Homes England;
3. **Delegate authority** to the Executive Director for Development in consultation with the Cabinet Member for Planning and Housing Delivery, and the Head of Law and Governance, to enter into a legal agreement with the Environment Agency to enable HIF funding for the Oxford Flood Alleviation Scheme to be transferred to the Environment Agency, in accordance with the terms of the Homes England Agreement;
4. **Delegate authority** to the Executive Director for Development, in consultation with the Cabinet Member for Planning and Housing Delivery, and the Head of Law and Governance, to enter into a legal agreement with the University of Oxford, if necessary, regarding the delivery of the residential development identified in the HIF agreement;
5. **Undertake** the works necessary to implement the HIF funding agreement including the drawdown of funding, monitoring and reporting, minor variations agreed with Homes England; and

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6. **Delegate authority** to the Executive Director for Development, in consultation with the Cabinet Member for Planning and Housing Delivery and the Head of Law and Governance, to enter into contracts, following agreement of the Development Board and an appropriate procurement process, for the walking and cycling infrastructure works covered by the HIF Agreement with Homes England.

## 12 **Statement of Community Involvement (SCI)**

125 -  
176

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

The Head of Planning Services has submitted a report seeking Cabinet's agreement to publication of the draft updated Statement of Community Involvement (SCI) for public consultation.

**Recommendation:** That Cabinet resolves to:

1. **Agree** to publish the draft updated Statement of Community Involvement (SCI) for public consultation.

## 13 **Meanwhile in Oxfordshire (Additional recommendation)**

177 -  
196

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

The Executive Director (Development) has submitted a report to add an additional recommendation to the report agreed at Cabinet on 9 December 2020. A further recommendation is required to seek approval to include the £1.875m funding across the 2020/21 and 2021/22 Council budget. All other aspects of the project remain unchanged, please refer to the Cabinet Report of 9 December 2020 for full details.

**Recommendation:** That Cabinet resolves (in addition to the three recommendations agreed in December Cabinet) to :

1. **Recommend to Council** the establishing of a budget £1.875m (capital) within the Council's capital programme, profiled across 2020-21 and 2021-22, subject to contracting with OxLEP.

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14	<b>Minutes</b>	197 - 212
	<b>Recommendation:</b> That Cabinet resolves to <b>approve</b> the minutes of the meeting held on 09 December 2020 as a true and accurate record.	
15	<b>Decisions taken under Part 9.3 (b) of the Constitution</b>	213 - 216
	The Head of Paid Service (Chief Executive) has submitted a report asking Cabinet to note the decisions taken by the Head of Paid Service (Chief Executive) using the urgency powers delegated in Part 9.3(b) of the Constitution.	
	<b>Recommendation:</b> That Cabinet resolves to:	
	1. <b>Note</b> the decisions taken as set out in the report.	
16	<b>Dates of Future Meetings</b>	
	Meetings are scheduled for the following dates:	
	<ul style="list-style-type: none"> <li>• 10 February</li> <li>• 10 March</li> <li>• 14 April</li> </ul>	
	All meetings start at 6pm unless otherwise stated	
17	<b>Matters Exempt from Publication</b>	
	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.	

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## **Part Two – matters exempt from publication**

<b>18</b>	<b>Re-gear of the second floor lease at 20-24 Queen Street (Ramsay House) - Appendix 3 &amp; 4</b>	<b>217 - 234</b>
<b>19</b>	<b>1-3 George Street refurbishment - Appendix 1</b>	<b>235 - 240</b>
<b>20</b>	<b>Decisions taken under Part 9.3 (b) of the Constitution Appendix 1</b>	<b>241 - 242</b>
<b>21</b>	<b>Confidential minutes of previous meeting</b>	<b>243 - 244</b>

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## **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 [cabinet@oxford.gov.uk](mailto:cabinet@oxford.gov.uk) ).

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

The Chair has discretion in exceptional circumstances to agree that a submitted question or related statement (dealing with matters that appear on the agenda) can be asked verbally at the meeting. In these cases, the question and/or address is limited to 3 minutes, and will be answered verbally by the Chair or another 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.

**To:** Cabinet  
**Date:** 20 January 2021  
**Report of:** Executive Director – Development  
**Title of Report:** Regear of Lease 20-24 Queen Street

Summary and recommendations	
<b>Purpose of report:</b>	To approve a change in the current lease arrangements to provide an improved income stream to the Council and to facilitate investment in the asset to improve and diversify the city centre offer
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Ed Turner, Cabinet Member for Finance & Property
<b>Corporate Priority:</b>	Foster an inclusive economy
<b>Policy Framework:</b>	Council Strategy 2020-2024
<b>Recommendations:</b> That Cabinet resolves to:	
<ol style="list-style-type: none"> <li>1. <b>Approve</b> the outline terms in relation to the changes to the lease arrangements, as set out in Exempt Appendix 3 - not for publication; and</li> <li>2. <b>Delegate authority</b> to the Executive Director – Development, in consultation with the Cabinet Member for Finance &amp; Property, the Head of Finance and the Head of Law &amp; Governance, to approve the changes to the lease.</li> </ol>	

Appendices	
Appendix 1	Plan
Appendix 2	Risk register
Appendix 3	Exempt Appendix 3
Appendix 4	Exempt Appendix 4

## Introduction and background

1. The Council owns the freehold interest in the whole of 20-24 Queen Street. The property is let under the terms of a long lease, with 101 years unexpired on this head lease, for which a ground rent is received.
2. The property comprises retail at ground and basement level with purposes built offices on the 2<sup>nd</sup> floor. The 1<sup>st</sup> floor was previously retail space and is currently being marketed as office accommodation. A plan showing the location is in Appendix 1
3. Oxford City Council has leased back the 2nd floor offices, which it used to occupy. It holds a further 101 years, but with landlord breaks from 2041. The Council currently lets this property to an external party.
4. The head lease of the building has recently been purchased by a third-party, and following commercial discussions with them, the Council is proposing a change to its interest in the offices at second floor.
5. Outline terms have been agreed for this transaction and approval is sought to work up detailed heads of terms and proceed enter into the transaction described in the not for publication appendix 3.

## Financial implications

6. The new arrangements provide additional secure income to would support the Council's Medium Term Financial Plan. Further details are in Appendix 3 - not for publication.

## Legal issues

7. Section 123 of the Local Government Act 1972 requires that where the Council disposes of land, it does so for the best consideration that can reasonably be obtained. This transaction will be supported by external advice which confirms that the terms meet this obligation.

## Level of risk

8. A Risk assessment is attached at Appendix 2

## Equalities impact

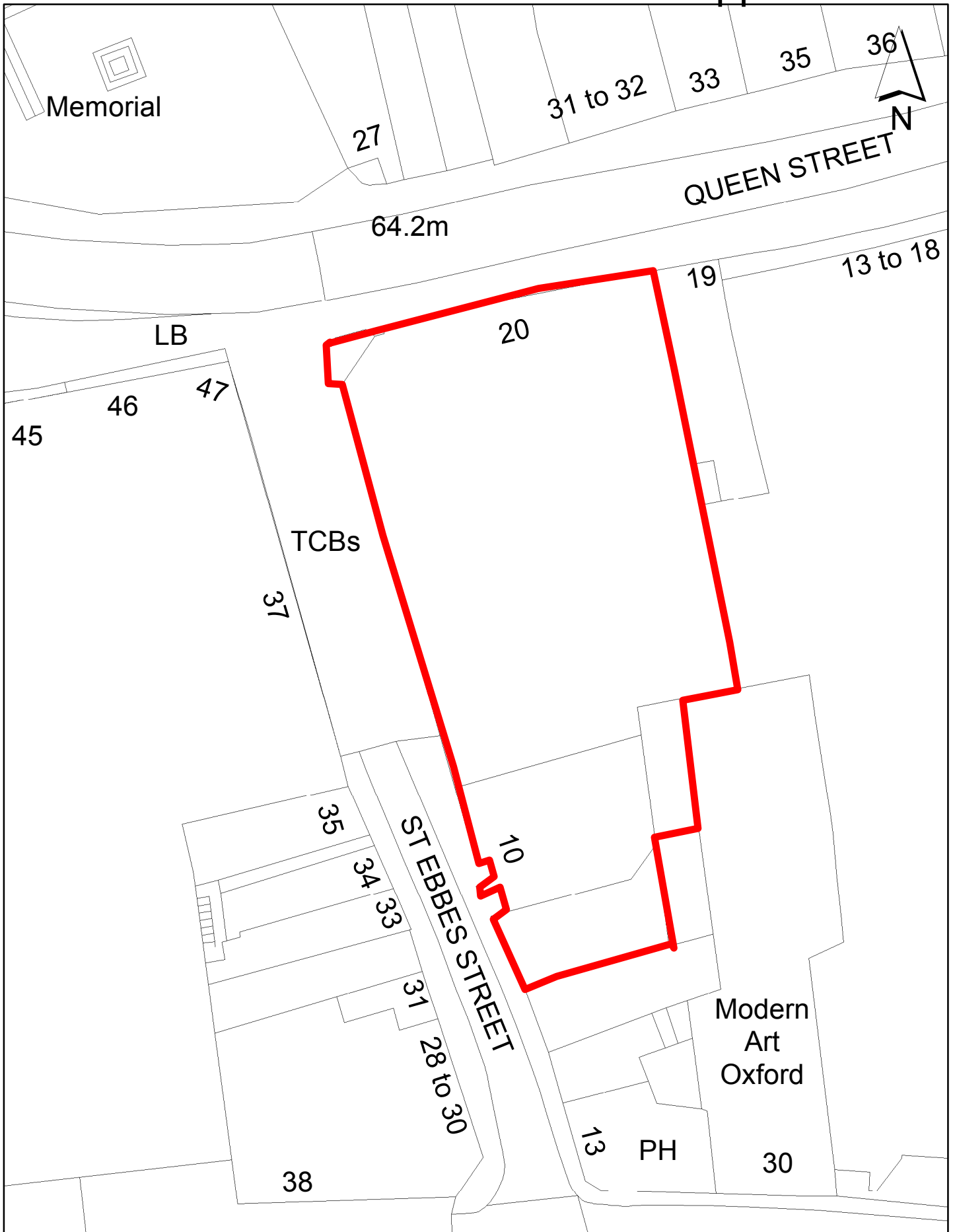
9. This transaction will generate a return to the General Fund, enabling the Council to provide discretionary services which delivers benefit to the most vulnerable.

<b>Report author</b>	Julia Castle
Job title	
Service area or department	Corporate Property
Telephone	01865 212223
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**Background Papers:** None



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**BHS site -corner of Queen Streett & St Ebbs Street**

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Ordnance Survey 100019348.

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## Appendix 2

## Appendix 2: Risk Register

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**To:** Cabinet  
**Date:** 20 January 2021  
**Report of:** Executive Director (Development)  
**Title of Report:** Refurbishment and conversion of 1-3 George Street into managed workspace

Summary and Recommendations	
<b>Purpose of report:</b>	To seek approval to fund and enter into contract for the building refurbishment of 1-3 George Street, to provide affordable managed workspace in the heart of the city centre.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Alex Hollingsworth, Planning and Housing Delivery, Councillor Ed Turner, Finance and Asset Management
<b>Corporate Priority:</b>	Vibrant and Sustainable Economy A Clean and Green Oxford
<b>Policy Framework:</b>	Council Strategy 2020-2024
<b>Recommendations:</b> That Cabinet resolves to:	
1.	<b>Delegate authority</b> to the Executive Director Development, in consultation with the Council's Section 151 Officer and the Head of Law and Governance to agree and enter into a building contract for the refurbishment works and associated professional services, following the conclusion of a current procurement exercise;
2.	<b>Delegate authority</b> to the Executive Director Development, in consultation with the Council's Section 151 Officer and the Head of Law and Governance to and to enter into agreement with an operator to manage the building and provide business support services, following the conclusion of a current procurement exercise;
3.	<b>Recommend to Council</b> to approve a capital budget of £1.921m to deliver the project with the enhanced sustainability option and including the use of up to £800K of funds awarded to the Council from OxLEP's Local Growth Fund. This will be split £454K in 20/21, £1.361m in 21/22 and £106K in 22/23. This is an increase to the proposed capital allocation in 21/22 consultation budget and the rationale for this increased investment is set out in the confidential Appendix 1 – Not for Publication

## Appendices

Appendix 1	Commercial Case - Confidential
Appendix 2	Risk Register
Appendix 3	Equalities Impact Assessment

### Introduction and background

1. 1-3 George Street comprises a vacant mixed use building in a prime city-centre location. The building's condition has deteriorated internally and in its current condition does not meet minimum regulatory energy performance and other standards. It now requires significant works to refurbish the building to provide a rental income to the council.
2. The delivery of workspace in the city-centre is one of the main areas of intervention identified in the City Council's Corporate Strategy and Business Plan, and emerging Oxford City Council Economic Development Strategy. The evidence base from the City Council's Draft Economic Development Strategy has further demonstrated a need to provide workspace that local people and businesses can access. It recognises that more, improved and innovative space needs to be made available if the city wants to be both competitive and meet its inclusive economy corporate objectives.
3. The county-wide Local Industrial Strategy positions Oxfordshire as one of the top-three global innovation ecosystems, providing an ambitious, long-term vision for economic growth between now and 2040, backed by business. Key to that is a successful city centre in Oxford that supports creative, social enterprise and technology sectors and provides an environment for people and businesses to thrive.
4. For these reasons, the 15<sup>th</sup> July 2020 Cabinet gave approval for the Council to enter into grant funding arrangements and contractual terms with OxLEP for £1.93m of Local Growth Funding (LGF) to part-fund the delivery of new and/or refurbished workspaces at 1-3 George Street and Standingford House, Cave Street, subject to detailed feasibility and design work which would be subject to a future Cabinet Report.
5. There is an imperative to move forward with the development given the condition of the property, which is not currently lettable and furthermore, to take the opportunity of using time-limited OxLEP funding to deliver accessible workspace, as part of the city's economic recovery agenda. The improvements will also achieve sustainable re-use of an existing building, significant improvements in energy efficiency and a reduction in carbon emissions of up to 48%.
6. The COVID-19 crisis has understandably created significant uncertainty in the wider commercial property market. The feasibility and appraisal work has therefore explored how best to position the project within that context for example, by optimising flexibility of use, and positioning the options to meet the needs of the evolving flexible workspace market.

### The Project

7. The detailed feasibility and design work to RIBA Stage 3 for 1-3 George Street has now been completed and this report details the subsequent proposals including the options appraisal, development appraisal and business case. The Stage 3 Report is include in the background papers.
8. The project proposal is for the refurbishment of 1-3 George Street property, in Oxford City Centre, which is owned by the Council. It will provide approximately 471.9sqm (5,079 sq.ft) of lettable accommodation.
9. In providing a funding contribution to the scheme, OxLEP were keen to work with the City Council to explore the potential for a creative workspace hub and a range of different workspace typologies, including co-working, studio, workshops etc. The grant funding from OxLEP is to be used to support the inclusive economy agenda, by allowing the scheme to come forward in a way that provides both affordable and accessible space.
10. The OxLEP funding agreement, aligns with project objectives, identifying key requirements including; promoting economic growth in Oxford, providing much needed premises for new and small businesses to operate from within the City centre, working with partners to support start-ups and to provide space for small businesses in key sectors important to Oxford's economy including: the creative sectors, social enterprises and wider knowledge based businesses. The funding must be spent in this financial year and next due to the Government's funding rules. The LEP's funding agreement obligates the Council to begin construction of the George St development from January 2021.
11. The proposal, supported by the project business case, is also to select an experienced workspace operator to let and operate the development to maximise economic and social outcomes.
12. The Council appointed a consultancy team to carry out feasibility and design work. The consultant team included project management, cost consultancy and an architect led design team. The consultant brief was to review options to refurbish/ redevelop the building including, compliance with minimum Building Regulation standards and improvements to energy performance to at a minimum meet Minimum Energy Efficiency Standards (MEES). Additional options to extend the building and enhance the specification and further improve energy efficiency to meet the need for inclusive and accessible office space that would be attractive to business start-ups in the creative industries, digital, social enterprise, and other sectors currently under-represented in the city centre were considered.
13. The brief also required the options to be assessed against the Council's core requirements of; building compliance with regulations and to enable the building to be let, providing inclusive, accessible and attractive workspace, technical considerations including safety and sustainability, and financial considerations to ensure the workspace is affordable.

## **Options Appraisal**

14. The RIBA Stage One appraisal explored six options against the core requirements; do nothing, minimum refurbishment, enhanced refurbishment, and enhanced refurbishment with options to extend the building to the rear, extend at roof level or extend at both rear and at roof level.

15. The minimum level refurbishment would include the provision of a new internal lift from ground to first floor only, new services including fire alarms and IT and new windows. During the feasibility and design process initial feedback was received from potential operators supporting an increased level of refurbishment and to increase the attractiveness of the building to the market. This feedback was incorporated into the enhanced proposals. The resultant enhanced refurbishment options propose a new external lift servicing all floors, internal layout improvements to support flexible working, enhanced services, and fabric improvements to improve energy efficiency, a rear external terrace and internal lightwell.
16. The minimum level refurbishment would offer limited improvements to Inclusive Access to meet Building Regulations including a lift from ground to first floor only and the addition of an accessible WC. The proposed full refurbishment option includes additional inclusive access measures throughout to ensure the building is fully accessible.
17. The Options Appraisal include the requirement to meet and exceed MEES standards and Building Regulations as a minimum (the compliant option) and included costed options to achieve further enhancements including a target of BREEAM Excellent and Zero Carbon options.
18. Commercial agents were appointed by the Council to undertake a valuation of the site. The initial valuation assessed primary uses including residential, hotel and office use and assuming retail use to be retained at ground floor level. Office space generated the highest site value having taken into account planning risk and programme implications of alternative uses.
19. The valuation further assessed a range of office options for the building. The valuation showed that the site value of Option 2 - Minimum Refurbishment, and Option 3 – Full Refurbishment generated the highest value of the options assessed and that Option 3 *“offered a longer term solution to providing lettable office space and thus a more attractive income stream profile and robust capital value”*.
20. The options that included extending the building, either to the rear and/or the roof, generated significantly less value taking into account planning risk and the additional development costs, set against likely income.
21. As such, the business case undertaken to support the capital investment recommends the enhanced refurbishment, with no building extension option.

## **Sustainability**

22. A series of environmental improvement and sustainability options, including zero carbon, BREEAM and other enhancements over and above the planning policy requirements have been considered.
23. At a minimum the brief required consequential improvements to the existing fabric, internal environment and building services to comply with MEES regulations for offices. This Building Regulations compliant option included a series of consequential improvements, including improvements to the building fabric air-tightness, double glazed windows, high efficiency heat recovery ventilation unit(s), and high efficiency VRV/VRF air conditioning with heat recovery. This would not achieve BREEAM Very Good but would secure compliance with regulations.

24. A further option to consider BREEAM Excellent was evaluated. The review confirms that BREEAM Excellent cannot be achieved because of the limitations of the existing building; the location of the building in a conservation area limit alterations to the fenestration to improve daylight and natural ventilation, and there is limited scope to reduce energy by passive measures. In addition there are difficulties in achieving waste credits linked to re-use of materials because of the type of material being stripped out. However, the review did indicate that BREEAM Very Good was achievable.
25. The proposal is therefore to work within the recommended budget envelope to secure a BREEAM Very Good, including further improvements to the compliant model and building fabric, both air-tightness and insulation, enhancement to triple glazed windows, as well as the use of PV at roof level. The current scope also includes particular attention to water consumption; low water consumption appliances will be specified and water flow restrictors. The target is therefore to achieve BREEAM Very Good and while the BREEAM assessor has calculated this is achievable it will be subject to further assessment and cannot be guaranteed. This option will also be subject to further planning approvals e.g. for rooftop PV as the site is within a conservation area and consent cannot be guaranteed.
26. SALIX funding will also be available to support the improvements and subject to the technical design included as part of the contract.
27. Zero Carbon has been considered however, it is inherently difficult to achieve zero carbon on a refurbishment project without offsetting due to the restrictions of the existing fabric, structure, orientation and planning restrictions for example. The consultant approach has been to assess using BREEAM as above.
28. However, zero carbon *in use* is proposed with no fossil fuel environmental services to be used within the building and with the proposal to use a green energy supplier. In addition all installed services are to meet or exceed good practice in the design of the building.

### **Accessibility & inclusivity**

29. The proposal has been designed to be fully accessible throughout. The circulation and access includes level thresholds, wheelchair accessible lift to all floors, wheelchair refuges at each level and more generous circulation routes. A wheelchair accessible WC is included with all other WC's being designed to an ambulant disabled specification.
30. Internal finishes will provide visual contrast and improved legibility including a clear easy to use signage strategy for those with visual impairments and to support those not familiar with the building.

### **Planning**

31. A full planning application was submitted on the 12th October 2020, including the proposed use of the building as office space, with ancillary food and beverage area to the ground floor (Use Class E), formation of a new external roof terrace at first floor level and formation of a lightwell and external lift shaft to the rear. The application is to be determined at Committee 19th January 2021.

Two pre-Application meetings were held as part of the design development. This confirmed that the principle of proposed use strategy is likely to be acceptable.

Following recent changes to the use class order, all floors will be designated Class E, but with an ancillary food and beverage offer to the ground floor to maintain an active frontage to support George Street.

### **Operator**

32. The space is proposed to be run by an external operator. This approach, is known as “managed workspace”. The operators will be able to deliver both affordable and commercial workspace as part of a blended offer, with a third of space being delivered at 80% of market rate. REDO were appointed in early 2020 to undertake a workspace market assessment, which was later supplemented with soft-market testing led by officers. The assessment showed that the operator market possesses clear capabilities that would maximise chances of success in any workspace offer including market knowledge, innovative business models and knowledge of early stage business needs together with a clear support network.
33. Early input from an operator was identified as necessary to determine interest in the proposals and address the uncertainties in the commercial property market created by COVID-19.
34. Soft market testing of the workspace operator market was undertaken through a Prior Information Notice which sought expressions of interest in tendering for the work and assisted the consultant team in developing options for consideration. The response to the PIN confirmed that there was sufficient interest from operators with experience of the accessible office market to pursue the tender.
35. The Invitation to Tender (ITT) sought to select a preferred operator to provide financial value to the Council via maximising financial return on assets, and generate a revenue stream, while ensuring delivery of the schemes’ broader inclusivity and accessibility objectives.
36. The operators were also required to detail their vision for the workspace, and which responds to the City Council’s Corporate Plan Inclusive Economy objectives.
37. The ITT offered operators the opportunity to bid for 1-3 George Street only, or 1-3 George St and Cave Street together, or Cave Street only. Six tenders were received of which four met the minimum requirements.
38. The procurement exercise for the operator has not yet concluded, with a formal appointment expected in January, subject to Cabinet and Council approving the recommendations in this report.

### **Outline Business Case**

39. An Outline Business case for 1-3 George Street has been produced in line with HM Treasury’s Five Case Model. This is required to demonstrate that the proposed public sector investment is supported by a robust strategic case for action, offers impact and value for money, is feasible across procurement strategy, delivery, risk allocation, and state aid, and is financially affordable in terms of costs, income and available grant funds. Finally, it was used to test that the project be delivered successfully in regards to the management case.
  - a. A range of strategic objectives to inform evaluation of the case were devised, based on the case for action, but balanced with the council’s

strategy to ensure ongoing income is derived from its assets. These criteria include;

- b. To provide financial value to the Council, maximising long-term financial and social return on assets, and seeking opportunities to generate revenue streams, while delivering the schemes' broader objectives. A commercial reference case was included for comparison
- c. To agree a clear and compelling vision for George St, which responds to the City Council's Corporate Plan Inclusive Economy objectives, providing an option with a focus on business start-up, survival and growth, potentially in the creative industries, digital, and social enterprises.
- d. Develop an option with an appropriate and flexible mix of workspace typologies, including affordable workspace, and occupancy / membership options to encourage new and existing businesses to enter the space.
- e. Ensuring a technically deliverable and compliant scheme
- f. Optimising sustainability benefits

#### The Strategic Case.

40. Oxford City Council's Corporate Plan and four year Business Plan has identified the need for a greater quantity and quality of flexible and affordable entrepreneurial workspace. This is supported by the draft Economic Development Strategy as a priority action to support a more productive, sustainable and inclusive economy. More workspace needs to be made available if the city wants to be both competitive and meet its inclusive economy corporate objectives.

#### The Economic Case

41. An options appraisal has been undertaken, identifying short-listed options for comparison including commercial tenancy and operator led development, alongside the 'do nothing' reference case.

42. Both the commercial tenancy options and operator led development options are viable however, the Operator led option provides the best economic case, providing greater impact in quantitative and qualitative terms (wider benefits). This will result in;

- The creation of 85 jobs (47 in commercial case)
- Support 28 construction job years (comparable in commercial case)
- £36.7m Gross Value Added over ten years (£20.4m in Commercial case)

43. Moreover, a range of enhanced wider economic benefits and objectives will be directly addressed in the operator led option including; development of an improved pipeline of growing businesses, improved employability outcomes through training, improved workspace affordability, sustainable re-use of an existing building, city centre regeneration benefits, knowledge spill-over effects and the attraction of talent. Income inequality will be addressed through the encouragement of the OLW by the operator.

44. An operator led model that also achieves BREEAM Very Good is recommended as this will further meet the Council's Corporate Plan objectives and respond to declaration of Climate Emergency.

#### The Commercial Case

45. The council appointed an external consultant, REDO, to undertake a workspace market assessment in early 2020 and this was later supplemented and supported with soft-market testing with potential operators. The findings demonstrated continuing high levels of demand for flexible office space post pandemic.
46. The operator opportunity has been tendered to find suitably experienced operators to manage the completed development. The tender has confirmed there is operator interest in George Street as a stand-alone development and separately as a partner project with Standingford House, Cave Street.
47. The bids show that the minimum level of return required for the viability of the project can be achieved and as detailed in the Confidential Appendix 1
48. The Valuation Report carried out by the Council's consultants has demonstrated the viability of the proposed development using the current value of the building plus spend, less completed value. This confirms that the proposed refurbishment option delivers the best development value for the site.
49. The commercial option would produce a viable refurbishment of the building but fails to deliver the wider economic benefits and objectives. The appraisal shows that an operator led refurbishment option to BREEAM Very Good standard when supported by the OxLEP grant funding would deliver a viable development but also addresses the wider Council Corporate Plan objectives including sustainability and supporting the inclusive economy.

#### The Financial Case

50. The proposal to deliver the accessible and inclusive office space is supported by the OxLEP grant funding.
51. The Council has appointed cost consultants to prepare a detailed cost plan as part of the RIBA Stage 4 proposals. This includes construction costs, development costs and OCC management costs.
52. While there is relative certainty because the scheme is at RIBA Stage 4 with tender packages complete, potential supply issues around the end of EU Transition and the impact of COVID-19 cannot be ignored. For this, reason a 15% budget contingency is included.
53. The operator tender returns have confirmed that the project is viable, in terms of the likely income needed to cover the upfront capital investment.

#### The Management Case

54. The Council's project team and internal procedures are supported by external project managers and cost consultants appointed to ensure the project can be delivered. The Management Case is further supported by oversight from OxLEP with regular reporting by the Council's project team to OxLEP Programme Managers.

#### Programme

55. Under the terms of the OxLEP Local Growth Funding agreement all works to 1-3 George Street were to be completed by end March 2021. The design development works and the need for operator input has prolonged the feasibility, appraisal and contractor feedback phase of the project. In addition initial contractor assessment has indicated a longer build programme. OxLEP are to

approve the revised timetable at their programme review on the 10th February 2021 following the Cabinet/Council decision on proceeding with the project.

56. Key dates set out in the funding agreement pre-conditions on programme and delivery are:

- a. Council approval to Match Funding – revised date 1<sup>st</sup> February 2021
- b. Match Funding secured (with Council approval) – revised date 29<sup>th</sup> January 2021
- c. Building Completion – revised date 15<sup>th</sup> August 2021

57. To achieve a start on site immediately after Council approval (if granted) a building contract will need to be in place ready for signing. The Council has instructed the consultant team to develop the proposals to RIBA Stage 4 Technical Design and Tender. The consultants have engaged with ODSL during the detailed design development. ODSL are to tender the works and this will be evaluated to ensure compliance and demonstrates value for money. ODSL has already demonstrated that they have the capacity and capability to undertake the work. Should their tender be acceptable then the appointment of ODSL, subject to Council approval, will enable the earliest possible start on site to meet the OxLEP programme.

### **Financial implications**

58. The total projected capital cost for the works is £1.921m including contingency

59. The Council will need to invest capital funds in the George Street development alongside funding from OxLEP grant to be spread across both sites.

60. £1.6m has been identified in the current Council Consultation budget's capital programme inclusive of £750K grant allowance and £145K of feasibility funding already allocated. £1.06m to deliver the contract is identified in the financial year 2021/22 with the remainder to be spent in the 2022/23 financial year to cover contract retention.

61. A further £1.07m of capital programme budget will therefore be required to deliver the current proposed £1.921m budget of which 800K is from the £1.93million of Local Growth Fund funding via OxLEP for the George Street project. The remainder of the grant being retained for Standingford House, Cave Street.

62. The feasibility costs and capital spend in the current financial year will both be recouped from the OxLEP grant. The Council will therefore spend a further of £346K of the OxLEP grant on the George Street refurbishment. The drawdown of the OxLEP LGF funding will be met from the financial year 2021/22.

63. The additional General Fund capital requirement for this project is £1.07m, with the projected return to the Council via rent set out in Confidential Appendix 1

### **Legal issues**

64. 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.

65. Browne Jacobson LLP has advised:

- a. The Council is acting as an undertaking for these purposes and the State Aid tests are passed.
- b. The Council will be able to benefit from Article 56 of General Block Exemption Regulation (GBER) to enable the funding gap to be filled. The Council financial calculation confirms that the grant funding from OxLEP will not be greater than the difference between the eligible costs incurred by the Council in developing the hubs and the operating profit made by the Council from it over the relevant lifetime of the hubs and calculated in accordance with the appropriate accountancy led depreciation period.
- c. The aid provided under GBER must have an incentive effect (i.e. there has been a written application before the project has started and the Council must be able to show a material increase in scope, amount spent or speed of completion of the project as a result of the funding). A development appraisal has been carried out using the current value of the building plus spend, less completed value, to demonstrate this.
- d. An OJEU compliant tender process (whether directly procured by the Council or let under a compliant framework) will be required for delivery of the project. This is being undertaken with independent oversight by an externally appointed QS.

### **Level of risk**

66. Refer to the attached Risk Register Appendix 2

67. The Council has appointed a consultant team to manage the project including a project manager/employers agent and QS to oversee costs and delivery through a JCT Design and Build Contract. A contingency is included within the current cost forecasts.

68. The programme set out in the OxLEP Local Growth Fund Agreement with Oxford City Council has been revised following the feasibility and design work. The Council is now required to enter into a construction contract by 1<sup>st</sup> February 2021. A start on site date of 15<sup>th</sup> February is proposed and a completion date of 15<sup>th</sup> August has been agreed with OxLEP subject to formal approval by OxLEP Programme Group to follow Cabinet and Council approval of this proposal.

69. The Works contract with ODSL will need to demonstrate value for money. The Council team includes an independent cost consultant to assess the tender in line with procurement and constitution procedures.

70. If the business case is rejected, we will not be able to utilise the grant. The Council would be liable for the £145K feasibility budget already committed ahead of this point.

71. A Report on Title confirms that the proposals are acceptable subject to existing rights and easements.

### **Equalities impact**

72. Refer to the Equalities Impact Assessment Appendix 3

### **Conclusion**

73. The OxLEP Local Growth Funding will enable the Council to refurbish 1-3 George Street which is currently unlettable and unable to generate income. In addition the grant will support delivery of a Corporate Plan priority action, to provide affordable workspace, supporting the inclusive economy agenda, and removing barriers for certain entrepreneurs in less well funded sectors. The OxLEP Local Growth Funding subsidy, will enable a key part of the City Council's economic recovery programme to be delivered and where there is no viable wholly commercial option.

<b>Report author</b>	Andrew Humpherson – Regeneration Manager and Matt Peachey – Economic Development Manager
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<b>Background Papers:</b>	
1	Stage 3 Design Report – ADP Architects

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Appendix 2

			Appendix 2 - Local Growth Funded Workspace Projects, 1-3 George Street											
Last Updated		07/12/20	Risk Register											
Updated By		AH												
Revision		11/12/20												
NO.	Date Raised	Risk Type	Risk Category	Risk Description	Current Risk - Probability	Current Risk Impact	Current Risk Score	Risk Response	Mitigating Actions	Action Due Date	Risk Owner	Risk Status	Comments	
1	Jun-20	Threat	Environmental	OxLEP Funding not secured, contract not agreed	2	5	10	Reduce	Cabinet Report to be completed and Members briefed	Jun-20	AH/MP	Closed	Contract signed	
2	Jun-20	Threat	Environmental	Capital Funding not approved - project would terminate and Council at risk of consultant fees	2	5	10	Reduce	Options appraisal complete. Business Case required. Cabinet report drafted	Jun-20	AH/MP	Response agreed	OxLEP funding time limited	
3	Jun-20	Threat	Environmental	Programme not met for delivery by March 2021 and resulting loss of OxLEP funding	2	5	10	Reduce	Consultant works to RIBA Stage 4 complete. Extended programme under discussion with OxLEP	Jan-20	AH	Response agreed		
4	Jun-20	Opportunity	Economic, financial & Market	Market conditions limit viability	1	1	1	Reduce	Early appointment of operator required, ITT to be prepared	Jun-20	AH/MP	Closed	Operator tenders agreed and 4 viable bids received	
5	Jun-20	Opportunity	Economic, financial & Market	Business Case not viable	2	4	8	Reduce	Options appraisals to include detailed cost appraisals. - Complete	Jun-20	AH/MP	Response agreed	Business case agreed subject to Cabinet approval	
6	Jun-20	Opportunity	Legal & regulatory	Planning restrictions on design and use	2	3	6	Reduce	Planning pre-app required as part of the feasibility works - Complete	Jun-20	AH	Response agreed	Planning application submitted	
7	Jun-20	Threat	Economic, financial & Market	Government Covid restrictions delay building construction works	3	4	12	Reduce	Earliest contractor appointment - form of contract to be reviewed - ODSL engaged	Oct-20	AH	Response agreed	Contract negotiations with ODSL for tender completion Dec 2020	
8	Dec-20	Threat	Legal & regulatory	Title issues regarding access, fire escapes, rights of light and easements etc	2	3	6	Reduce	Title has been reviewed including Title search 1-5 George Street	Jan-20	AB	Response agreed	Review Title	
9	Dec-20	Opportunity	Strategic & Commercial	Sustainability standards to be agreed - impact on viability to be checked	3	3	9	Accept	Consultants to advise on sustainability options. Finance to review viability.	Dec-20	AH	To review		
10	Dec-20	Threat	Strategic & Commercial	Sustainability objectives not met				Reduce	BREEAM Consultant required. Specification to be reviewed. Works on site to be monitored	Dec-20	AH	To review	Consultant post contract appointment to be reviewed and BREEAM to be confirmed in EA appointment	
11	Dec-20	Threat	Economic, financial & Market	Covid-19/ Brexit risks increase construction costs and threaten viability	3	4	12	Fallback/Contingency	Review costs and consider value engineering options. Review project contingency. Early tender and GMP contract. PM/EA oversight	Dec-20	AH	To review		
12	Dec-20	Threat	Technical, operational & infrastructure	Delays to construction and project delivery	3	3	9	Reduce	OCC PM required - AAP to continue as EA/PM and manage contract. Early work package ordering	Dec-20	AH	To review	ODSL oversight required	
13	Dec-20	Threat	Technical, operational & infrastructure	Construction delays due to access issues front & rear with County/adjoining properties and potential stopping up	3	3	9	Reduce	Early engagement by Contractor. Pre-Contract negotiations and as part of enabling works contract.	Dec-20	AH	Response agreed	ODSL have details of site restrictions	
14	Dec-20	Threat	Technical, operational & infrastructure	Project not completed within budget / project creep / value engineering	3	3	9	Reduce	Independent PM, QS to provide EA role and oversight. Tender Scope and Return to be interrogated. Review menu of VE options for consideration.	Dec-20	AH	Response agreed		
15	Dec-20	Threat	Technical, operational & infrastructure	Construction unknowns including asbestos, structure, services	3	3	9	Reduce	Enabling works contract to remove asbestos and investigate existing services and structure.	Dec-20	AH	Response agreed	Enabling works opening up contract budget agreed	
16	Dec-20	Threat	Strategic & Commercial	Operator Agreement not reached	2	3	6	Accept	Tenders received. Draft SLA issued	Jan-21	MP/AB	Response agreed	Negotiation with Operator required	
17	Dec-20	Threat	Strategic & Commercial	Operator fails to deliver financially or social value	3	3	9	Reduce	Agree details of SLA and exit clauses	Feb-21	MP/AB	To review	Negotiation with Operator required	
	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					
				Impact	Insignificant	Minor	Moderate	Major	Severe					
				Probability		Impact								
				.1 Rare		.1 Negligible								
				.2 Unlikely		.2 Minor								
				.3 Possible		.3 Moderate								
				.4 Likely		.4 Major								
				.5 Almost certain		.5 Catastrophic								

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

## RISK STATUS

Open

Response agreed

Escalation agreed

Closed

To review

Transferred to issue Log

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

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Severe

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# Appendix 3



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

<b>Service Area:</b> Regeneration and Economy	<b>Section:</b> Economic Development	<b>Date of Initial assessment:</b> 1 <sup>st</sup> June 2020	<b>Key Person responsible for assessment:</b> Matt Peachey	<b>Date assessment commenced:</b> 10 <sup>th</sup> December 2020
<b>Name of Policy to be assessed:</b>		Local Growth Funded Workspace project – George Street		
<b>1. In what area are there concerns that the policy could have a differential impact</b>		<b>Race</b>	<b>Disability</b>	<b>Age</b>
		<b>Gender reassignment</b>	<b>Religion or Belief</b>	<b>Sexual Orientation</b>
		<b>Sex</b>	<b>Pregnancy and Maternity</b>	<b>Marriage &amp; Civil Partnership</b>
<b>Other strategic/ equalities considerations</b>		<b>Safeguarding/ Welfare of Children and vulnerable adults</b>	<b>Mental Wellbeing/ Community Resilience</b>	
<b>2. Background:</b>  Give the background information to the policy and the perceived problems with the policy which are the reason for the Impact		The delivery of workspace in the city-centre is one of the main areas of intervention identified in the emerging Oxford City Council Economic Development Strategy. Oxford City Council is already committed to increasing the supply of good quality, affordable commercial workspace in its Corporate Plan. The evidence base from the City Council's Draft Economic Development Strategy has further demonstrated a need to provide workspace that local people and businesses can access and that provides enterprise and employment opportunities for all. It recognises that more, improved		

# Appendix 3

Assessment.	and innovative space needs to be made available if the city wants to be both competitive and meet its inclusive economy corporate objectives.
<b>3. Methodology and Sources of Data:</b>  The methods used to collect data and what sources of data	The Oxford Economic Strategy Evidence Base 2020  The REDO Workspace Assessment  Consultants delivering the City Council Draft Economic Strategy have utilised a range of publically available data on the commercial property market, business start-up rates, and socio-economic data and surveyed existing workspace providers in the city. Supply and affordability are two key issues as well as lower than expected levels of entrepreneurship across the community.
<b>4. Consultation</b>  This section should outline all the consultation that has taken place on the EIA. It should include the following. <ul style="list-style-type: none"> <li>• Why you carried out the consultation.</li> <li>• Details about how you went about it.</li> <li>• A summary of the replies you received from people you consulted.</li> <li>• An assessment of your proposed policy (or policy options) in the light of the responses you received.</li> <li>• A statement of what you plan to do next</li> </ul>	Consultation with businesses and the Oxford Economic Growth Board. We also consulted a broad range of organisational stakeholders on the Inclusive Economy objectives for the county.  Across these forums, it was agreed that use of some publically owned assets, where appropriate, should be deployed to supply affordable workspace to meet the needs of a diverse range of groups operating in a diverse range of sectors.  Consultation with stakeholders also flagged the need to ensure training and employability options were embedded as part of the operation of the proposed workspaces.  As a result, the workspace and method of operation will be designed with accessibility, openness to a broad range of groups and people experiencing disadvantage as part of the aims of the project. A community of social enterprises and creative enterprises will be developed with commitment to equality being a key entry requirement.  Building design also takes account of DDA requirements.

## Appendix 3

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<b>5. Assessment of Impact:</b> Provide details of the assessment of the policy on the six primary equality strands. There may have been other groups or individuals that you considered. Please also consider whether the policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults			
	<b>Race</b> Neutral	<b>Disability</b> Neutral	<b>Age</b> Neutral
	<b>Gender reassignment</b> Neutral	<b>Religion or Belief</b> Neutral	<b>Sexual Orientation</b> Neutral
	<b>Sex</b> Neutral	<b>Pregnancy and Maternity</b> Neutral	<b>Marriage &amp; Civil Partnership</b> Neutral
<b>6. Consideration of Measures:</b>	N/A		

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This section should explain in detail all the consideration of alternative approaches/mitigation of adverse impact of the policy					
<b>6a. Monitoring Arrangements:</b>  Outline systems which will be put in place to monitor for adverse impact in the future and this should include all relevant timetables. In addition it could include a summary and assessment of your monitoring, making clear whether you found any evidence of discrimination.		Quarterly Equalities monitoring arrangements embedded in Workspace operator policy  Quarterly Monitoring report for LGF funding  Quarterly monitoring of project outputs as part of Economic Strategy Monitoring  Corporate Plan Annual reporting.			
<b>7. Date reported and signed off by City Executive Board:</b>		15 July			
<b>8. Conclusions:</b>  What are your conclusions drawn from the results in terms of the policy impact		The impact will be to bring about more opportunities to reduce inequality for people experiencing social and economic disadvantage. This will be felt in terms of improved access to enterprise support, work and training opportunities, and workspace typologies that meet a range of needs flexibly, including a third of the space, as affordable workspace (80% of market rate).			
<b>9. Are there implications for the Service Plans?</b>	YES	<b>10. Date the Service Plans will be updated</b>	February 2021	<b>11. Date copy sent to Equalities Lead Officer</b>	11 <sup>th</sup> December 2020
<b>13. Date reported to Scrutiny and Executive Board:</b>	12 <sup>th</sup> Jan 2021	<b>14. Date reported to City Executive Board:</b>	20 <sup>th</sup> Jan 2021	<b>12. The date the report on EqlA will be published</b>	18 <sup>th</sup> December 2020

# Appendix 3

Signed (completing officer)

Signed (Lead Officer)

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

Regeneration and Major Projects

Economic Development

Project Management Office

Planning Policy

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**To:** Cabinet  
**Date:** 20 January 2021  
**Report of:** Transition Director  
**Title of Report:** Air Quality Action Plan (2021-2025)

Summary and recommendations	
<b>Purpose of report:</b>	To approve adoption of Oxford's Air Quality Action Plan (2021-2025, as amended) following public consultation.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Tom Hayes - Cabinet Member for Green Transport and Zero Carbon Oxford
<b>Corporate Priority:</b>	Pursue a zero carbon Oxford
<b>Policy Framework:</b>	Council Strategy 2020-24
<b>Recommendation: That Cabinet resolves to:</b>	
1. <b>Approve</b> the adoption of Oxford's Air Quality Action Plan.	

Appendices	
Appendix 1	Air Quality Action Plan 2021-2025 (Final version)
Appendix 2	Risk Assessment
Appendix 3	Public Consultation – Summary of questionnaire results

## Background

1. The Local Air Quality Management process places an obligation on all UK local authorities to regularly review and assess air quality in their areas, and to determine whether the air quality objectives are likely to be achieved. Where an exceedance is considered likely the local authority must declare an Air Quality Management Area (AQMA) and prepare an Air Quality Action Plan (AQAP) setting out the measures it intends to put in place in pursuit of the objectives.
2. Oxford City Council declared a city-wide AQMA in 2010 for Nitrogen Dioxide (NO<sub>2</sub>), due to continuous breaches of the national objectives for this pollutant. An AQAP was produced in 2013 in response, running till 2020.

3. Historical analysis of air quality data shows that NO<sub>2</sub> levels have significantly improved in the city of Oxford. In 2003 we saw NO<sub>2</sub> of over 70 µg/m<sup>3</sup>, while in 2019 levels were around 40 µg/m<sup>3</sup>. Since 2013, we have seen an overall decline of 26% in NO<sub>2</sub>, 31% in Particulate Matter (PM<sub>10</sub>) and 36% in Particulate Matter (PM<sub>2.5</sub>) in the places where air quality is being monitored. However, air quality monitoring results from the most recent years have shown that the rate of these reductions is now slowing down. In many cases, air quality levels seem to have plateaued in the city, suggesting that more robust action to tackle air quality in the city is now required.
4. This new AQAP has been developed to succeed the previous AQAP. The AQAP outlines the complete list of actions that will be delivered by the City and its partners to improve air quality in Oxford City from 2021 to 2025. It also voluntarily sets a new lower target for NO<sub>2</sub>, one which is tighter than the Government's own and, we believe, the first time any local authority has done so, particularly in the context of a citywide AQAP.
5. The AQAP was approved for public consultation by Cabinet in September 2020 and a public consultation exercise took place from the 10<sup>th</sup> September 2020 to the 1<sup>st</sup> November 2020, resulting in a total of 224 people taking part. Consultation feedback has been incorporated into the AQAP where appropriate and a full consultation report is available in Appendix 3.

## Public Consultation

6. A draft version of the AQAP was approved for public consultation at Cabinet on 9<sup>th</sup> September. The consultation ran from the 10<sup>th</sup> September 2020 to the 1<sup>st</sup> November 2020 and resulted in participation by 224 members of the public.
7. The following stakeholder engagement was undertaken to direct people towards this consultation survey: Online consultation link and local press release; release of several social media adverts and posts, including during Clean Air day on the 8th October 2020; direct emails sent to community groups and other relevant stakeholders.
8. An AQAP booklet and public online survey were made available online, together with the draft AQAP document to facilitate the consultation. A summary of the public survey results can be found in Appendix 3.
9. During the consultation, Oxford City Council followed [LAQM PG16](#) and [Schedule 11](#) of the Environment Act 1995, and actively engaged and asked for the views of the following key statutory consultees with regards to this AQAP: Secretary of State (DEFRA); all neighbouring local authorities: Cherwell, West Oxfordshire, South Oxfordshire, and Vale of White Horse; Environment Agency; Oxfordshire County Council (Transport Authority); Highways England and Public Health.
10. The AQAP is available in Appendix 1 and was developed taking into account feedback received from members of the public and major consultees. In response to feedback, the following additions were made to the final version:
  - A more detailed explanation of the pollution reduction benefits that will result from some of the measures proposed and of future sources of funding;
  - An outline of other relevant Oxford City and Oxfordshire County Council policies that directly interact with this AQAP.

- A new Appendix to show the extent of Oxford's Air Quality management Area (AQMA):
  - A new chapter providing more detail about the public consultation and the steps taken to achieve effective development and implementation of this AQAP.
  - Further clarity about the Council's prioritisation of air quality actions proposed
  - Where the new local target for NO<sub>2</sub> will apply and how it will be monitored and reported upon.
11. No new key areas of intervention or air quality actions were added as a result of the public consultation. According to the results of the public consultation, 84% of the participants either "Agree" or "Strongly Agree" with the four key areas of intervention proposed in the plan.
  12. Oxford City Council's main priorities for the period 2021-2025 are focused on the reduction of emissions from transportation. These priorities concern the delivery of two major schemes: Oxford's Zero Emission Zone (ZEZ) and Connecting Oxford; the former seeks to reduce emissions from vehicles in parts of the city while the latter seeks to reduce the number of private cars on the city's roads.
  13. The AQAP outlines a list of thirty air quality actions under four key priority areas, all of which will be delivered by Oxford City Council, and a range of other partners including Oxfordshire County Council that, as local transport authority, have responsibility for many of the actions related to transport modal shift.
  14. The final version of the AQAP is fully integrated with Oxford's Local Plan 2016-2036 and Oxfordshire's Local Transport Plan, aligned with the findings of Oxford's Citizens' Assembly on Climate Change and this Council's December 2019 Cabinet response to those findings, as well as the Council's Scrutiny Climate Emergency Review Group's recommendations and the responses, and incorporates the list of suggestions made and agreed by councillors, at the City Council's Cabinet meeting on 9<sup>th</sup> September.
  15. This AQAP, for the first time, sets a new target for Oxford for air pollution reduction. It sets a stricter target for NO<sub>2</sub> reduction for the city than the legal target set by Government. It is believed that this will be the first time that a local authority in the UK has set a local target for NO<sub>2</sub> in a citywide AQAP.

## Local Target

16. To reflect the Council's commitment to tackling air pollution, this AQAP sets out a new local target for NO<sub>2</sub>. This is much lower than the legally binding target set by the 2008 Ambient [Air Quality Directive](#) (ED/2008/50/EC) and has been introduced to drive the reduction of air quality locally in order to protect health.
17. During the COVID19 pandemic the Council received feedback from residents who have been enjoying much cleaner air as a result of reduced traffic and who wish to see it go further and faster in locking in the benefits experienced as a result of the "lockdown".
18. The legal target for NO<sub>2</sub> is 40 ug/m<sup>3</sup> as set out by The 2008 Ambient [Air Quality Directive](#) (ED/2008/50/EC), however research<sup>1</sup> shows that this target is not going

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<sup>1</sup> [https://www.biologicalpsychiatryjournal.com/article/S0006-3223\(18\)30064-7/fulltext](https://www.biologicalpsychiatryjournal.com/article/S0006-3223(18)30064-7/fulltext)

to achieve the safest level of air quality. Studies<sup>2</sup> show that harmful effects of air pollution are seen at levels below the legal levels of air quality, that is, those previously considered to be safe. The overall objective of this AQAP for the whole of the Oxford city area is to:

**Achieve a local mean annual mean NO<sub>2</sub> target of 30 ug/m<sup>3</sup> in the city of Oxford by 2025**

19. The local target is not legally binding, but progress will be reported annually through the publication of the Air Quality Annual Status Report.
20. The results of the public consultation for this AQAP show that members of the public are very supportive of this new local target for NO<sub>2</sub>, with 72% of the participants saying that they “*Strongly Agree*” and 14% saying that they “*Agree*” with the adoption of the local target.

### **Actions**

21. According to the latest [Source Apportionment Study](#) completed by Ricardo Energy and Environment, the transport sector in Oxford continues to be by far the largest contributor (68%) to total NO<sub>x</sub> emissions in the city, followed by domestic combustion (19%), combustion from industry and services (12%) and others: waste, agriculture, solvents, nature (<1%).
22. Under this AQAP, a set of actions and measures have been developed that can be considered under four key priority areas of intervention:
  - Developing Partnerships and Public Education;
  - Support for the uptake of Low and Zero emission vehicles;
  - Reduce the need to travel and explore opportunities for mode shift and increasing the uptake of sustainable transport;
  - Reducing emissions from domestic heating, Industry and Services;
23. The complete list of thirty air quality actions under these four key areas have been prepared, considering the results of the source apportionment study, and took into consideration the results of the public consultation.

### **Monitoring and Assessment**

24. The key to the success of the new Air Quality Action Plan is the ability to monitor and report the progress of measures and assess their impact. This will allow the AQAP to be further developed and ensure transparency and accountability.
25. The AQAP will be subject to an annual review. Progress each year will be reported in the Annual Status Reports (ASRs) produced by Oxford City Council as part of its statutory Local Air Quality Management duties. The Council will endeavour to share the annual updates with the largest number of citizens and give them the most robust scrutiny through the Council’s scrutiny function.

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<sup>2</sup> <https://www.sciencedaily.com/releases/2018/08/180803103315.htm>

## **Climate Change/Environmental Impact**

26. This AQAP contains measures and targets to reduce emissions from a range of the Council's programmes that are designed to reduce impacts on climate and air pollution.

## **Financial implications**

27. This AQAP includes thirty actions which are aimed at achieving compliance with legal and local limits of air pollution. The actions present no immediate financial implications for the Council. The majority of actions will be delivered by existing staff and under existing work programmes. Of the thirty actions just five are not fully funded at this stage. Further details are outlined below.
28. Two actions outlined in this AQAP will be subject to further and separate budget processes, namely the Zero Emission Zone and Connecting Oxford which are major programmes being overseen by a joint member led Oxford City Council and Oxfordshire County Council Steering Group.
29. For the remaining three actions which are not fully funded at this stage, this AQAP commits to 'exploring possibilities' and it is expected that external grant funding will be required to deliver these actions. The Council has significant success at securing external funding for the delivery of its sustainability objectives and it will build on this success to secure funding and partnership with innovation partners.
30. A number of actions in this AQAP are the responsibility of Oxfordshire County Council and hence present no financial burden for the Council. These actions have been included in the AQAP following extensive engagement with Oxfordshire County Council through a joint AQAP steering group.

## **Legal issues**

31. Section 82 of the Environment Act 1995 ("the Act") provides that every local authority shall review the air quality within its area, both at the present time and the likely future air quality within the programme of Local Air Quality Management established under requirements within Part IV of that Act .
32. Local authorities have a duty under Section 83(1) of the 1995 Act to designate those areas where the air quality objectives (as set out in the Air Quality (England) Regulations 2000) are not being met, or are likely to be shown to be at risk of not meeting them, and where people are likely to be regularly present, as AQMAs. Once the area has been designated, Section 84 requires the local authority to develop an Action Plan, to include public consultation, detailing remedial measures to tackle the problem within the AQMA. The Council may amend or revoke an area as appropriate in the light of subsequent reviews.
33. The local annual mean target for NO<sub>2</sub> is legally non-binding and does not override any legal targets set by central government.

## **Level of risk**

34. A risk assessment is available for review on Appendix 2

## Equalities Impact

35. Air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are often the less affluent areas. Poor air quality affects people in different groups differently. Minority groups and low income households might be disproportionately impacted by poor air quality.
36. Older people have around twice the level of risk of hospitalisation and death associated with poor air quality and babies and children are also particularly vulnerable. People with pre-existing asthma or chronic obstructive pulmonary disease (COPD) are very vulnerable to air pollution. Similarly, obese people (children in particular) are also at risk.
37. While nationally levels of air pollution are often highest in areas of deprivation, this same pattern is not seen in Oxford, mainly due to the majority of these areas being located away from high levels of traffic, such as estates. However there are high levels of air pollution on routes used by children and in areas with high levels of young people, such as the city centre which has a large student population.
38. The delivery of the range of measures set out in this AQAP will reduce air pollution levels across the whole city, which in turn will contribute to reduce health inequalities. It is therefore expected that this AQAP will have a positive impact on reducing inequality in Oxford.

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

## Air Quality Action Plan 2021-2025

In fulfilment of Part IV of the  
Environment Act 1995  
Local Air Quality Management

January 2021

## Foreword



*We all have a right to breathe clean air. However, harmful levels of air pollution are harming people's health, damaging our quality of life, and cutting lives short. The poorer and more disadvantaged people in our country are disproportionately affected, facing shortened lives and lifelong health problems. Air pollution is, at its heart, a social justice issue.*

*With our measures we have reduced the main pollutant of concern by 26% over the last seven years. We need to go further and faster to clean air.*

*Oxford City Council is setting a new Air Quality Action Plan (AQAP) which, for the first time, sets a target for the reduction of air pollution. We believe that it is the first time any UK local authority has set a city-wide air pollution reduction target through its AQAP. By setting a strict target through the preparation of our AQAP (that is, by discharging our statutory duty) we make the case for clean air, public health, and social justice.*

*37 of Britain's 43 air quality zones are exceeding the legal limits for the main harmful pollutant of concern. Our action plan moves Oxford beyond the focus upon achieving local compliance, which is an issue for so many action plans for many authorities. We are choosing to set a target which is significantly stricter than the legal target.*

*We have been calling on Government to meet their legal responsibilities and, instead of simply highlighting problems, we have proposed ten solutions in the development of Oxford's Charter for Cleaner Air—the first formal cooperation of its kind between a local authority, Greenpeace UK and Friends of the Earth. We have called on the Government to tighten the legal target; now we are setting our own tighter target.*

*By 2025 Oxford will have met legal compliance in the four historic air pollution hotspots that remain today. We will have achieved legal levels across the whole city and met our nitrogen oxide target of "30 by 25".*

*The founding document of the modern social security state made suggestions aimed at eradicating the five "giant evils". One evil identified by the report was "disease", yet today air pollution blights our neighbourhoods just as it did when Clement Attlee's government enacted the recommendations of Sir William Beveridge. We need to bring air pollution to the lowest and safest possible levels and that means even bigger interventions from the level of government nearest to our communities.*

**Cllr Tom Hayes**

**Deputy Leader and Cabinet Member for Green Transport and Zero Carbon Oxford**

## Executive Summary

This Air Quality Action Plan (AQAP) has been produced as part of our statutory duties required by the Local Air Quality Management framework. It outlines the actions we will take to improve air quality in Oxford City from 2021 to 2025. It also fits within and furthers our wider ambitions to improve air quality, health, and climate.

The key objective of this AQAP is to bring NO<sub>2</sub> emissions into legal compliance as soon as possible. However, we also want to reach beyond legal compliance for the whole city. Oxford City Council is committing to becoming the first UK Local Authority to set a local annual mean NO<sub>2</sub> target in a city-wide AQAP. The overall objective of this AQAP for the whole of the Oxford City area<sup>i</sup> is to:

**Achieve a local annual mean NO<sub>2</sub> target of 30 µg/m<sup>3</sup> by 2025**

**“30 by 25”**

The legal annual mean limit value for NO<sub>2</sub> is 40 µg/m<sup>3</sup>. Research now shows that this legal limit is not a safe limit. Several health studies show that harmful effects of air pollution are seen at levels below air quality legal standards that were previously considered to be safe. We take the health of our residents and visitors very seriously and the decision to set a new low target for NO<sub>2</sub> is evidence of our commitment to improve health outcomes for all.

According to the Committee on the Medical Effects of Air Pollutants ([COMEAP](#)), a 1 µg/m<sup>3</sup> reduction in NO<sub>2</sub>, could lead to about 420,000 to 903,000 life years saved in the UK over the next 106 years, associated with an increase in life expectancy (at birth) of around 2 to 5 days. It is therefore expected that a 10 µg/m<sup>3</sup> reduction in NO<sub>2</sub> will lead to a significant improvement in the health outcomes for Oxford residents.

We want to achieve the lowest possible air pollution levels which means Oxford City Council will go beyond the legal limit. This commitment is consistent with Oxford's record of leading by example and the ambition of implementing innovations aimed at reducing air pollution levels in the city<sup>ii</sup>.

The 30µg/m<sup>3</sup> target is determined by our analysis of several air quality modelling projections. It is intended to be stretching but within the boundaries of possibility.

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<sup>i</sup> The new local NO<sub>2</sub> target will apply to all locations in Oxford (hence to be compliant all areas of Oxford must meet the target – it is not a mean value), and will be assessed annually through Oxford City Council's extensive air quality monitoring network, using diffusion tubes and automatic monitoring. The monitoring network will prioritise locations in the city where there is relevant human exposure to air pollution.

<sup>ii</sup> Oxford was the first city in the UK to implement Park & Ride schemes (1973), the first city in the UK (outside London) to implement a Low Emission Zone (LEZ) for buses (2014), and the first city in the UK to develop plans to implement a Zero Emission Zone (2017).

Without the delivery of key schemes such as the Oxford Zero Emission Zone and Connecting Oxford, we are unlikely to meet the local target. While the City Council is setting this target for the whole city, in no way can we achieve it on our own. To be able to meet this target, we have developed a set of 30 actions and measures that we will deliver together with our partners and which sit within four priority areas of intervention:

- A. Developing partnerships and public education;
- B. Support for the uptake of low and zero emission vehicles;
- C. Reducing emissions from domestic heating, industry and services;
- D. Reduce the need to travel, explore opportunities for mode shift and increase the uptake of sustainable transport.

The complete list of the 30 actions is available in Table 5. Oxford City Council's main priorities for the period 2021-2025 are focused on the delivery of two major schemes which have been developed to tackle road traffic emissions and the dominance of the car on our roads: Oxford's Zero Emission Zone (ZEZ) and Connecting Oxford. The new AQAP will principally seek to build upon these proposals and identify new measures to complement and link them together. It is felt that by supporting and building on ambitious proposals, tangible improvements in air quality can be achieved more quickly and at greater scale. The ZEZ and Connecting Oxford are being delivered in partnership with Oxfordshire County Council.

Emissions are about more than nitrogen oxides (NO<sub>x</sub>), we are also concerned about particulate matter (PM). While the city of Oxford is exceeding legal limits for NO<sub>2</sub>, it is currently fully compliant with legal limits, as well as World Health Organisation (WHO) advisory limits for PM<sub>10</sub> and PM<sub>2.5</sub>. Historical analysis of our air quality data shows that we have seen an overall decline in air pollution, with a reduction of 26% in NO<sub>2</sub>, 31% in Particulate Matter (PM<sub>10</sub>) and 36% in Particulate Matter (PM<sub>2.5</sub>) at sites where air quality monitoring has been in place since 2013. However, new and emerging studies are indicating that there is no safe level for air pollution. Critically, there is now clear evidence that particulate matter has an impact on human health, including premature mortality, allergic reactions, and cardiovascular diseases. Oxford City Council considers that the actions outlined in this AQAP will also contribute to reducing levels of particulate matter.

### The case for clean air

This is the right moment to set out a new action plan. We have an opportunity to achieve cleaner air as we recover from the COVID-19 crisis. Action on air pollution has never been more important because, in addition to the annual burden of disease and deaths caused by air pollution, it also looks to be making us more vulnerable to the impacts of COVID-19.

Long-term exposure to air pollution is associated with increased morbidity and chronic diseases, some of which have been identified as increasing the risk of severe

COVID-19 symptoms. Given this, it would not be surprising if there was a link between exposure to air pollution and the occurrence or severity of COVID-19 infection, but as of writing there is no clear evidence<sup>iii</sup> of this or of the magnitude of any effect.

Air pollution also strongly impacts global economy. Recent research<sup>iv</sup> clearly shows that cleaner air could annually boost the economy by £1.6 billion. Cleaner air would save 17,000 premature deaths and prevent the loss of 3 million working days for businesses, with workers currently becoming ill or having to take time off to care for sick children because of air pollution.

Air pollution particularly affects the most vulnerable: children and older people, and those with heart and lung conditions. Over 40,000 people die prematurely each year because of poor air quality in the UK. Air quality has significant impacts on health and is linked to several serious health conditions such as cancer, strokes, and heart disease. The impact of early exposure to poor air quality has lifetime effects, such as high rates of obesity, asthma, and low lung function. Air pollution harms our health, our economy, and our quality of life.

There is an increased salience as people have realised that clean air is possible and want it to stay. During the COVID-19 lockdown, levels of NO<sub>2</sub> air pollution dropped by 20-30% across the UK<sup>iii</sup> – primarily from a significant reduction in private car use. During the first couple of months of the lockdown, Oxford saw significant reductions of air pollution in the city; up to a 60%<sup>v</sup> reduction in Nitrogen Dioxide (NO<sub>2</sub>), with levels at the lowest ever recorded in the city since monitoring began. People have noticed and appreciated the cleaner air and safer streets.

A recent survey of Oxford residents showed clear support for action to reduce motorised traffic to make the city more cycle and walking friendly. During lockdown millions of people have changed their routines in ways that reduced air pollution by working from home and walking and cycling more. Many are willing to continue to do so. It is easier to maintain a habit than foster a new one, so we want to build on this unique moment to create lasting change.

There is a positive shift in priorities nationally when it comes to our environment and air quality. Across the country we are seeing a reallocation of road space to more active modes of travel with more people walking and cycling. Harmful emissions from

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iii The Air Quality Expert Group (AQEG) issued a [rapid review](#) in June 2020 on the estimation of changes in air pollution emissions, concentrations and exposure during the COVID-19 outbreak in the UK. The document acknowledges that there is some evidence to suggest that nitrogen dioxide (NO<sub>2</sub>), particulate matter (PM) and ozone (O<sub>3</sub>) may increase susceptibility to respiratory infections or worsen disease prognosis, although it recognises that there are still insufficient studies or mixed evidence for specific combinations of endpoints, infection types, age groups or pollutants. Studies of the associations of COVID-19 disease with both past and contemporary air pollution exposure are also limited by an, as yet, incomplete understanding of the factors controlling the transmission and progression of the disease, and especially individual risk factors.

iv “[Breathing Life into the UK economy](#)” is a report from CBI Economics, commissioned by the Clean Air fund, which quantifies the economic benefit to the UK of meeting WHO Air Quality guidelines.

v [Ricardo Energy & Environment - Blog update on COVID-19 and changes in air pollution](#)

homes and industry are also being tackled through schemes to improve energy efficiency. We are experiencing a significant shift towards active travel, not least in response to the impacts of the COVID19 pandemic, which has seen more people than ever enjoying our streets with lower levels of motorised traffic – and hence air pollution.

Most of the measures in this action plan that were developed to improve local air quality will also contribute to the Council's plans to address the climate emergency that this Council formally recognised in January 2019.

### **The role of transport in Oxford's poor air quality**

The city of Oxford, as with many urban areas throughout the United Kingdom, is subject to poor air quality, particularly in areas with high levels of road traffic. According to our latest [Source Apportionment Study](#), the transport sector in Oxford continues to be by far the largest contributor (68%) to total NO<sub>x</sub> emissions, followed by Domestic Combustion (19%), Combustion from Industry and Services (12%) and Others: waste, agriculture, solvents, nature (<1%).

Nitrogen dioxide (NO<sub>2</sub>) is the pollutant of most concern as we continue to experience levels above the legal limit in several areas of the city. Continuous exceedances mean that the entire city of Oxford has been a designated Air Quality Management Area (AQMA) since 2010.

An Air Quality Action Plan (AQAP) was adopted by the Council in 2013, with a set of measures targeted at improving air quality levels in the city between 2013 and 2020. Overall, with the delivery of the AQAP (2013-2020) there has been a decline of 26% in NO<sub>2</sub> levels in the City<sup>vi</sup>. The majority of the reductions are the result of targeted changes in traffic emissions, such as the introduction of a Low Emission Zone for buses. Despite this success, Oxford City is still not compliant with the NO<sub>2</sub> annual mean limit value at all sites. At the time of writing, data from our most recent air quality monitoring campaign (2019) shows that we have exceedances of the NO<sub>2</sub> annual mean limit value at six of the 71 monitored locations in the city: St. Clements Street/The Plain, St Clements Street East, George Street, St Aldates, High Street and Long Wall Street.

In this AQAP we outline plans to effectively tackle air quality issues that are within our control. The AQAP recognises that the City Council can only achieve so much. We will continue to engage and work with a wide set of stakeholders, institutions and citizens, so that everyone can play their part. The work the Council is doing is wide-ranging, and engagement with our communities and partners is key. Air pollution results from activities we all contribute to, it is a shared problem and therefore requires shared solutions.

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<sup>vi</sup> The complete list of air quality actions that have been delivered in the city to date and their impact on the reduction of air quality levels in the city, is available for review in our published Air Quality [Annual Status Reports](#).

The 30 actions that will be delivered in this AQAP build on several successful and award-winning programmes. This includes extending engagement programmes to raise awareness about air pollution in local schools that we have successfully partnered with Friends of the Earth to deliver. We will also promote active travel, as well as the electrification of the Oxford bus fleet and the roll out of EV charging infrastructure. There are several air quality policy areas that sit outside of our direct influence (such as vehicle emissions standards). However, our evidence and experience are important, and so we will continue to work with central government and key partners to develop the best measures, powers and funding needed to deliver clean air.

### Consultation

A draft version of this AQAP was approved for public consultation by Oxford City Council's Cabinet on 9<sup>th</sup> September 2020. An online survey was launched seeking views and feedback on the draft, which ran from the 10<sup>th</sup> September to the 1<sup>st</sup> November 2020. Consultees were invited to participate via the City Council website, emails, social and printed media.

In total, 224 people took part in the consultation. Responses have feed into this final version of the action plan. More detailed information about the public consultation can be found on Chapter 5 and a full consultation report is available on the Council's website.

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## Introduction

This action plan outlines the actions that Oxford City Council and its partners will deliver between 2021 and 2025 in order to reduce concentrations of air pollutants and exposure to air pollution; thereby positively impacting on the health and quality of the life of residents and visitors to the city of Oxford.

It has been developed in recognition of the legal requirement on the local authority to work towards the Air Quality Strategy (AQS) objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part and to meet the requirements of the Local Air Quality Management (LAQM) statutory process.

Our action plan moves beyond a focus upon achievement of legal compliance. Our plan seeks to achieve the lowest levels of air pollution possible over the next five years and sets an ambitious target to drive action as quickly and effectively as possible.

Transparency is key to the delivery of this AQAP. This document will be subject to an annual review. Progress each year will be reported in the Annual Status Reports (ASRs) produced by Oxford City Council as part of our statutory Local Air Quality Management duties.

The following sections set out the scale of the air quality problem in Oxford and its causes. They outline the priority areas that we consider are crucial to be focusing on to reduce emissions and improve air quality in the city. This action plan contains a complete list of air quality actions and measures that we aim to deliver, under each one of those priority areas, in order to achieve compliance with the local annual mean air quality target for NO<sub>2</sub> that we commit to in this AQAP.

## National Context

Part IV of the Environment Act 1995 requires the Secretary of State to publish a national Air Quality Strategy and gave Local Authorities statutory duties to implement the system of Local Air Quality Management (LAQM), which commenced in 1997.

The 2008 Ambient [Air Quality Directive](#) (ED/2008/50/EC) sets legally binding limits for concentrations in outdoor air for major air pollutants that impact public health such as particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>) and nitrogen dioxide (NO<sub>2</sub>), to be met before 2010. The limit values were established in 2008 and are now over 10 years old. Most UK cities failed to meet the objective by 2010 as required by the Directive.

A summary of the air quality objectives for pollutants of most concern: Nitrogen Dioxide (NO<sub>2</sub>), and Particulate Matter (PM), is shown in Table 1 below:

**Table 1 – Air Quality Objectives for NO<sub>2</sub> and PM in England**

Pollutant	Air Quality Objective	
	Concentration	Measured as
NO <sub>2</sub>	200 µg/m <sup>3</sup> not to be exceeded more than 18 times a year	1-hour mean
	40 µg/m <sup>3</sup>	Annual mean
PM <sub>10</sub>	50 µg/m <sup>3</sup> , not to be exceeded more than 35 times a year	24-hour mean
	40 µg/m <sup>3</sup>	Annual mean
PM <sub>2.5</sub> <sup>ii</sup>	25 µg/m <sup>3</sup>	Annual Mean

The LAQM process places an obligation on all local authorities to regularly review and assess air quality in their areas, and to determine whether the air quality objectives are likely to be achieved. Where an exceedance is considered likely the local authority must declare an Air Quality Management Area (AQMA) and prepare an Air Quality Action Plan (AQAP) setting out the measures it intends to put in place in pursuit of the objectives.

The UK currently has a total of 605 AQMAs that have been declared based on failure to meet the air quality objectives for NO<sub>2</sub>. Air quality is a significant issue in the UK, with [37 of Britain's 43 air quality zones](#) still exceeding legal limits for nitrogen dioxide, with London being the worst European capital for the pollutant.

In response to the UK leaving the EU, the UK Government introduced a new Environmental Bill to Parliament in October 2019. Along with the commitment to set targets on air quality for the UK, the new Bill also promises the creation of a new independent Office for Environmental Protection to scrutinise environmental policy and law, investigate complaints, take enforcement action against public authorities and, if necessary, uphold current and future environmental standards.

# Air Quality and Public Health

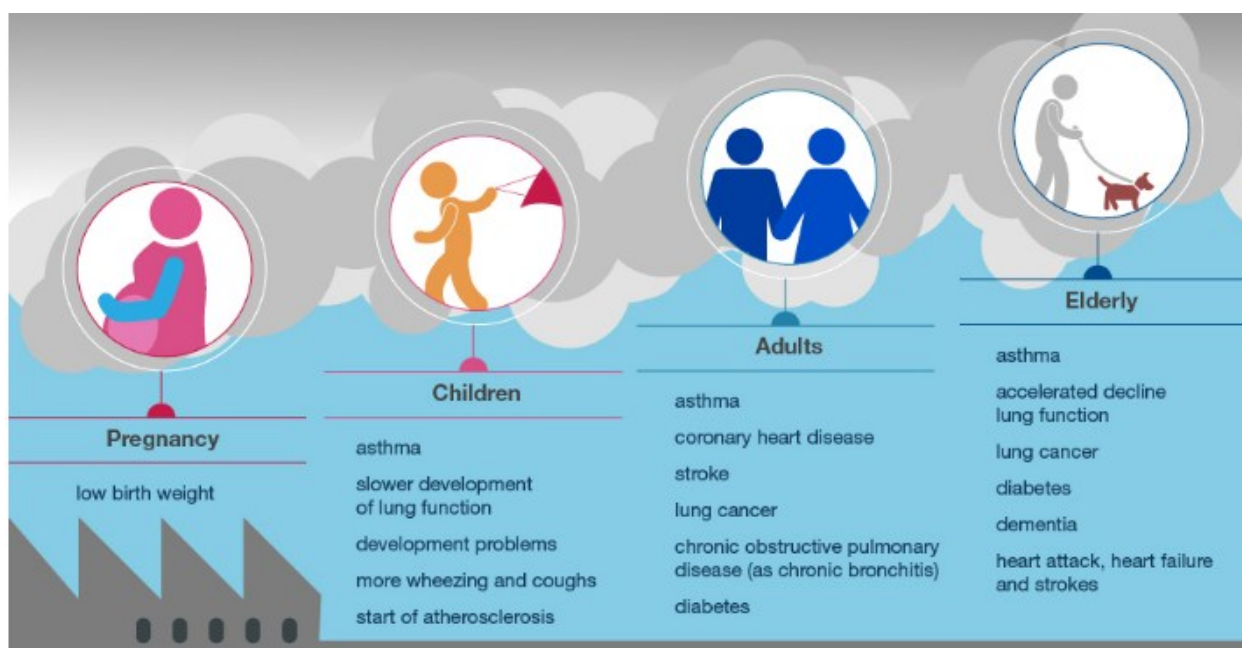
## 1.1 Health Impacts of air pollution

Air pollution can cause, complicate, or exacerbate many adverse health conditions. It usually manifests as respiratory or cardiac symptoms and can lead to chronic health issues. Recent studies show that poor air quality can affect every organ in the body<sup>vii</sup> and even cause damage to cognitive performance<sup>viii</sup>. Exposure to poor air quality is directly related to diseases such as cancer, asthma, stroke, heart disease, diabetes, obesity, and dementia<sup>ix</sup>.

According to the [World Health Organisation](#) (WHO), air pollution kills an estimated 8 million people worldwide every year, of which 4.2 million are attributed to exposure to outdoor air pollution and 3.8 million to indoor air pollution. Currently nine out of 10 people in the world breathe air containing health impacting levels of air pollutants.

Figure 1 shows how air pollution affects people throughout their lifetime.

**Figure 1- Air pollution: Health impacts of throughout lifetime<sup>x</sup>**



Although air pollution affects people from all regions, ages, and social groups, it is likely to have greater impacts on those who experience heavy exposure and those

<sup>vii</sup> [Air Pollution and Non communicable Diseases](#) (A Review by the Forum of International Respiratory Societies' Environmental Committee, Part 1: The Damaging Effects of Air Pollution).

<sup>viii</sup> [The impact of exposure to air pollution on cognitive performance](#)

<sup>ix</sup> [Even low levels of air pollution linked with serious changes in the heart, according to new UK research](#)

<sup>x</sup> This figure forms part of the Guidance "Health Matters: air pollution", which was published by Public England on their [website](#) on 14<sup>th</sup> November 2018.

who have greater susceptibility<sup>xi</sup>. The most vulnerable are children, the elderly, or those with pre-existing medical conditions. Harmful effects of air pollution are seen at levels below air quality standards previously considered to be safe.

We are now also seeing several research [studies](#) linking the severity of COVID19 to air pollution. Several of these studies suggest that air pollution worsens the health impacts of the virus, makes people more susceptible to COVID-19 and contributes towards its transmission. This adds to the now mounting evidence of the negative impacts of air pollution on health.

The World Health Organisation (WHO) has set guideline<sup>xii</sup> values for key air pollutants based on evidence of their health impacts. The recommended WHO guideline values are significantly lower for PM<sub>10</sub> and PM<sub>2.5</sub> than the current UK limit values. The WHO guideline values for NO<sub>2</sub> currently corresponds to the UK limit value of 40µg/m<sup>3</sup> (annual mean) and 200 µg/m<sup>3</sup> (hourly mean). However, both short and long-term studies have found adverse health impacts at concentrations that were at or below the current UK limit values. Some studies even suggest that there are in fact no 'safe' levels of air pollution, and that governments should therefore be aiming for the lowest possible air pollution levels. A revised version of the air pollution WHO Guidelines is expected to be published in 2020/2021.

Several studies are also showing a strong correlation between poor air quality and inequality issues. A 2019 [research](#) study, led by academics at the Air Quality Management Resource Centre (AQMRC) at the University of the West of England, Bristol, found that social inequalities in traffic-related pollution exposure are 'clearer and stronger' than ever before. The study, which updates a 2003 analysis of environmental justice in the UK, found that while young children, young adults and households in poverty<sup>xiii</sup> have the highest levels of exposure to air pollution, it is the richer households who are more responsible for it.

A Recent [study](#) from the Office for National Statistics (ONS)<sup>xiv</sup> also shows a strong positive correlation between the proportion of population in the UK that falls into the Black, Asian and Minority Ethnicity (BAME) category and the exposure of NO<sub>2</sub> measured over a period of 10 years across several areas in England.

Nevertheless, and while nationally levels of air pollution are often highest in areas of deprivation, this same pattern is not seen in Oxford, mainly due to the majority of these areas being located away from high levels of traffic, such as estates. However,

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<sup>xi</sup> [Air Pollution linked with foetal brain development problems](#)

<sup>xii</sup> WHO sets recommended limits for health-harmful concentrations of key air pollutants both outdoors and inside buildings and homes, based on global synthesis of scientific evidence. WHO guidelines cover annual and daily concentrations of fine particulates, nitrogen dioxide, sulphur dioxide, carbon monoxide and ozone ([WHO, 2005](#))

<sup>xiii</sup> [Research](#) also shows that information about air pollution and health risks focuses on individual risk behaviours but is very often disseminated using channels that are unlikely to reach the most vulnerable populations, and this aspect also translates into an inequality.

<sup>xiv</sup> The ONS acknowledges air pollution is one of many factors that may be driving disproportionate outcomes for black, Asian and minority ethnic (BAME) people – Ethnicity is strongly correlated with pollution exposure in England, with ethnic minorities more likely to live in polluted areas.

there are high levels of air pollution on routes used by children and in areas with high levels of young people, such as the city centre which has a large student population. Despite the pattern of areas with high deprivation experiencing high levels of pollution not being seen in Oxford, this does not mean that air pollution does not disproportionately impact those from minority backgrounds, the young, old and poor in the city.

## 1.2 Health impacts at local level

There have been several studies produced over the years that have tried to estimate the true health impacts of air pollution in Oxford.

In April 2014, a [report](#) issued by Public Health England presented estimates of local mortality burdens associated with particulate air pollution. The report shows that long term exposure to anthropogenic particulate air pollution in Oxford could be responsible for 6% of all deaths of people aged 25 and over.

More recently, in November 2019, a [scientific study](#) conducted by Kings College London provided a series of statements about the potential risks to the public in Oxford and several other cities in the UK and Poland, from exposure to air pollutants.

Finally, in January 2020, a study from [Centre for Cities](#) showed that the estimated absolute number of attributable deaths caused by PM<sub>2.5</sub> alone in Oxford in 2017 was 55.

## 1.3 Economic Impacts of Air Pollution

Air pollution affects the global economy in several ways: it costs human lives, it reduces people's ability to work, it affects vital products like food, it damages cultural and historical monuments, it reduces the ability of ecosystems to perform functions societies need and it costs money in remediation or restoration. This is of particular importance given the current situation caused by the coronavirus pandemic, which has shown the important link between human health and the health of our economy.

Businesses cannot exist without the work of a healthy workforce to produce the goods and services on which we all rely, nor can they exist without a vibrant consumer market to generate the demand to fuel their firm's income. With better air quality, businesses will benefit from a healthier workforce and more productive capital assets which in turn can lead to a more prosperous economy with greater resilience to economic shocks.

In September 2020, CBI Economics, commissioned by the Clean Air fund, issued "[Breathing Life into the UK Economy](#)", a report that quantifies the economic benefit to the UK of meeting WHO Air Quality guidelines. The report is believed to be the first analysis of the economic benefits of reducing pollution levels to below current air pollution legal limit values.

Their research found that if the UK met the World Health Organization (WHO) guidelines for air pollution, the UK's economy would have an annual benefit of £1.6bn, via the reduction in premature deaths, sickness absence and lower productivity at work. This would be on top of savings to NHS and social care budgets from treating fewer patients with health conditions associated with pollution.

The study also found that 17,000 premature deaths of people of working age can be saved each year and it identified those people to be dying nearly 12 years earlier than expected on average. Meeting WHO guidelines would also save the loss of 3 million working days per annum from workers currently becoming ill or having to take time off to care for sick children because of air pollution.

# Air Quality in Oxford

## 2.1 Historical Background

The process of review and assessment of air quality in Oxford has been taking place since 1999. At the time, the air quality objectives for nitrogen dioxide, both annual mean and hourly mean were exceeded in areas dominated by traffic.

The City Council declared an Air Quality Management Area (AQMA) for NO<sub>2</sub> in central Oxford in 2003, which was expanded in 2005. In relation to this AQMA the Council produced and published its first AQAP in 2006 seeking to address pollution in central Oxford, by focussing on emissions from buses which were identified as the main source.

Despite good progress being made with the 2006 AQAP, significant breaches of the national objectives for NO<sub>2</sub> still existed and additional hotspots were identified. Therefore, following further detailed assessments of air quality, a city-wide AQMA was declared in September 2010. A new Air Quality Action Plan (AQAP) was adopted by the Council in 2013, with a new set of measures targeted at improving air quality levels in the city for the period 2013-2020. Details of Oxford's current city-wide AQMA for NO<sub>2</sub> can be found in appendix B.

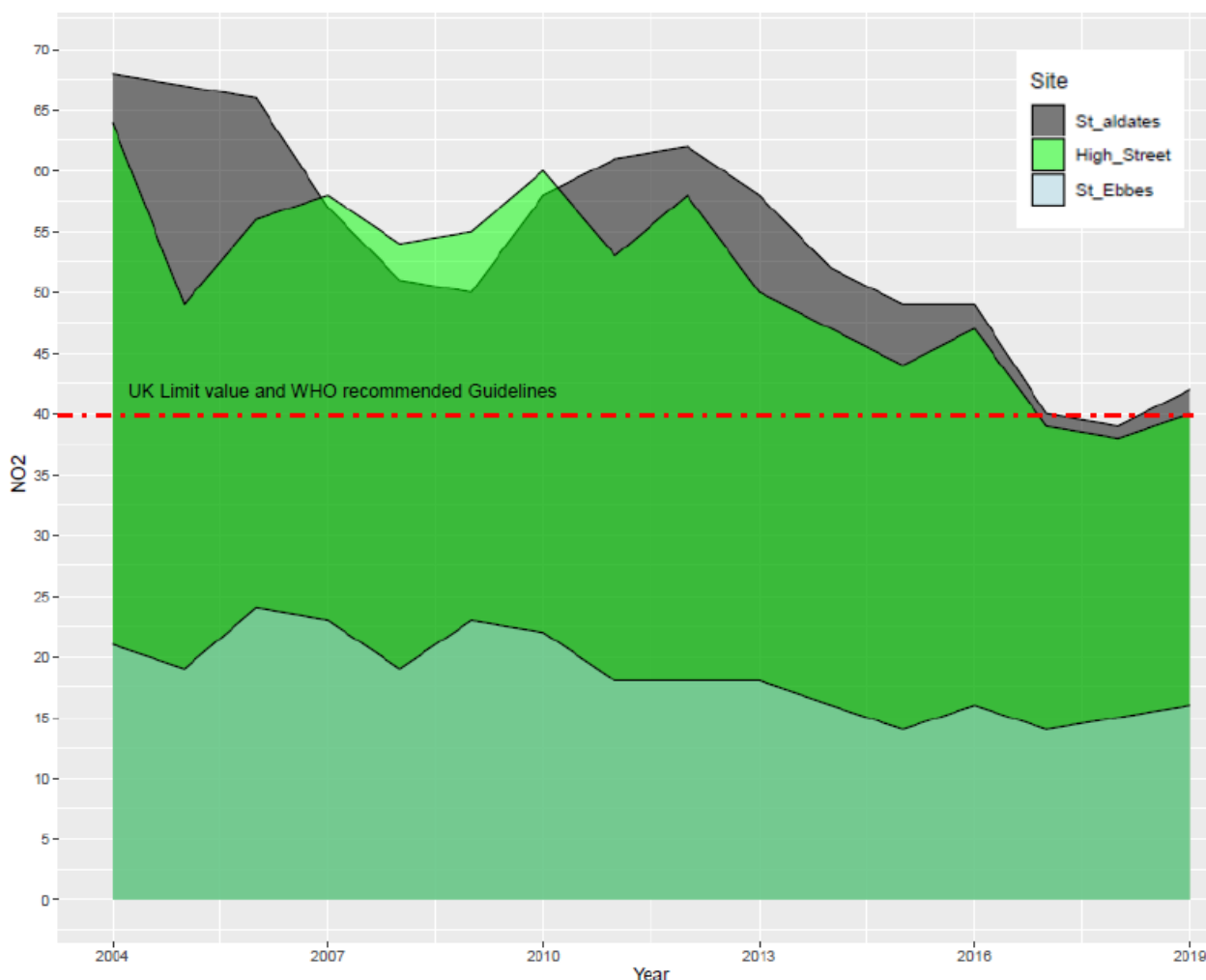
Historical analysis of air quality data (see Figure 2 below) shows that since that period, NO<sub>2</sub> levels have significantly improved in the city of Oxford. In 2003 we saw NO<sub>2</sub> of over 70 µg/m<sup>3</sup>, while in 2019 levels were around 40 µg/m<sup>3</sup>.

Since 2013, we have seen an overall decline of 26% in NO<sub>2</sub>, 31% in Particulate Matter (PM<sub>10</sub>) and 36% in Particulate Matter (PM<sub>2.5</sub>) in the places where air quality is being monitored.

The majority of the reductions observed over the period are related to significant changes in traffic emissions. The introduction of a Low Emission Zone (LEZ) for buses in the city in 2014 and the retrofit of several buses to cleaner Euro VI engines (which achieve an estimated 99.5% reduction in NO<sub>x</sub> emissions compared to Euro V) have contributed to these improvements.

However, air quality monitoring results from the most recent years have shown that the rate of these reductions is now slowing down. In many cases, air quality levels seem to have plateaued in the city, suggesting that more robust action to tackle air quality in the city is now required.

**Figure 2- Long term trends of Annual Mean NO<sub>2</sub> (µg/m<sup>3</sup>) at Oxford's continuous monitoring stations, 2004-2019.**



## 2.2 Current Air Quality Status

At the time of writing, data from our most recent air quality monitoring campaign (2019) shows that we still experience exceedances of the NO<sub>2</sub> annual mean limit value at six locations across in the city. Those locations are St. Clements Street/The Plain, St Clements Street East, George Street, St Aldates, High Street and Long Wall Street.

The 2019 monitoring results also showed a positive result in that there are no exceedances of the UK limit values or the WHO recommended guidelines for particulate matter (PM<sub>2.5</sub> and PM<sub>10</sub>) in Oxford, in all the locations where these pollutants are measured.

Air quality is monitored annually across the city. To see full details of where we monitor, why we monitor in those locations, and the latest data on air quality, you can [visit our website](#). The current status of air quality levels in Oxford can be found in our latest official Annual Status Report which can be also downloaded from our [website](#). All our current monitoring locations and the latest monitoring data can also be viewed using this [interactive map](#).

## Sources of Air Pollution in Oxford

The AQAP measures presented in this report are targeted towards the predominant sources of emissions within Oxford.

In December 2019 Oxford City Council commissioned Ricardo Energy & Environment to conduct a source apportionment study (SAS) to assess:

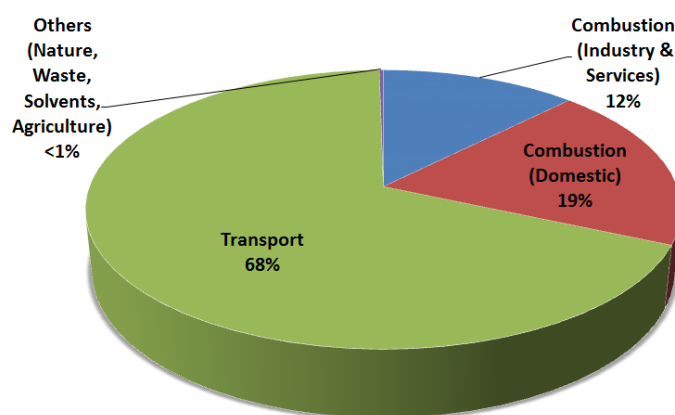
- the contribution of each activity sector to total emissions of NO<sub>x</sub>, PM<sub>10</sub> and PM<sub>2.5</sub> in Oxford.
- within the road transport sector, the contribution of each vehicle type to total road emissions of NO<sub>x</sub>, PM<sub>2.5</sub> and PM<sub>10</sub> in Oxford.

The complete source apportionment study, which was undertaken to the required LAQM TG (16) standards, was published by Oxford City Council on the 26<sup>th</sup> June 2020 and is available for review on Oxford City Council's [website](#).

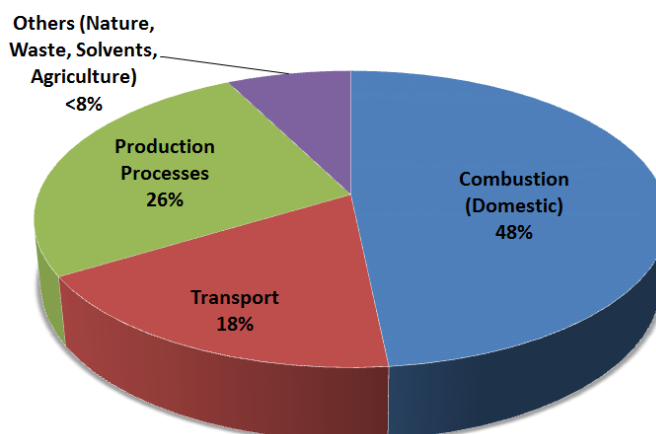
### 3.1 Emission sources by activity sector

The contribution of each activity sector to the total emissions of NO<sub>x</sub>, PM<sub>10</sub> and PM<sub>2.5</sub> in Oxford is shown on Figures 3 to 5 below.

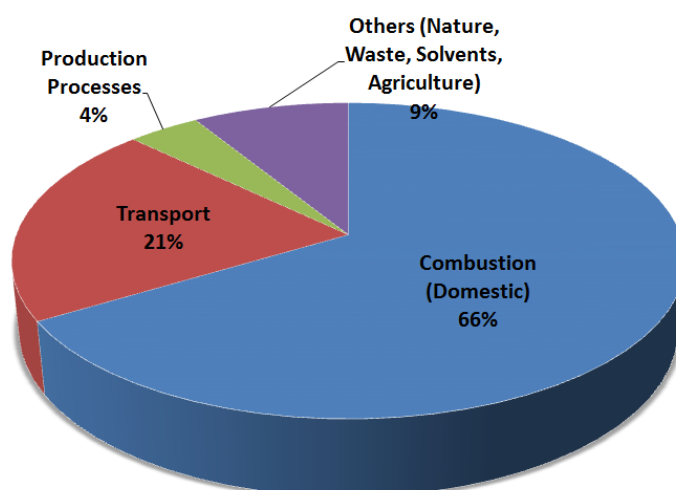
**Figure 3- Sources of total NO<sub>x</sub> emissions in Oxford**



**Figure 4- Sources of total PM<sub>10</sub> emissions in Oxford**



**Figure 5- Sources of total PM<sub>2.5</sub> emissions in Oxford**





Figures 3 to 5 show that in Oxford, transport comprises approximately 68% of the total emissions of NO<sub>x</sub>, in comparison to only around 18% of total PM<sub>10</sub> and 21% of total PM<sub>2.5</sub> emissions. Domestic combustion, on the other hand, makes up just 19% of NO<sub>x</sub> emissions compared to 48% of PM<sub>10</sub> emissions and 66% of PM<sub>2.5</sub> emissions.

### 3.1.1 Changes since 2013

The results of the new source apportionment study provide useful evidence demonstrating how different emission contribution sectors have changed over time.

Table 2 show a direct comparison between the two source apportionment studies that were conducted for NO<sub>x</sub> in 2013 and 2019.

**Table 2 – Historic comparison of the contribution of each sector to total NO<sub>x</sub> emission in Oxford.**

Activity Sectors	2013	2019	Comparison (2013 vs 2019)
Transport	75%	68%	-7% 
Combustion (Domestic, Industry & Services)	25%	31%	+6% 
Others (Agriculture, Solvents, Nature, Waste)	<1%	<1%	Unchanged

The results of this comparison show that the contribution of the transport sector to total NO<sub>x</sub> emissions have reduced by 7% since 2013, with the contribution from combustion sources associated with domestic combustion, industry and services increasing in the same proportion. This reduction in transport emissions is due to fleet upgrades, which are partly the result of local government interventions such as the introduction of a Low Emission Zone for buses in 2014. It was recognised that buses contributed a significant proportion of emissions and, through cooperation and

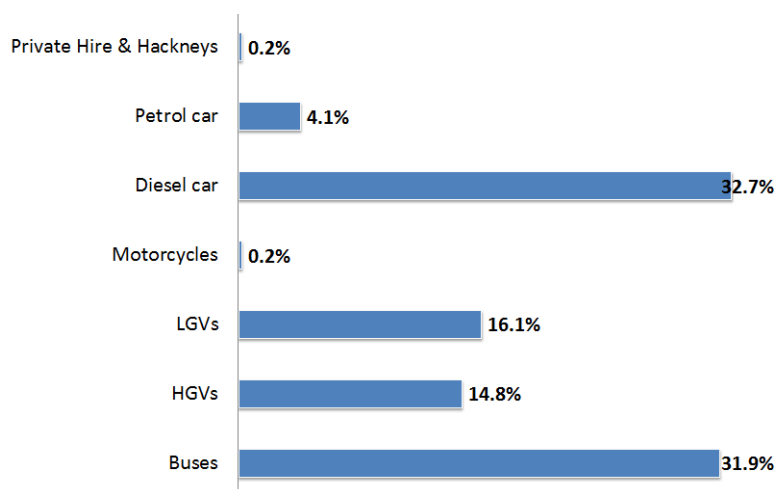
close working with bus services providers, the targeted action of local government contributed to a reduction of emissions.

A similar comparison was not possible for Particulate Matter (PM<sub>10</sub> and PM<sub>2.5</sub>), as the 2013 source apportionment study did not include Particulate Matter.

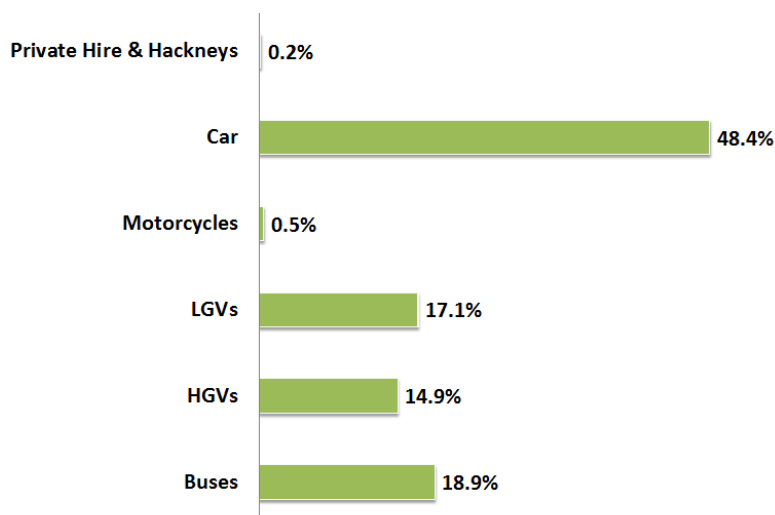
## 3.2 Vehicle fleet composition and emissions

The contribution of each vehicle type to the total road emissions<sup>xv</sup> of NO<sub>x</sub>, PM<sub>10</sub> and PM<sub>2.5</sub> in Oxford is shown on Figures 6 to 8 below.

**Figure 6- Total road NO<sub>x</sub> emissions in Oxford, per vehicle type.**

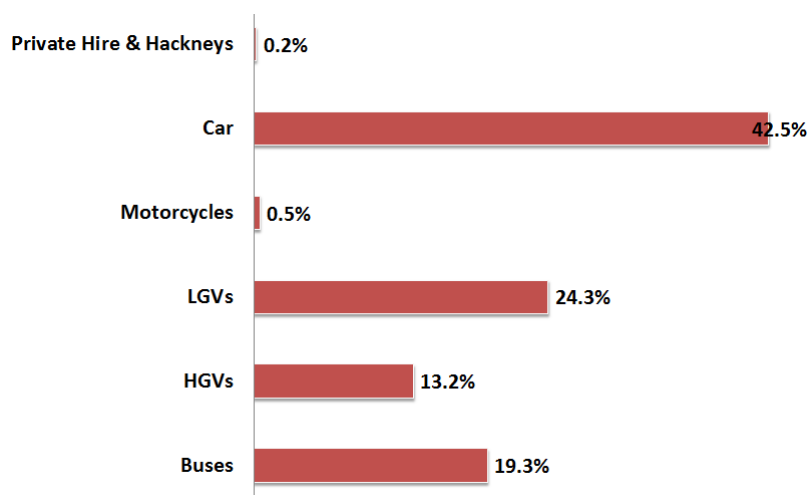


**Figure 7- Total road PM<sub>10</sub> emissions in Oxford, per vehicle type.**



<sup>xv</sup> the percentage of NO<sub>x</sub>, PM<sub>10</sub> and PM<sub>2.5</sub> emissions for Hackney carriages and Private Hire was calculated based on the information that was available for review. Not all the road links used in the air quality model had information related with Private Hires and Hackneys. This is an indication that the contribution of these vehicle types to total road NO<sub>x</sub>, and PM emissions in Oxford may be in fact slightly higher than that shown in Figures 6-8

**Figure 8- Total road PM<sub>2.5</sub> emissions in Oxford, per vehicle type.**








The breakdown of contributions to NO<sub>x</sub> emissions per vehicle type shows that the current biggest contributors in the city are diesel cars (32.7%) followed closely by buses (31.9%).

For PM<sub>10</sub> and PM<sub>2.5</sub>, the biggest transport contributor is the car, with 48.4% and 42.5% of all PM<sub>10</sub> and PM<sub>2.5</sub> emissions in the city attributed to this vehicle type.

### 3.2.1 Changes since 2013

The results showed in Table 3 represent a big shift in the contribution of each vehicle type to total emissions of NO<sub>x</sub> in the city if we compare them with data from 2013.

**Table 3 - Historic comparison of the contribution of each vehicle type to total NO<sub>x</sub> emission in Oxford.**

Vehicle type	2013	2019	Comparison (2013 vs 2019)
Private Hire & Hackneys	3%	<1%	-2% 
Cars	15%	37%	+22% 
Light Goods Vehicles	6%	16%	+10% 
Heavy Goods Vehicles	12%	15%	+3% 
Buses and Coaches	64%	32%	-32% 

The results of table 3 show that since 2013, the contribution of buses to total road NO<sub>x</sub> emissions have reduced by 50%. This shows how effective measures such as the introduction of the city's Euro V Low emission Zone for buses in 2014 and the

retrofitting of a significant amount of buses to Euro VI standard have been in reducing air pollution from this vehicle type.

On the other hand, the data also reveals that the contribution from cars to total road NO<sub>x</sub> emissions have increased by 22% - from 15% to 37%. This significant percentage increase can largely be explained by the reductions observed in bus emissions during the same period, as well as by the update in car emissions data (post VW scandal), which now reflect the impact of real world car emissions.

While we have seen significant improvements overall in air quality in the city, we know we have to do much more to ensure our residents and visitors can breathe clean air, particularly when it comes to emissions from fossil fuel vehicles.

### 3.3 Required Reduction in Emissions

Air Quality levels are known to be historically poor at 4 locations in the city: St Clement's, George Street, High Street and Cutteslowe Roundabout. Specific information about these 4 hotspots can be found in Appendix A.

On Table 4, we present the road NO<sub>x</sub> reductions<sup>xvi</sup> that will be required at the four historic NO<sub>2</sub> hotspot locations identified above to meet:

- the National NO<sub>2</sub> annual mean air quality objective of 40 µg/m<sup>3</sup>;
- Oxford's new NO<sub>2</sub> annual mean local target of 30 µg/m<sup>3</sup>.

The required reduction in emissions has been calculated in line with chapter 7 of DEFRA's statutory Technical Guidance document (LAQM.TG16).

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<sup>xvi</sup> Nitrogen oxides (NO<sub>x</sub>) are a collective term used to refer to nitric oxide (NO) and nitrogen dioxide (NO<sub>2</sub>). Both are produced from the reaction of nitrogen and oxygen gases in the air during combustion processes, especially at high temperatures. Total oxides of nitrogen (NO<sub>x</sub>) are used for the required reduction in vehicle emissions. This is routinely used for vehicle emissions standards instead of NO<sub>2</sub>. Vehicles emit nitrogen dioxide (NO<sub>2</sub>) and nitrogen oxide (NO) which make up the total NO<sub>x</sub>. The NO reacts with ozone in sunlight to create NO<sub>2</sub>. The relationship between NO<sub>x</sub> emitted and ambient NO<sub>2</sub> is not linear hence required emission reductions tend to always be presented as NO<sub>x</sub> rather than NO<sub>2</sub>.

**Table 4 – Road NO<sub>x</sub> reductions required to achieve compliance with the NO<sub>2</sub> legal annual mean limit value as well as with Oxford's NO<sub>2</sub> annual mean local target at Oxford's 4 air pollution hotspots.**

Diffusion Tube Code	Location	NO <sub>2</sub> measured in 2018, ug/m <sup>3</sup>	NO <sub>x</sub> background, ug/m <sup>3</sup>	(A) Roadside NO <sub>x</sub> from NO <sub>2</sub> calculator, ug/m <sup>3</sup>	(B) Roadside NO <sub>x</sub> to achieve compliance with current limit value, ug/m <sup>3</sup>	(C) Roadside NO <sub>x</sub> to achieve compliance with local target, ug/m <sup>3</sup>	Road NO <sub>x</sub> reduction required to achieve limit value ug/m <sup>3</sup> (A-B)	Road NO <sub>x</sub> reduction required to achieve local target ug/m <sup>3</sup> (A-C)	Road NO <sub>x</sub> reduction required for Limit Value (%)	Road NO <sub>x</sub> reduction required for Local Target (%)
DT55	St Clement's	46	21.1	66.03	51.3	28.6	14.7	37.4	22.3%	56.7%
DT48	George St	42	26.4	50.09	45.3	22.9	4.8	27.1	9.5%	54.3%
DT56	High St	44	24.9	56.65	47.0	24.6	9.6	32.1	17.0%	56.6%
DT26	Cutteslowe	41	17	58.39	55.9	33.0	2.4	25.4	4.2%	43.5%

Table 4 shows that the required reduction in emissions for St Clement's Street / The Plain to achieve compliance with the NO<sub>2</sub> annual mean Limit Value is 14.7 µg/m<sup>3</sup> or 22.3%. For George Street, High Street and Cutteslowe the necessary road NO<sub>x</sub> reductions are of 4.8 ug/m<sup>3</sup>, 9.6 ug/m<sup>3</sup>, 2.4 ug/m<sup>3</sup> or 9.5%, 17%, and 4.2% respectively.

Calculations also show that there needs to be road NO<sub>x</sub> reductions of above 50% for most sites to achieve compliance with Oxford's new local target for NO<sub>2</sub>. At St Clement's, George St, High St and Cutteslowe, NO<sub>x</sub> reductions of 56.7%, 54.3%, and 56.6% are required to achieve compliance with the new target. At Cutteslowe, the level of road NO<sub>x</sub> reduction required is slightly lower at 43.5%.

## Vision and aims of the AQAP

The scope of this AQAP is to set out a range of actions to reduce air pollutants from different sectors of activity in response to the declaration of an AQMA for exceedances of the annual mean objective for NO<sub>2</sub>.

### 4.1 Oxford NO<sub>2</sub> target

The key objective of this AQAP is to bring NO<sub>2</sub> emissions across the city into legal compliance as soon as possible, however importantly we want to reach beyond legal compliance for the whole city. Oxford City Council is committing to becoming the first UK Local Authority to set a local annual mean NO<sub>2</sub> target in a city-wide AQAP.

The overall objective of this AQAP for the whole of the Oxford City area is to:

**Achieve a local annual mean NO<sub>2</sub> target of 30 µg/m<sup>3</sup> by 2025**

**“30 by 25”**

The legal annual mean limit value for NO<sub>2</sub> is 40 µg/m<sup>3</sup>. Research now shows that this legal limit is not a safe limit. Several health studies show that harmful effects of air pollution are seen at levels below air quality legal standards previously considered to be safe. We take the health of our residents and visitors very seriously and the decision to set a new low target for NO<sub>2</sub> is evidence of our commitment to improve health outcomes for all.

According to the Committee on the Medical Effects of Air Pollutants ([COMEAP](#)), a 1 µg/m<sup>3</sup> reduction in NO<sub>2</sub>, could lead to about 420,000 to 903,000 life years saved in the UK over the next 106 years, with an increase in life expectancy (at birth) of around 2 to 5 days. It is therefore expected that a 10 µg/m<sup>3</sup> reduction in NO<sub>2</sub> can lead to a significant improvement in the health outcomes for Oxford residents.

#### 4.1.1 Why are we proposing a new NO<sub>2</sub> target?

A significant amount of research has been completed since the air quality directive was established and since the WHO published guidelines on outdoor air pollution. This now suggests that there are in fact no ‘safe’ levels of air pollution and that governments should, therefore, be aiming for the lowest possible air pollution levels. Our setting of a lower target is a key step towards reducing air pollution to the lowest possible level, thereby protecting the largest number of people’s health and lives.

Recent [studies](#) show that there is strong evidence of a relationship between long-term exposure to NO<sub>2</sub> and respiratory effects, particularly the development of asthma

in children. Results suggest that both short and long-term exposure to NO<sub>2</sub> may be associated with cardiovascular and related metabolic effects, as well as premature mortality. Further to that, long-term exposure may be associated with poorer birth outcomes and cancer.

Oxford City Council has pioneered measures to reduce air pollution levels and address climate breakdown, including:

- Oxford pioneered the first enduring UK Park and Ride bus scheme (1973) and provided a model for other cities, notably Nottingham, York, Leicester, Norwich, and Cambridge.
- Oxford was the first UK city to follow London in the implementation of a Low Emission Zone (LEZ) for buses (2014).
- Oxford launched plans (2017) for the UK's first Zero Emission Zone in Oxford City.
- Oxford became the first UK city to host a Citizens' Assembly on Climate breakdown (2019), which addressed measures to reduce air pollution.
- Supported by the City Council, Oxford is home to the £41m project Energy Super-hub Oxford, which includes the world's largest hybrid battery system and supports the roll out of electric and zero emitting vehicle charging capacity and fleets. In 2021, Oxford will be home to the UK's largest EV charging hub.
- Supported by the City Council, Oxfordshire is trialling a £40m industry-first local energy system, called Project LEO (Local Energy Oxfordshire). This smart local energy system explores how growth in local renewables, electric vehicles, battery storage, and vehicle-to-grid technology can be supported by a local, flexible and responsive electricity grid, which will enable zero emission mobility.
- Supported by Oxford City Council, trialling 'OxPops', the world's first residential 'pop up' on-street electric vehicle charging point to enable the shift towards zero emission mobility.

Setting a stretching target and increasing our ambition is also helping to secure additional investments in innovative areas where the city has strengths and a strong record of success. The City Council seeks to support large investment into the city which will enable us to clean Oxford's air as much as we can and as quickly as possible, thereby improving public health, reducing early deaths and addressing climate breakdown, whilst also supporting local businesses, jobs and inclusive economic growth. The rapid expansion of the Green Economy is especially important as Oxford seeks to recover from the Coronavirus pandemic.

#### 4.1.2 Why are we setting a new local NO<sub>2</sub> target fixed at 30 µg/m<sup>3</sup>?

The decision to choose the target of 30µg/m<sup>3</sup> was based on the 2018 analysis of the results of several air quality modelling projections and studies, the analysis of our city centre historic air quality monitoring data for the period 2002 - 2018, and taking into account the expected air quality impacts of the complete set of air quality measures that are being put forward in this AQAP. In short, the target-setting is evidence-led.

The air quality models and resources used for this analysis were:

- [Air Quality Modelling for ZEZ Feasibility Study](#)
- [DEFRA's Roadside Projection Factors](#);
- JAQU's modelling work for targeted feasibility study
- [Oxford City Council's historical diffusion tube data \(2003-2018\)](#)
- Review of Air Quality impact of measures set out in the new AQAP

A comparative analysis across these sources showed that a target NO<sub>2</sub> value of 30 µg/m<sup>3</sup> would be both stretching and realistically achievable in the specified time period.

It is important to set clear and realistic targets so that we inspire the confidence of citizens and partners in our plans, and they can understand their potential role in our shared efforts. This local authority will seek out opportunities to make a greater contribution and a larger reduction than our headline target wherever possible.

#### 4.1.3 The current annual mean limit value for NO<sub>2</sub>

Oxford is currently in breach of the annual mean limit value for NO<sub>2</sub> in six locations of the city (out of the 71 locations where air quality is being monitored). It is therefore also a commitment of this Air Quality Action Plan to:

**Achieve compliance with the legal annual mean limit value of 40 µg/m<sup>3</sup>**

The current annual mean limit value for NO<sub>2</sub> is set out in the European air quality directive ([2008/EC/50](#)) for the protection of human health, which says that NO<sub>2</sub> annual mean value should not exceed 40 micrograms per cubic metre (µg/m<sup>3</sup>). This and other air pollutant limit values have been all transposed into UK law through the Air Quality Standards Regulations 2010. They are referred to as “*UK Air Quality Objectives*” and all came into force on 11<sup>th</sup> June 2010.

The local air quality management (LAQM) regime requires every district and unitary authority to annually review and assess air quality in their area. Air quality monitoring is utilised to identify whether the relevant limit values have been achieved at relevant locations.

## 4.2 Zero Emission Zone and Connecting Oxford

The new AQAP is anchored in two transport and air pollution management schemes that the City and County Councils are in the process of delivering: the Zero Emission Zone and Connecting Oxford. We believe these will be the main drivers and contributors to the reduction of air pollution levels in the city. It is felt that by supporting and building upon these existing proposals, tangible improvements in air quality can be achieved more quickly.

Oxfordshire County Council's Local Transport Plan 4, published in 2015, set out proposals to introduce a Zero Emission Zone (ZEZ) in Oxford starting in 2020. Since then, proposals have been developed by Oxford City Council, in partnership with the County Council, for a ZEZ in Oxford to be rolled out in phases starting in 2020. The overall aim of this journey to zero is to eliminate transport '*tailpipe*' emissions in Oxford city centre by 2035. Transitioning businesses and residents to ultra-low and zero emission vehicles is a critical building block of this zero-emission ambition. The councils consulted on [initial proposals](#) for a ZEZ in 2017. After 15 months of listening to businesses, residents, transport operators and health experts in Oxfordshire, [updated proposals](#) were published in January 2019 for emissions requirements to be implemented in Oxford city centre in a phased approach to allow for learning from 2021 to 2035. On the 20<sup>th</sup> November 2020, a final consultation for the city centre ZEZ was launched. Under the final proposals, a ZEZ pilot road user charging scheme is proposed to start in August 2021 in a few city centre streets. After the trial, the expectation is for a ZEZ covering the entire city centre to begin from spring 2022. Detailed information about the current and future ZEZ plans can be found on Oxford City Council's [website](#).

In January 2020, Oxfordshire County and Oxford City Councils' cabinets approved the development of proposals for the delivery of Connecting Oxford. This is a traffic management scheme that is designed to increase connectivity, reduce congestion, and tackle air pollution and climate change. The plans include the delivery of a set of bus gates and the implementation of a workplace parking levy in parts of the city. Detailed information about the Connecting Oxford proposals can be found at Oxfordshire County Council's [website](#).

Several of the actions in the AQAP are linked to these two schemes and facilitate a significant modal shift towards active travel, as well as the transition to zero emission transport. This includes the installation of electric vehicle charging points in the city, as well as the introduction of electric car clubs to allow residents to take up zero emission vehicles.

## 4.3 Priorities and Actions

This AQAP provides a framework for continuing current activity in the city to reduce NO<sub>2</sub> emissions whilst also developing new actions to complete our journey to legal emissions and go beyond the council's new NO<sub>2</sub> local target.

The results of our source apportionment clearly highlight the importance of domestic combustion to total NO<sub>x</sub> emissions in the city. It also shows that the relative contributions to total road NO<sub>x</sub> emissions have shifted away from buses in recent years, and towards smaller vehicles (cars and LGVs), as bus fleets have been upgraded. However, cars and buses are still the vehicle types that contribute the most to road transport emissions in Oxford.

The next pages show a detailed breakdown of all the measures, interventions and key priorities, which have been prepared and developed considering the results of our source apportionment study.

These actions will be delivered by a range of partners including Oxfordshire County Council who, as local transport authority, are responsible for many of the actions related to transport modal shift.

## Priority A - Developing Partnerships and Public Education

Encouraging behavioural change to clean up the air in our cities through public education and effective communication can play a significant role in the reduction of air pollution. By raising awareness, we can see that we all have a role to play and we are all part of the solution; our everyday decisions can have an impact on the air we breathe.

The set of measures that will be delivered within this priority area are aimed at developing a solid foundation of environmental education in our community. They build upon the successful delivery of behavioural change and air quality communication programmes, such as the Award winning [STOP](#), [WOW](#), [Anti-Idling Campaign](#) or [OxAir](#).

Core actions will be to:

- Work with schools, children, vulnerable groups and hard to reach communities to raise awareness of air pollution, discourage idling and promote active travel;
- Support city wide events that aim to accelerate the uptake of sustainable transport;
- Support projects that increase Oxford's Air Quality/AQ & Health evidence base such as [OxAir](#);
- Develop partnership work with the NHS, the third-sector, as well as public health commissioners and providers to increase awareness of air pollution amongst patients and reduce their personal exposure to air pollution;
- Improve air quality communication on our website and associated websites to assist the public in accessing reliable information about air pollution;
- Explore opportunities to use green infrastructure to reduce exposure to poor air quality levels;
- Deliver a city-wide campaign on how to implement DEFRA's best practice on the use of open fires and wood burning stoves, and on how to reduce burning of inappropriate fuel;
- Work with the District and County Councils on a co-ordinated approach to raise public awareness and improve education.

## Priority B - Support for the uptake of Low and Zero emission vehicles

This priority area is aimed at the delivery of air quality measures that support the city's plans for the implementation of a Zero Emission Zone. It is expected that the delivery of the measures under this key priority area will substantially contribute to the reduction of transport emissions in the city. According to our source apportionment, transport is responsible for 68% of total NO<sub>x</sub> emissions in Oxford.

The main measures to be delivered under this area include the introduction of a new Euro VI Low Emission Zone (LEZ) for buses in Oxford, a road user charge scheme for all non-zero emission vehicles in Oxford city centre, the delivery of EV charging infrastructure, plans for the electrification of the City Council's own fleet, opportunities for the complete electrification of Oxford's bus fleet, as well as the commitment to incentivise zero-emission vehicles or to place restrictions on other vehicles in Oxford.

Core actions will be to:

- Introduce a Euro VI LEZ for buses in Oxford and work with bus operators and external funders to secure funding for a cleaner and zero-emission bus fleet;
- Continue to introduce tighter Ultra Low emission standards for Hackney Carriage Vehicles;
- Deliver the Zero Emission Zone to accelerate the transition to zero emission vehicles in Oxford;
- Increase the amount of EV charging infrastructure in the City;
- Expand the City Council's EV Fleet (electrification of 25% of vehicle fleet by 2023);
- Develop an EV Strategy for Oxfordshire;
- Deliver Oxford's Energy Super Hub including the installation of more than 20 ultra-rapid + 30 fast vehicle EV chargers for the public use + the provision of ground source heat pumps for more than 300 homes, and the provision of the UK's largest EV charging hub in 2021;
- Deliver Air Quality Benefits through Planning System (EV charging infrastructure + efficient/less pollutant technologies);
- Explore opportunities for the delivery of electric infrastructure that could accelerate the uptake of electric boats and reduce their reliance on fossil fuel use for domestic heating.

## Priority C - Reducing emissions from Domestic Heating, Industry and Services

The proportion of emissions from domestic heating, industry and services has increased as transport emissions have reduced. With the decrease in air pollution emissions from transport, air pollution levels generated from these other sectors gain more importance every year particularly when it comes to the role they play in the generation of PM<sub>10</sub> and PM<sub>2.5</sub> emissions. With regards to NO<sub>x</sub>, these activities also contribute to 31% of total NO<sub>x</sub> emissions of the City.

The city of Oxford is currently fully compliant with legal limits, as well as WHO advisory limits, for PM<sub>10</sub> and PM<sub>2.5</sub>. However, recent studies clearly indicate that there is no safe level of air pollution, and there is already clear evidence that particulate matter has a significant impact on human health, including premature mortality, allergic reactions, and cardiovascular diseases.

Most of the measures that will be delivered under this priority area are related to the reduction of combustion emissions via increased energy efficiency, thereby reducing NO<sub>x</sub> and PM emissions. (*i.e. replacing old combustion sources such as boilers, shifting to low fuel appliances, and exploring heat networks*).

Core actions will be to:

- Upgrade the Energy Efficiency of City Council's Housing stock;
- Provide Energy Advice Services, by employing Energy Advice Officers to visit Council homes and advise tenants, whilst also identifying energy saving improvements to the properties;
- Use central government's ECO Flexible Eligibility funding to identify and designate households as eligible under the Affordable Warmth Scheme;
- Review of Smoke Controlled Zones and implement revised government legislation for smoke nuisance.
- Encourage the development of local heat networks.

## **Priority D - Reduce the need to travel, explore opportunities for mode shift and increase the uptake of sustainable transport**

One of the key themes of Oxfordshire's current local transport plan is to support the transition to a low carbon future by minimising the need to travel and reducing the proportion of journeys made by private car by making the use of public transport, walking and cycling more attractive.

The City and County Councils and partners have been supporting a shift to more sustainable and low emission modes of travel as well as reducing the proportion of car-based travel to and around the city, as this is an important way to reduce transport emissions.

The main measures to be delivered under this area include exploring the possibility of implementing a Work Place Parking Levy in the city, introducing new vehicle access restrictions, implementing a local cycle and walking infrastructure plan, as well as introducing bus priority measures.

Core actions will be to:

- Deliver Connecting Oxford;
- Deliver sustainable transport measures such as cycling improvements and bus priority lanes;
- Roll-out Controlled Parking Zones (CPZ) to discourage non-residential parking;
- Roll out Low Traffic Neighbourhoods and supporting infrastructure
- Work with businesses to explore the inclusion of innovative sustainable travel modes into their business models;
- Explore opportunities to address city centre freight emissions by creating consolidation centre/s;
- Work with schools to reduce exposure to air pollution by reducing the need to travel during drop off/pick up times and introducing School Streets;
- Support Bikeability (free cycling lessons provided to pupils).

## 4.4 AQAP Measures

Table 5 shows the complete list of AQAP measures for each one of the 4 key areas of intervention identified above. It contains:

- A list of the actions that form part of the plan<sup>xvii</sup>;
- The responsible individual and departments/organisations who will deliver this action;
- Expected benefit in terms of pollutant emissions and/or concentration reduction and the timescale for implementation.

It is important to state that not all the funding has been secured for the delivery of some of the measures included in this AQAP. However, Oxford City Council, together with its delivery partners will work together to secure funding for the delivery of the plan. Given our successful track record of securing grant funding such as; DEFRA's annual Air Quality Grant for Local authorities in England, Innovate UK, the central government's Emergency Active Travel Fund and OLEV Grant schemes, we believe we will be able to deliver the actions outlined in this plan.

## 4.5 Policy Integration

Oxford City Council has several relevant planning and policy documents that have been developed and accounted for during the process of developing the measures in this AQAP. Some of these documents are being updated at the time of writing. If you are interested in learning more about those and how they link with the new AQAP please click on the hyperlinks below:

- [Oxford's Local Plan 2016 - 2036](#)
- [Air Quality Planning Application Guidance](#)
- [Local Transport & Connectivity Plan](#)
- [Oxford's Sustainability Strategy](#)
- [Climate breakdown: Citizen's Assembly report](#)
- [Oxfordshire Joint Health and Wellbeing Strategy \(2018-2023\)](#)
- [Oxfordshire Energy Strategy](#)
- [Oxford Local Cycling & Walking Infrastructure Plan \(LCWIP\)](#)
- [Oxford Green Spaces Strategy \(2013-2027\)](#)
- Oxford Urban Forest Strategy<sup>xviii</sup>

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<sup>xvii</sup> The list of actions that will be delivered in this AQAP is numbered from 1 to 30. The numbering does not relate with prioritisation. All the measures under this AQAP are considered to be equally important and only the full delivery of the actions will deliver the expected reduction of air pollution levels in Oxford.

<sup>xviii</sup> This strategy is currently under development. Green Infrastructure (GI) can be used to help reduce air pollutant emissions by creating spaces that encourage active travel such as walking and cycling, or the uptake of public transport. GI can also be used [strategically](#) to mitigate poor air quality at specific local-scale urban settings, as long as those are integrated into a good urban design and without causing any negative impact to air pollutant dispersion.

**Table 5 – Air Quality Action Plan Measures**

Key priority area	Measure	Measure	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA <sup>xix</sup>	Progress to Date	Estimated Completion Date	Associated benefits
(A) Developing Partnerships and Public Education	1	Work with schools, vulnerable groups and hard to reach communities to raise awareness of air pollution and promote Active Travel	Oxford City Council + Oxfordshire County Council + Local Friends of the Earth	Annually	2021-2025	Number of walking, cycling, scooting, car, and park & stride trips, Number of participating schools and deprived areas and of activities delivered	NOx reduction not estimated, but increase of up to 23% in walking rates and reduction of up to 30% car journeys, Nox reduction difficult to estimate, but increase of awareness of up to 12% and behaviour change of up to 6% ( <a href="#">Clean Air Day</a> )	Delivery in progress	2025	Prevention of obesity, reduction of noise and traffic accidents, reduction of nuisance
(A) Developing Partnerships and Public Education	2	Support city wide events that aim to accelerate the uptake of sustainable transport	Oxford City Council + Other partners (e.g., Green TV)	Annually	2021-2025	Total amount of attendees and businesses participating, number of business adopting sustainable delivery options, number of business compliant with the ZEZ	NOx reduction not estimated, but increase of awareness of up to 12% and behaviour change of up to 6% ( <a href="#">Clean Air Day</a> )	Planning Phase	2025	Acceleration of EV and e-bike uptake, promotion of sustainable deliveries, promotion of behavioural change, reduction of noise and CO <sub>2</sub>
(A) Developing Partnerships and Public Education	3	Support projects that increase Oxford's Air Quality/AQ & Health evidence base	Oxford City Council + Oxfordshire County Council (Pub. Health)	Annually	2021-2025	Total amount of partnerships created; amount of AQ/health studies delivered	Not directly applicable – NOx reduction not estimated	Already being delivered	2025	Development of future policies, promotion of behavioural change, backed by more robust evidence

<sup>xix</sup> Not all the actions have clear target pollution reductions. In some situations, in the absence of clear estimates (ex: projects involving partnerships and public education) target pollution estimates obtained from similar delivered projects were added. Pollution reduction benefits will be calculated and reported over time, as ZEZ, Connecting Oxford and other projects are modelled and assessed.

Key priority area	Measure	Measure	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA <sup>xix</sup>	Progress to Date	Estimated Completion Date	Associated benefits
(A) Developing Partnerships and Public Education	4	Develop partnership work with NHS, commissioners, and providers to increase awareness of air pollution amongst patients and reduce their personal exposure to air pollution.	Oxford City + Oxfordshire County Council (Pub. Health)	On-going	2021-2025	Number of workshops/training sessions delivered, reduction in number of hospital admissions for COPD patients	NOx reduction not estimated, but communication campaigns can increase awareness of up to 12% and behaviour change of up to 6% ( <a href="#">Clean Air Day</a> )	Not started	2025	Promotion of behavioural change and reduction of personal exposure to poor air quality
(A) Developing Partnerships and Public Education	5	Improve air quality communication on our website and associated websites to assist the public in accessing reliable information about air pollution.	Oxford City Council + All other District Councils	On-going	2021-2025	Number of website visitors, reduction of public requests for AQ information, reduction of hospital admissions	NOx reduction not estimated, but communication campaigns can increase awareness of up to 12% and behaviour change of up to 6% ( <a href="#">Clean Air Day</a> )	Planning Phase	2025	Air Quality education and reduction of personal exposure to poor air quality
(A) Developing Partnerships and Public Education	6	Explore opportunities to use green infrastructure to reduce exposure to poor AQ levels	Oxfordshire County Council + Highways England	2020	2021-2025	Air Quality data after implementation	Reduction of up to 50% in exposure to air pollution levels where green infrastructure is installed ( <a href="#">Greater London Authority</a> )	Not started	2025	Reduction of noise, reduction of nuisance
(A) Developing Partnerships and Public Education	7	Delivery of city-wide campaign on how to implement DEFRA's best practice on the use of open fires and wood burning stoves, and on how to reduce burning of inappropriate fuel	Oxford City Council + Local Friends of the Earth + River Trust	2021	2021-2025	Reduction of nuisance complaints, PM10 and PM2.5 data	NOx and PM reductions not estimated, but communication campaigns can increase awareness of up to 12% and behaviour change of up to 6% ( <a href="#">Clean Air Day</a> )	Not Started	2025	Promotion of behavioural change, reduction of nuisance, reduction of nuisance investigations
(A) Developing Partnerships and Public Education	8	Work with the District and County Councils on a co-ordinated approach to public awareness and education	Oxford City Council + All other District Councils	2020	2021-2025	Number of campaigns run together between all the District Councils	NOx reduction not estimated, but communication campaigns can increase awareness of up to 12% and behaviour change of up to 6% ( <a href="#">Clean Air Day</a> )	Planning Phase	2025	Division of resources, simplified message (integrated approach increases the power and effectiveness of the message) and reaches more people

Key priority area	Measure	Measure	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA <sup>xix</sup>	Progress to Date	Estimated Completion Date	Associated benefits
(B) Support for the uptake for Low and Zero emission vehicles	9	Introducing a Euro VI LEZ for buses in Oxford	Oxford City Council + Oxfordshire County Council + Bus Operators	2020	2021	LEZ Approved bus database	5% to 12.8% total Road NOx emissions ( <a href="#">Ricardo's Source Apportionment Study</a> )	Delivery in progress	2022	Reduction of health impacts associated with air pollution
(B) Support for the uptake for Low and Zero emission vehicles	10	Introducing Ultra Low emission standards for Hackney Carriage Vehicles	Oxford City Council	2019	2020-2025 (phased approach)	Amount of New HCV Applications, enforcement stats	Up to 0.2% total Road NOx emissions ( <a href="#">Ricardo's Source Apportionment Study</a> )	Delivery in progress	2025	Reduction of health impacts associated with air pollution
(B) Support for the uptake for Low and Zero emission vehicles	11	Delivery of Zero Emission Zone (measures to incentivise zero emission vehicles or place restrictions on other vehicles in Oxford)	Oxford City Council + Oxfordshire County Council	2020	2021-2030 (phases 1 to 4)	Behavioural responses, AQ monitoring, ANPR counts	By 2035 (after full implementation), up to 66% reduction in city-wide NOx emissions and of 100% transport emissions in the city centre	Planning Phase	2021-2030 (phases 1 to 4)	Reduction of noise, traffic, CO <sub>2</sub> and PM emissions, better walking and cycling environment, improved townscape, and historic environment
(B) Support for the uptake for Low and Zero emission vehicles	12	Increase the amount of EV charging infrastructure in the City	Oxford City Council + Oxfordshire County Council	2019	2020-2025	Number of EV chargers installed	NOx reduction not estimated	Delivery in progress	2025	Reduction of noise, CO <sub>2</sub>
(B) Support for the uptake for Low and Zero emission vehicles	13	Expansion of City Council's EV Fleet (Electrification of 25% of vehicle fleet)	Oxford City Council	2020	2020-2023	Number of Electric vehicles purchased	NOx reduction not estimated	Already being delivered	2023	Reduction of noise, CO <sub>2</sub>
(B) Support for the uptake for Low and Zero emission vehicles	14	Development of an EV Strategy for Oxfordshire	Oxfordshire County Council + Other District Councils	2020	2021	Publication of EV strategy and adoption of Strategy by all District Councils	NOx reduction not estimated	Planning Phase	2021	Reduction of noise, CO <sub>2</sub>
(B) Support for the uptake for Low and Zero emission vehicles	15	Work with bus operators on the electrification of Oxford's Bus fleet	Oxfordshire County Council + Bus Operators	2020	2021-2025	% of bus fleet ZEV	Up to 32% of the city's total road NOx emissions ( <a href="#">Ricardo's SAS</a> )	Planning Phase	2025	Reduction of CO <sub>2</sub> and noise, improvement of passenger experience, reduction in operating costs

Key priority area	Measure	Measure	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA <sup>xix</sup>	Progress to Date	Estimated Completion Date	Associated benefits
(B) Support for the uptake for Low and Zero emission vehicles + (C) Reducing emissions from domestic heating, Industry and Services	16	Delivery of Oxford's Energy Super Hub (installation of more than 20 ultra-rapid + 30 fast vehicle EV chargers for the public use + provision of ground source heat pumps for more than 300 homes)	Oxford City Council + partners	2019	2021	Number of GSHP installed, AQ monitoring	20,000 tonnes of CO2 per year saving by 2021, rising to 44,000 tonnes per year by 2032 + up to 22% reduction of NO2 emissions from transport by 2032 ( <a href="#">Oxford City Council</a> )	Planning and Construction Phases	2021	Reduction of carbon and PM
(B) Support for the uptake for Low and Zero emission vehicles + (C) Reducing emissions from domestic heating, Industry and Services	17	Delivery of Air Quality Benefits through Planning System (Reduce amount of car parking in the city + Increase EV charging infrastructure + require more efficient/less pollutant domestic heating technologies) <sup>xx</sup>	Oxford City Council	2020	2020-2036	Number of developments with EV chargers installed/number of EV chargers installed, number of planning conditions discharged	NOx and PM reductions not estimated	Already being delivered	2025	Reduction of noise, CO <sub>2</sub> , requirement for minimum NOx emission standards from IAQM guidelines to be followed
(B) Support for the uptake for Low and Zero emission vehicles + (C) Reducing emissions from domestic heating, Industry and Services	18	Explore opportunities for the delivery of electric infrastructure that could accelerate the uptake of electric boats and reduce their reliance on fossil fuel use for domestic heating	Oxford City Council + River trust + Environment Agency	2021	2021-2025	Number of installations delivered, number of boats relying on energy sources that are locally emissions free	NOx and PM reductions not estimated	Exploratory Phase	2025	Promotion of behavioural change, reduction of nuisance, reduction of nuisance investigations, reduction of NOx and PM emissions, improvement in quality of life for those who use the canals

<sup>xx</sup> This specific air quality action is already being delivered since the 8<sup>th</sup> June 2020, date on which Oxford's new Local Plan (2016-2036) was formally adopted. Relevant policies within the plan that contribute to the delivery of this measure are policies [RE1](#), [RE6](#), [M3](#) and [M4](#).

Key priority area	Measure	Measure	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA <sup>xix</sup>	Progress to Date	Estimated Completion Date	Associated benefits
(C) Reducing emissions from domestic heating, Industry and Services	19	Upgrade Energy Efficiency of City Council's Housing stock	Oxford City Council	2020	2021-2025	Number of boiler upgrades, insulations and high efficiency storage heaters installed per year	NOx/PM reductions not estimated, but this measure is responsible for savings of at least 199 tonnes carbon dioxide (CO2) per year	Already being delivered	2025	Reduction of carbon and PM
(C) Reducing emissions from domestic heating, Industry and Services	20	Provide Energy advice services: employ Energy advice Officers to visit Council homes and advise tenants, whilst also identifying energy saving improvements to the properties	Oxford City Council	2020	2021-2025	Total amount of home visits and of energy savings per year	NOx and PM reductions not estimated	Already being delivered	2025	Reduction of carbon and PM
(C) Reducing emissions from domestic heating, Industry and Services	21	Use of central government's ECO Flexible Eligibility funding to identify and designate households as eligible under the Affordable Warmth Scheme	Oxford City Council	2020-2025	2020-2025	Total amount of households being granted with energy efficiency improvements	NOx and PM reductions not estimated	Already being delivered	2025	Reduction of carbon and PM
(C) Reducing emissions from domestic heating, Industry and Services	22	Review of Smoke Controlled Zones and implementation of revised government legislation for smoke nuisance	Oxford City Council	2020	2021-2025	Implementation of new enforcement methods / reduction of the amount of nuisance complaints	NOx and PM reductions not estimated	Exploratory Phase	2025	Government's future AQ Plans:  a) extension of existing SCA's smoke emission standards to the whole of England  b) provision of new powers for local to respond to instances of nuisance smoke pollution from boats with improvement and enforcement action

Key priority area	Measure	Measure	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA <sup>xix</sup>	Progress to Date	Estimated Completion Date	Associated benefits
<b>(C) Reducing emissions from domestic heating, Industry and Services</b>	23	Encourage the development of local heat networks	Oxford City Council	2021	2021-2025	Number of planning applications using heat networks	NOx and PM reductions not estimated	Exploratory Phase	2025	Reduction of carbon, maximise energy efficiency, reduction of PM
<b>(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport</b>	24	Delivery of Connecting Oxford (explore opportunities for implementation of Workplace Parking levy + introduction of access restrictions)	Oxfordshire County Council + Oxford City Council	2020	2023	Traffic counts, numbers of people travelling by bus, cycling, or walking, number of businesses enrolled, enforcement stats	NOx reduction not estimated	Planning Phase	2023	Prevention of obesity, reduction of noise and traffic collisions,
<b>(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport</b>	25	Delivery of sustainable transport measures such as cycling improvements and bus priority lanes	Oxfordshire County Council + Oxford City Council	2020	2021-2030	Scheme delivery Transport monitoring (e.g. cycle counts)	NOx reduction not estimated	Planning Phase	2030	Reduction of CO <sub>2</sub> , prevention of obesity, reduction of noise and traffic collisions, reduction of traffic
<b>(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport</b>	26	Roll-out of Controlled Parking Zones (CPZ) and Low Traffic Neighbourhoods (LTN)	Oxfordshire County Council	2020	2021	Implementation of the new CPZs and LTNs	NOx reduction not estimated	Planning Phase	2021	Reduction of CO <sub>2</sub> , reduction of noise and traffic collisions, reduction of traffic

Key priority area	Measure	Measure	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA <sup>xix</sup>	Progress to Date	Estimated Completion Date	Associated benefits
(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport	27	Work with businesses to explore the inclusion of innovative sustainable travel modes into their current business models	Oxfordshire County Council + Oxford City Council	2020	2021-2025	Number of businesses adopting sustainable travel modes	NOx reduction not estimated	Planning Phase	2025	Reduction of traffic, acceleration of e-bike uptake, reduction of noise, promotion of sustainable transport
(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport	28	Explore opportunities for implementation of consolidation centre to address city centre freight emissions	Oxfordshire County Council + Oxford City Council	2020	2021-2025	Number of businesses enrolled	NOx reduction not estimated	Exploratory Phase	2025	Reduction of traffic, acceleration of e-bike and EV uptake, reduction of noise, promotion of sustainable transport
(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport	29	Work with schools to reduce exposure to air pollution by reducing the need to travel during drop off/pick up times (ex: School Streets)	Oxfordshire County Council	2020	2021	Number of streets closed, schools enrolled	NOx reduction not estimated, however estimated high levels of human exposure to NO2 at local level during school pick-up/drop off times (school gates)	Planning Phase	2021	Reduction of traffic, collisions, acceleration of e-bike and EV uptake, reduction of noise, promotion of sustainable transport
(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport	30	Support Bikeability (free cycling lessons provided to pupils)	Oxfordshire County Council	2020	2021-2025	Number of schools enrolled	NOx reduction not estimated	Planning Phase	2025	Reduction of traffic, acceleration in uptake of cycling, reduction of noise, promotion of sustainable transport

**Table 6 - Air Quality Action Plan: List of Measures by Category and Classification<sup>xxi</sup>**

Key priority area	Measure	Measure	Measure Category	Measure Classification
(A) Developing Partnerships and Public Education	1	Work with schools, vulnerable groups and hard to reach communities to raise awareness of air pollution and promote Active Travel	Public Information/Promoting Travel Alternatives	Student Assemblies/Air Quality campaigns/Promotion of Cycling and Walking
(A) Developing Partnerships and Public Education	2	Support city wide events that aim to accelerate the uptake of sustainable transport	Public Information/Promoting Low Emission Transport/Freight and delivery management	Webinars/Physical Events
(A) Developing Partnerships and Public Education	3	Support projects that increase Oxford's Air Quality/AQ & Health evidence base	Public Information	Other
(A) Developing Partnerships and Public Education	4	Develop partnership work with NHS, commissioners and providers to increase awareness of air pollution amongst patients and reduce their personal exposure to air pollution.	Public Information	Via the Internet/Via other mechanisms
(A) Developing Partnerships and Public Education	5	Improve air quality communication on our website and associated websites to assist the public in accessing reliable information about air pollution.	Public Information	Via the Internet
(A) Developing Partnerships and Public Education	6	Explore opportunities to use green infrastructure as a way to reduce exposure to poor AQ levels	Public Information	Other
(A) Developing Partnerships and Public Education	7	Delivery of city-wide campaign on how to implement DEFRA's best practice on the use of open fires and wood burning stoves, and on how to reduce burning of inappropriate fuel	Public Information	Via Leaflets/Via the Internet/ Via other mechanisms
(A) Developing Partnerships and Public Education	8	Work with the District and County Councils on a co-ordinated approach to public awareness and education	Public Information	Via Leaflets/Via the Internet/ Via other mechanisms
(B) Support for the uptake for Low and Zero emission vehicles	9	Introducing a Euro VI LEZ for buses in Oxford	Promoting Low Emission Transport	Low Emission Zone (LEZ) or Clean Air Zone (CAZ)

<sup>xxi</sup> The "Measure Category" and "Measure Classification" columns have been populated on table 6 according to EU cataloguing methodology, as specifically required by DEFRA, and for consistency with the National Air Quality Plans.

Key priority area	Measure	Measure	Measure Category	Measure Classification
(B) Support for the uptake for Low and Zero emission vehicles	10	Introducing Ultra Low emission standards for Hackney Carriage Vehicles	Promoting Low Emission Transport	Taxi Licensing conditions
(B) Support for the uptake for Low and Zero emission vehicles	11	Delivery of Zero Emission Zone (measures to incentivise zero emission vehicles or place restrictions on other vehicles in Oxford)	Promoting Low Emission Transport/Traffic Management	Low Emission Zone (LEZ) or Clean Air Zone (CAZ)/ Road User Charging (RUC)/ Congestion charging
(B) Support for the uptake for Low and Zero emission vehicles	12	Increase the amount of EV charging infrastructure in the City	Promoting Low Emission Transport	Procuring alternative Refuelling infrastructure to promote Low Emission Vehicles, EV recharging, Gas fuel recharging
(B) Support for the uptake for Low and Zero emission vehicles	13	Expansion of City Council's EV Fleet (Electrification of 25% of vehicle fleet)	Promoting Low Emission Transport	Company Vehicle Procurement -Prioritising uptake of low emission vehicles
(B) Support for the uptake for Low and Zero emission vehicles	14	Development of an EV Strategy for Oxfordshire	Policy Guidance and Development Control	Other policy
(B) Support for the uptake for Low and Zero emission vehicles	15	Work with bus operators on the electrification of Oxford's Bus fleet	Promoting Low Emission Transport	Company Vehicle Procurement -Prioritising uptake of low emission vehicles
(B) Support for the uptake for Low and Zero emission vehicles + (C) Reducing emissions from domestic heating, Industry and Services	16	Delivery of Oxford's Energy Super Hub (installation of more than 20 ultra-rapid + 30 fast vehicle EV chargers for the public use + provision of ground source heat pumps for more than 300 homes)	Promoting Low Emission Transport/ Promoting Low Emission Plant	Procuring alternative Refuelling infrastructure to promote Low Emission Vehicles, EV recharging, Gas fuel recharging / Replacement of combustion sources
(B) Support for the uptake for Low and Zero emission vehicles + (C) Reducing emissions from domestic heating, Industry and Services	17	Delivery of Air Quality Benefits through Planning System (Reduce amount of car parking in the city + Increase EV charging infrastructure + require more efficient/less pollutant domestic heating technologies)	Policy Guidance and Development Control	Air Quality Planning and Policy Guidance/ Other Policy

Key priority area	Measure	Measure	Measure Category	Measure Classification
(B) Support for the uptake for Low and Zero emission vehicles + (C) Reducing emissions from domestic heating, Industry and Services	18	Explore opportunities for the delivery of electric infrastructure that could accelerate the uptake of electric boats and reduce their reliance on fossil fuel use for domestic heating	Promoting Low Emission Transport/ Promoting Low Emission Plant	Procuring alternative Refuelling infrastructure to promote Low Emission Vehicles, EV recharging, Gas fuel recharging / Replacement of combustion sources
(C) Reducing emissions from domestic heating, Industry and Services	19	Upgrade Energy Efficiency of City Council's Housing stock	Promoting Low Emission Plant	Other Policy
(C) Reducing emissions from domestic heating, Industry and Services	20	Provide Energy advice services: employ Energy advice Officers to visit Council homes and advise tenants, whilst also identifying energy saving improvements to the properties	Promoting Low Emission Plant	Other Policy
(C) Reducing emissions from domestic heating, Industry and Services	21	Use of central government's ECO Flexible Eligibility funding to identify and designate households as eligible under the Affordable Warmth Scheme	Promoting Low Emission Plant	Other Policy
(C) Reducing emissions from domestic heating, Industry and Services	22	Review of Smoke Controlled Zones and implementation of revised government legislation for smoke nuisance	Promoting Low Emission Plant	Other Policy
(C) Reducing emissions from domestic heating, Industry and Services	23	Encourage the development of local heat networks	Promoting Low Emission Plant	Other Policy
(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport	24	Delivery of Connecting Oxford (explore opportunities for implementation of Workplace Parking levy + introduction of access restrictions)	Traffic Management	Workplace Parking Levy/ Selective vehicle priority
(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport	25	Delivery of sustainable transport measures such as cycling improvements and bus priority lanes	Transport Planning and Infrastructure/Traffic management	Cycle network/bus priority

Key priority area	Measure	Measure	Measure Category	Measure Classification
(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport	26	Roll-out of Controlled Parking Zones (CPZ) and Low Traffic Neighbourhoods (LTN)	Traffic Management	Traffic reduction
(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport	27	Work with businesses to explore the inclusion of innovative sustainable travel modes into their current business models	Freight and Delivery Management	Delivery and Service plans/ Freight Partnerships for city centre deliveries
(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport	28	Explore opportunities for implementation of consolidation centre to address city centre freight emissions	Freight and Delivery Management	Freight Consolidation Centre
(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport	29	Work with schools to reduce exposure to air pollution by reducing the need to travel during drop off/pick up times (ex: School Streets)	Alternatives to private vehicle use/ Promoting Travel Alternatives	Other
(D) Reduce the need to travel, explore opportunities for mode shift and increasing the uptake of sustainable transport	30	Support Bikeability (free cycling lessons provided to pupils)	Promoting Travelling alternatives	Promotion of cycling

# Development and Implementation of Oxford's AQAP

## 5.1 Consultation and Stakeholder Engagement

The 1995 Act provides the statutory basis for consultation and liaison with regards to the preparation or revision of a local authority's Air Quality Action Plan. Oxford City Council conducted a full public consultation on this AQAP. The consultation ran from the 10<sup>th</sup> September 2020 to the 1<sup>st</sup> November 2020 (7 weeks) and had the participation of 224 members of the public. An AQAP booklet and public online survey were made available, together with the draft AQAP document to facilitate the consultation.

The following stakeholder engagement was undertaken to direct people towards this consultation survey:

- Online consultation link and local press release;
- Release of several social media adverts and posts, including during Clean Air day on the 8<sup>th</sup> October 2020;
- Direct emails sent to all major statutory consultees, community groups and other relevant stakeholders;

As the consultation took place during the COVID-19 pandemic and local restrictions were in place, no public events were held. A full consultation report is available on the Council's website.

During public consultation, Oxford City Council followed [LAQM PG16](#) and [Schedule 11](#) of the Environment Act 1995, and actively engaged and asked for the views of the following key statutory consultees with regards to this AQAP:

- Secretary of State (DEFRA);
- All neighboring local authorities: Cherwell, West Oxfordshire, South Oxfordshire, and Vale of White Horse;
- Environment Agency;
- Oxfordshire County Council (Transport Authority);
- Highways England;
- Public Health.

## 5.2 Consultation results

The results of the public consultation were positive and in general supportive of the key priority areas of intervention and air quality actions developed in this AQAP:

- 60% of the consultees have rated “Air Quality” in Oxford to be either “Poor” or “Very poor”
- 86% of the consultees have rated “Traffic Congestion” in Oxford to be either “Poor” or “Very poor” and 63% believe that traffic has become worse in the city over the past 5 years
- 68% of the consultees have rated “Adequate space for cycling” in Oxford as either “Poor” or “Very Poor”.

This AQAP aims to tackle these issues with the two main strategies of the plan Oxford’s ZEZ and Connecting Oxford delivering across these themes. These schemes intend to reduce traffic levels in the city and make sure the remaining traffic is as clean as possible. This will result in the creation of more space for cyclists and other sustainable ways of travel.

- 76% of the consultees point to the availability of cycle lanes as the most effective measure to discourage the use of private car for travel into and within Oxford
- 71% of the consultees point to improved security for cycle parking as the second most effective measure to discourage the use of private car for travel into and within Oxford

These views support the delivery of this AQAP. The AQAP includes specific actions related to the increased uptake of sustainable transport, and within it, include a specific action to deliver cycling improvements, which is linked with Oxford’s Local Cycling & Walking Infrastructure Plan.

- 68% of the consultees feel moderately informed about air quality issues in Oxford, and 84% say they would like to feel more informed about air quality

The AQAP seeks to directly address the need for dissemination of information about air quality and has a specific key area of intervention for the development of partnerships and public education with 8 specific actions designed to improve air quality information, communication and support behavioral change.

- A total of 86% of the consultees either “Strongly Agree” or “Agree” with the adoption of the annual mean local target for NO<sub>2</sub> of 30 µg/m<sup>3</sup>
- A total of 84% of the consultees “Strongly Agree” or “Agree” with the four key areas of intervention proposed in the plan.

A full consultation report is available at the Council’s website.

## 5.3 Steering group

A Local Authority officer steering group was set up in January 2020 to develop the AQAP. The steering group met 3 times to develop the key areas of intervention and list of actions that will be delivered in this AQAP. The group included representatives from:

- Oxford City Council Environmental Sustainability Team;
- Oxford City Council Planning Policy Team;
- Oxfordshire County Council Central Locality Team;
- Oxfordshire County Council Innovation Team;
- Oxfordshire County Council Public Health Teams.

## Appendix A: Oxford's air pollution hotspots

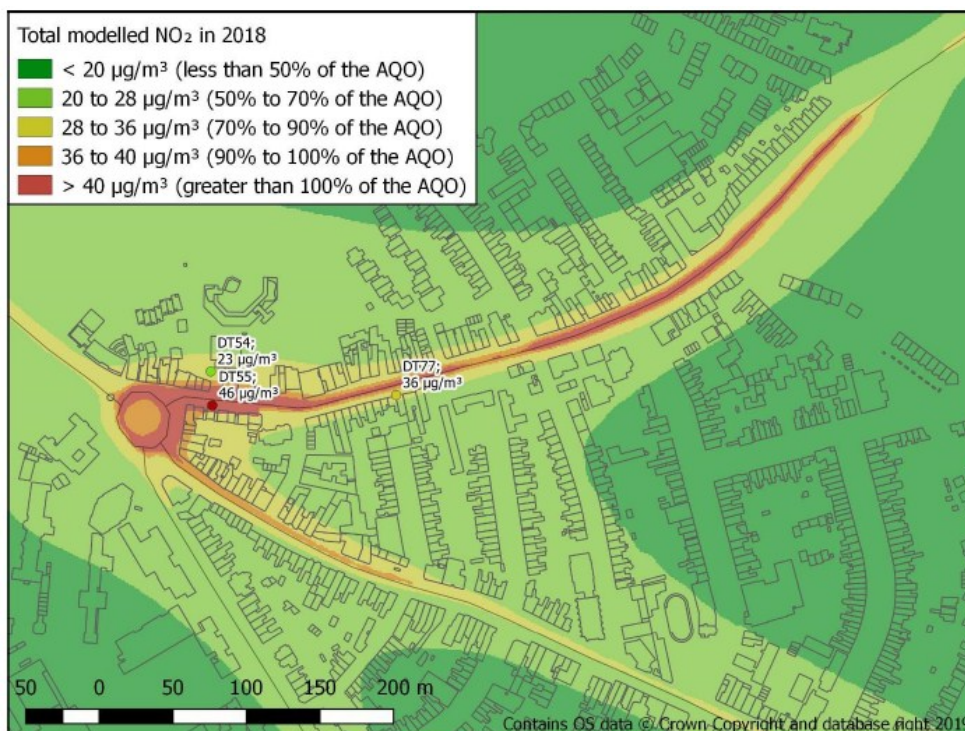
This section of the AQAP provides additional information about the City's four historic air quality hotspots.

Figures 9-12 (below) show air quality modelling and measured data from 2018. Shading shows air quality modelled data, points are diffusion tube (measured) data. Both modelled and monitored data was used to inform Oxford's most recent [Source Apportionment Study](#).

### St Clement's

St Clement's is the location that historically registers the highest levels of NO<sub>2</sub>. This road link is in the commercial centre of the city, within Oxford City Council local authority area. The road is a key city centre route, which connects east and west Oxford through The Plain Roundabout. St Clement's St is the most direct route that connects the east with the centre of the city,

**Figure 9 - Modelled and Monitored total NO<sub>2</sub> concentrations (2018) at St Clement's**



Traffic builds up from St Clement's towards The Plain roundabout, with queues regularly extending beyond 125m. Several bus stops are along the road link which accommodates local bus services. 24h Coach Services to London and the airports are also on the street with stops located in both east and west directions.

There is also a significant number of delivery and service vehicles using this road, as it serves as an access point to the city centre from the east. There are a high number of businesses which receive daily deliveries.

The main causes of the relatively poor air quality at this location are the narrow street layout and obstructions to traffic flow. The street layout creates a canyon effect, which encourages pollutant entrapment. The obstructions include 4 bus stops for local buses and national coaches; daytime on street parking (by the Alms Houses); and frequently stopping delivery and servicing vehicles that supply local retailers.

In 2017, an Air Quality steering group was created, including elected Oxford City and Oxfordshire County Council councillors for St Clements, and officers. The objective was to develop measures that could address the problem of NO<sub>2</sub> exceedances at that location. Several options were brought forward as a result of the work developed by the group and air quality modelling was used to estimate the impacts of each option. The air quality modelling results indicated that upgrading the current Euro V requirement for buses to Euro VI would lead to the quickest reduction in NO<sub>2</sub> levels at St Clements. This will ensure compliance with the annual mean legal limit value of 40µg/m<sup>3</sup> for NO<sub>2</sub> once the scheme is fully delivered. The introduction of a Euro VI Low Emission Zone is planned for 2021.

## George Street

George Street is in the heart of Oxford's City Centre. Its eastern end meets Broad Street at a crossroads with Cornmarket Street to the south and Magdalen Street to the north. Its western end meets Hythe Bridge Street at a crossroads with Worcester Street.

George Street is perhaps the most striking example of an air pollution problem caused by a combination of traffic and historic street planning in Oxford. It is a narrow street with tall buildings on both sides that are close to the road. This creates a canyon, which traps polluted air, leading to high levels of nitrogen dioxide from vehicle exhausts.

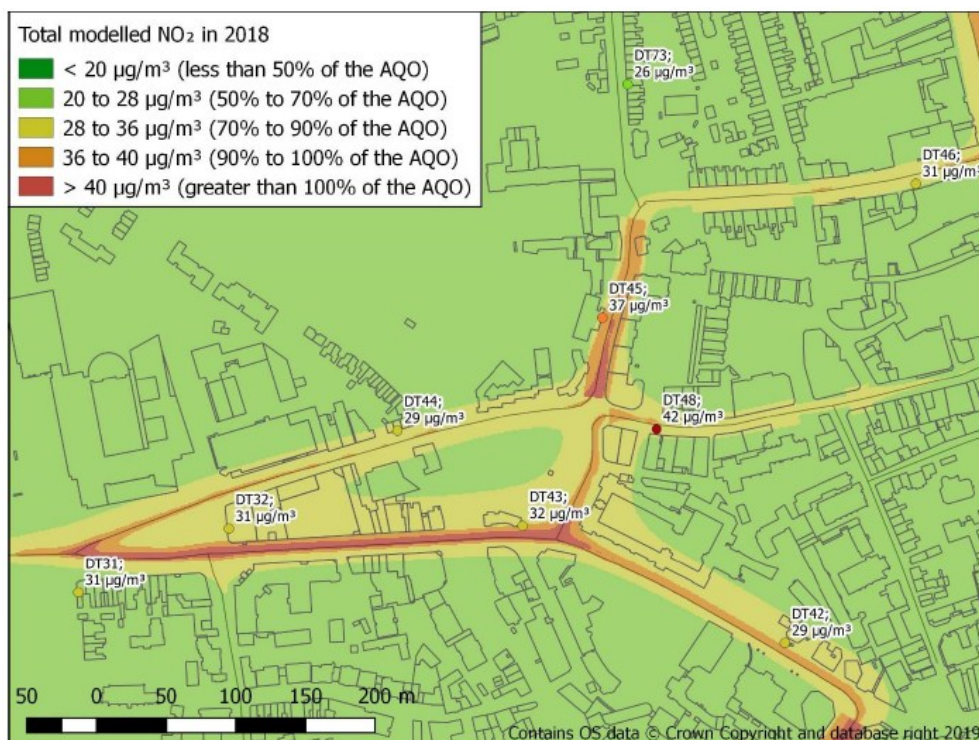
The street is covered by a bus gate which excludes several vehicles types for the majority of the day. Full details can be seen on table 6 below:

**Table 7 – Vehicle restrictions on George Street**

Bus gate	Time	Vehicle types allowed through the gate
George Street	10am – 6pm	Local buses, taxis/licensed private hire (not private rental) and exempt emergency vehicles only
	6pm – 10am	Access for loading allowed

The restrictions mean that the majority of traffic in the road is buses. Bus stops are located where footways are narrow and so bus tailpipe emissions are close to pedestrians, residents, and occupiers of shops and offices. Additionally, buses using these stops contribute to traffic congestion more generally by blocking flow (particularly of larger vehicles), as well as posing a risk for cyclists. Bus flows are high and tend to be at stops for a while whilst passengers board.

**Figure 10 - Modelled and Monitored total NO<sub>2</sub> concentrations (2018) at George Street and surrounding area.**



The air quality levels on George Street are therefore expected to reduce not only with the introduction of a new LEZ (Euro VI) for buses but also with the impact of the initial ZEZ on neighbouring streets.

## High Street

High Street is a busy city centre street with shops located on both sides.

It has a pavement on each side of the road, as well as several bus stops along its length. The road is frequently used by cyclists and has very high numbers of pedestrians on the pavements. High Street is covered by a bus gate which excludes several vehicles types for the majority of the day. Full details can be seen on table 3 below:

**Table 8 – Vehicle restrictions on High Street**

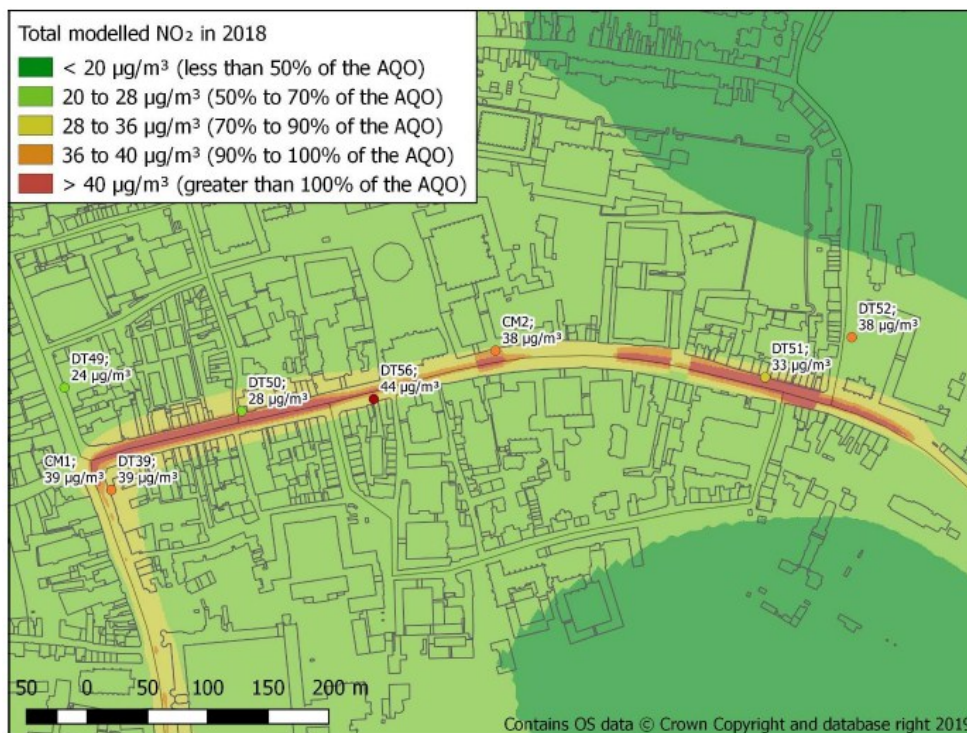
Bus gate	Time	Vehicle types allowed through the gate
High Street	7.30am – 6.30pm	Local buses, taxis/licensed private hire (not private rental) and exempt emergency vehicles only
	6.30pm – 7.30am	Any vehicle type allowed.

While vehicles are banned from going through the bus gate, they can enter the zone to

make deliveries, for servicing and access purposes, but cannot use it as a through route. Buses enter High Street eastbound from St Aldate's and Queen Street, whilst westbound flow is generated from the Plain roundabout. Intensively used bus stops and high numbers of frequently stopping delivery and servicing vehicles create congestion throughout the day, impacting flow in both directions.

High Street air quality levels are expected to directly benefit from the extension of the ZEZ in spring 2022.

**Figure 11 - Modelled and Monitored total NO<sub>2</sub> concentrations (2018) on High Street**



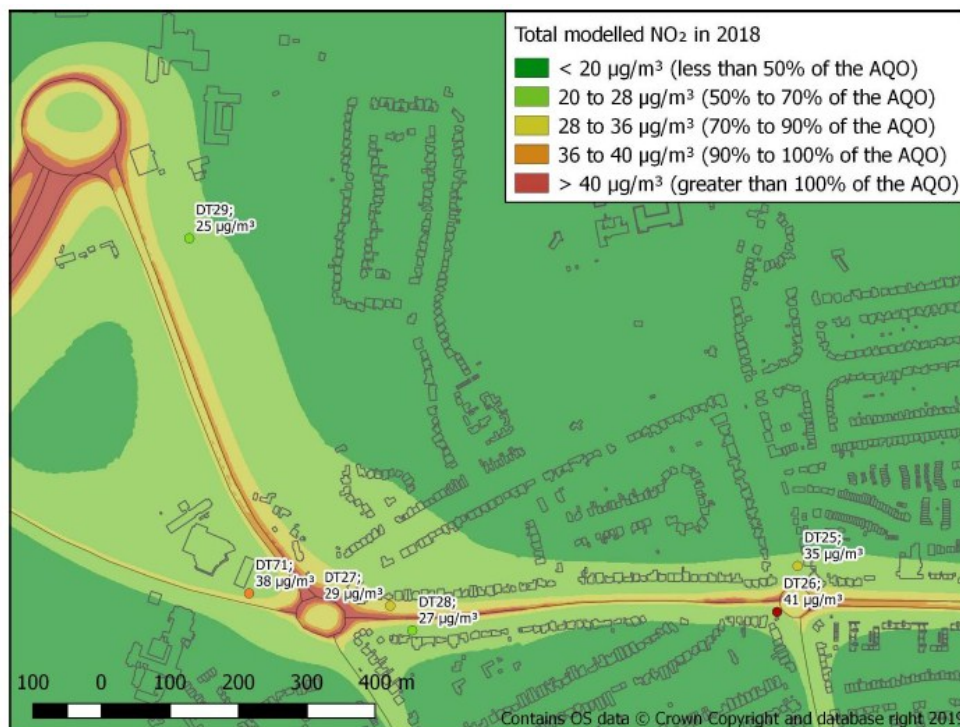
## Cutteslowe Roundabout

Of the four historic NO<sub>2</sub> air pollution hotspots in Oxford this is the only one that is not in the city centre.

This is important to highlight, as locations outside the city centre usually have much lower footfall levels (due to the absence of shops and services in those areas). As such, human exposure to air pollution in these locations is much less pronounced, and occurs for less time, in comparison with the city centre. Cutteslowe and Wolvercote roundabouts are located on the Northern boundary of the city. Through these roundabouts, daily direct links are established to the city centre (via Banbury Road), as well as with the A40 going east (Cheltenham/Swindon) and west (serving John Radcliffe Hospital). The direct access from Oxford to the A34 going north (Bicester)

and south (Abingdon) is also here, which makes it one of the biggest traffic arteries of the city.

**Figure 12 - Modelled and Monitored total NO<sub>2</sub> concentrations (2018) at Cutteslowe**



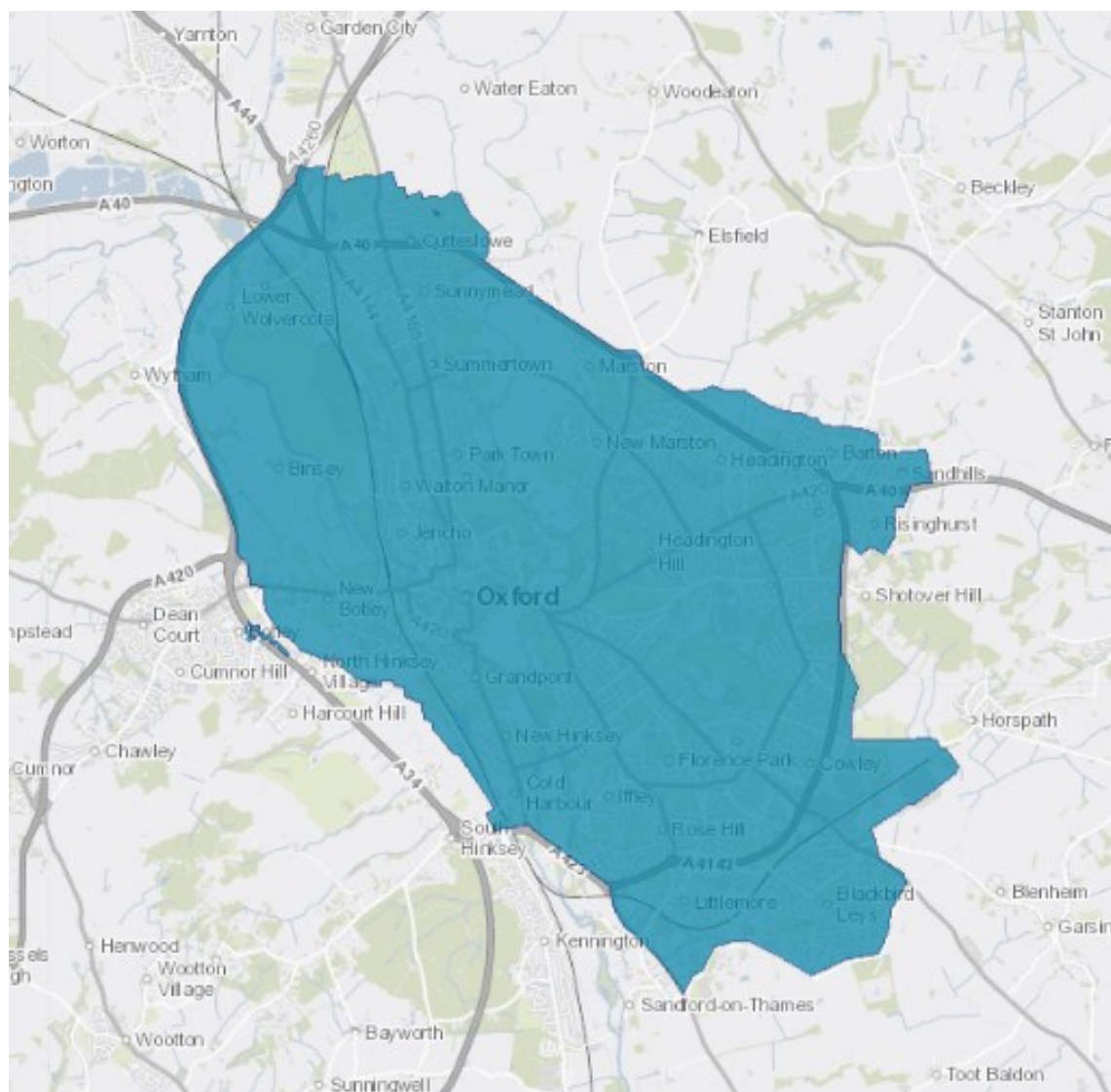
We are confident that the measures included in this AQAP, including the implementation of all Oxford's ZEZ and Connecting Oxford measures and proposals, will bring down NO<sub>2</sub> levels well below compliance with the current limit value at these four hotspot locations.

## Appendix B: Oxford's city-wide Air Quality Management Area for NO<sub>2</sub>

The Council previously declared Air Quality Management Areas (AQMA's) in central Oxford (2003) and at Green Road roundabout (2005), as those were the locations where the annual mean nitrogen dioxide objective was not being met at the time. Following further detailed assessments (2008 and 2009), several additional areas were identified where the annual mean nitrogen dioxide objective was being breached.

As such, in September 2010 the City Council made an [Air Quality Management Order](#) declaring the whole city an AQMA for NO<sub>2</sub>. Figure 13 shows (in blue) the area of the city covered by the current AQMA for NO<sub>2</sub> and its boundaries.

**Figure 13 – Oxford's current city-wide AQMA for NO<sub>2</sub>**



Source: DEFRA's national AQMA [Interactive map](#)

## Glossary of Terms

Name and/or Abbreviation	Description
Air Quality Action Plan (AQAP)	A detailed plan of measures, actions, achievement dates and implementation methods, which must be prepared by the local authority as part of the Local Air Quality Management (LAQM) process, if an Air Quality Management Area is designated, and that shows how the local authority intends to reduce air pollution levels
Air Quality Management Area (AQMA)	An area where air pollutant concentrations exceed / are likely to exceed the relevant air quality objectives. AQMAs are declared for specific pollutants and objectives
Air Quality Strategy (AQS)	Document produced by UK Government and that sets out sets out all the national plans and policy options for dealing with all sources of air pollution in the UK from today into the long term.
Air Quality Objectives (AQO)	Limit values for pollutants set by UK Government, usually expressed as a maximum concentration to be achieved within a specified timescale, possibly with a permitted number of exceedances.
Annual Mean NO <sub>2</sub>	The average NO <sub>2</sub> concentrations measured over a 12-month period (Calendar year). The current UK Annual Mean limit value for NO <sub>2</sub> is set at 40 µg/m <sup>3</sup> .
Local Annual Mean NO <sub>2</sub> Target	The annual mean target set by Oxford City Council, to be achieved in all locations in Oxford City.
Annual Status Report (ASR)	Document that reviews on an annual basis current and likely future air quality and assess whether air quality objectives are currently being achieved or are likely to be achieved
CBTF	Clean Bus Technology Fund
COLTA	City of Oxford Licensed Taxi Association
Concentration	The amount of a substance in a volume (of air) typically expressed as a mass of a pollutant per unit volume of air, e.g. micrograms per cubic metre

	( $\mu\text{g}/\text{m}^3$ ).
COPD	Chronic Obstructive Pulmonary Disease
COPERT	Computer Programme to calculate Emissions from Road Transport
Defra	Department for Environment, Food and Rural Affairs
DT	Diffusion Tube
ED/EC	European Directive/European Commission
Emission	The amount of a substance emitted in a certain time, typically expressed as a mass of a pollutant per unit of time (e.g. grams per second or tonnes per year).
ESO	Energy Super Hub Oxford
EU	European Union
Euro standards	Emission standards set by the EU which all new road vehicles sold in the EU must meet.
EVs	Electric Vehicles
EWNI	England, Wales, and Northern Ireland
Exceedance	When a UK air objective or EU limit value is not achieved
GULO	Go Ultra Low Oxford
HGV	Heavy Goods Vehicle
Hourly Mean NO <sub>2</sub>	The average concentrations measured (or predicted) for NO <sub>2</sub> over 1 hour.
JAQU	Joint Air Quality Unit
LAQM	Local Air Quality Management - A UK Government policy framework that requires local authorities to periodically review and assess the current and future air quality in their areas
LAQM TG16	Local Air Quality Management – Technical Guidance 16

LES	Low Emission Strategy
LEZ	Low Emission Zone - The application of emissions limit for nominated vehicles operating within a defined area
LGV	Light Goods Vehicle
Limit Value	Legally binding pollution levels that must not be exceeded. Limit values are set for individual pollutants and are made up of a concentration value, an averaging time over which it is to be measured, the number of exceedances allowed per year, if any, and a date by which it must be achieved. Some pollutants have more than one limit value covering different endpoints or averaging times.
LTP	Local Transport Plan
Microgramme (µg)	One millionth of a gram
Microgrammes per cubic metre of air (µg/m <sup>3</sup> )	A unit for describing the concentration of air pollutants in the atmosphere, as a mass of pollutant per unit volume of clean air.
NAEI	National Atmospheric Emissions Inventory
NO	Formed from nitrogen (N) in the atmosphere during high temperature combustion. Commonly known as Nitric Oxide.
NO <sub>2</sub>	Formed in small amounts in the atmosphere during high temperature combustion, but the majority is formed in the atmosphere through the conversion of nitric oxide (NO) in the presence of ozone (O <sub>3</sub> ). Commonly known as Nitrogen Dioxide.
NO <sub>x</sub>	Nitrogen oxides is a collective term used to refer to nitric oxide (NO) and nitrogen dioxide (NO <sub>2</sub> ). These are produced from the reaction of nitrogen and oxygen gases in the air during combustion, especially at high temperatures. At normal temperatures, oxygen and nitrogen gases do not react together. Nitrogen oxides are produced from fuel combustion in mobile and stationary sources. The combustion of fuel in cars emits NO <sub>x</sub> into the atmosphere (mobile source). Stationary emissions come from coal fired power

	plants, electric power plants and domestic heating.
OTS	Oxford Transport Strategy
PM <sub>10</sub>	Airborne particulate matter with an aerodynamic diameter of 10µm (micrometres or microns) or less
PM <sub>2.5</sub>	Airborne particulate matter with an aerodynamic diameter of 2.5µm or less
STOP	Schools Tackling Oxford's air Pollution
UK	United Kingdom
WHO	World Health Organisation
WOW	Oxfordshire County Council's Walk to School programme
ZEZ	Zero Emission Zone

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# Appendix 2

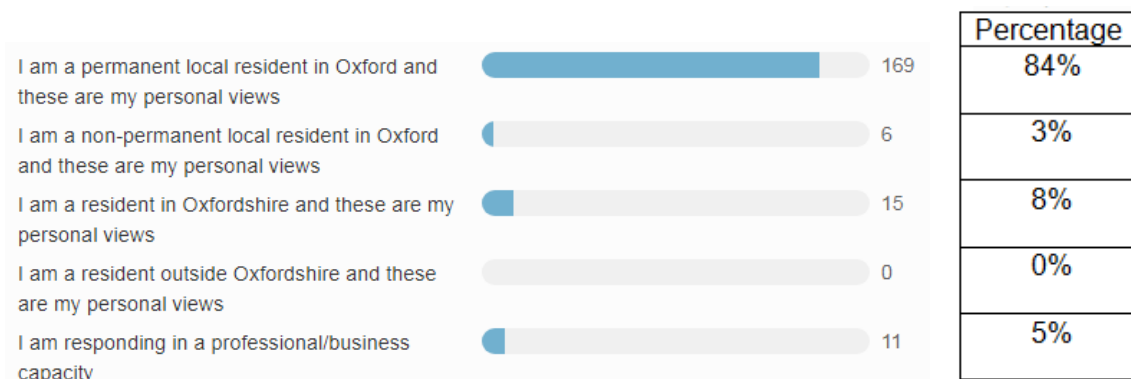
## Appendix 2: Risk Assessment

					Date Raised	Owner	Gross		Current		Residual		Comments	Controls				
Title	Risk description	Opp/ threat	Cause	Consequence			I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner
Council Reputation	Customer or stakeholder dissatisfied with scope/objectives of AQAP	T	Poor planning/poor consultation.	Damage to City Council standing. Need for revisions to AQAP.	20/07/2020	PA	3	3	2	3	2	3		Extensive public consultation to be undertaken				
Council Reputation	Customer or stakeholder dissatisfaction with delivery of Action Plan	T	Poor planning/poor consultation.	Damage to City Council standing. Need for revisions to AQAP.	20/07/2020	PA	3	3	2	3	2	3		Extensive public consultation to be undertaken				
Council Reputation	Failure to achieve targets /objectives set out in the AQAP	T	Poor planning. Weak corporate functioning	Damage to City Council standing. Need for corrective action.	20/07/2020	PA	3	3	2	3	2	3		Extensive development has taken place in forming AQAP which secures its delivery				
Council Reputation	The AQAP fails to achieve compliance with regulators requirements	T	Poor planning / inadequate delivery	Intervention / penalty by regulator. Unbudgeted cost of corrective action. Reputational damage.	20/07/2020	PA	3	2	2	2	2	2	Some levers outside council control such as national legislative changes	Significant planning has taken place to ensure delivery				
Council Reputation	Introduction of new savings that threaten delivery of the AQAP	T	Future unforeseen budgetary cuts.	Impaired delivery of AQAP Failure to achieve targets /objectives. Reputational damage.	20/07/2020	PA	3	3	3	2	3	2		Accept risk				

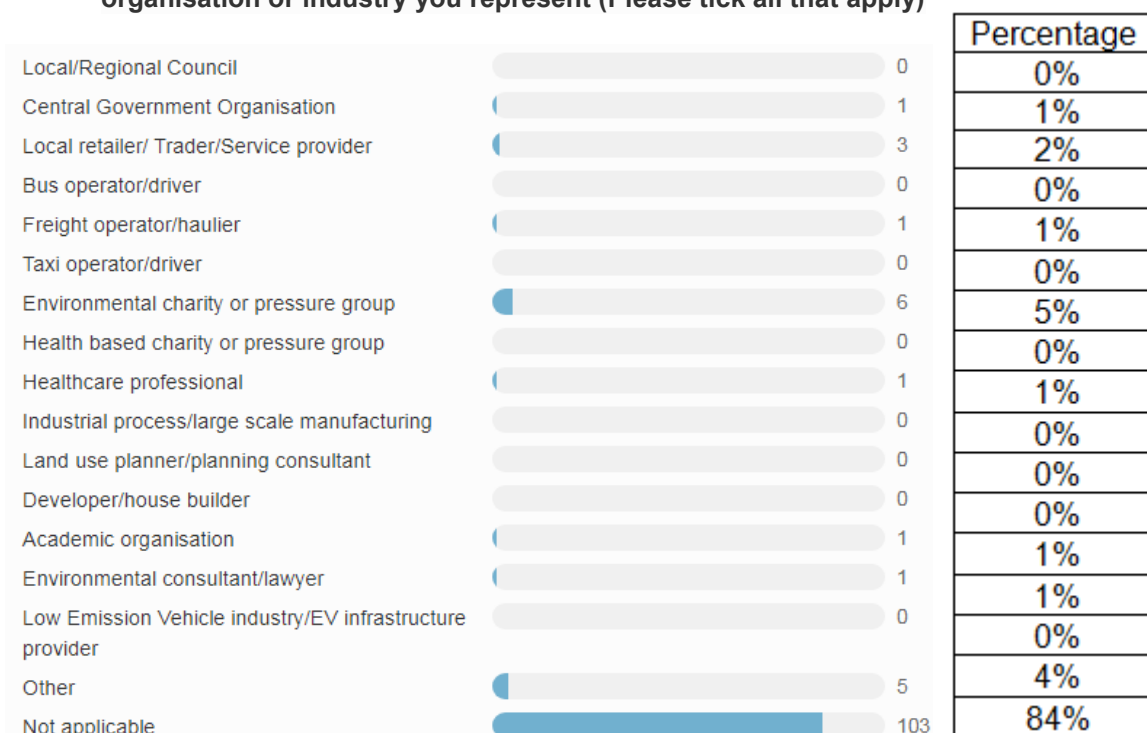
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## Public consultation – Summary of questionnaire results

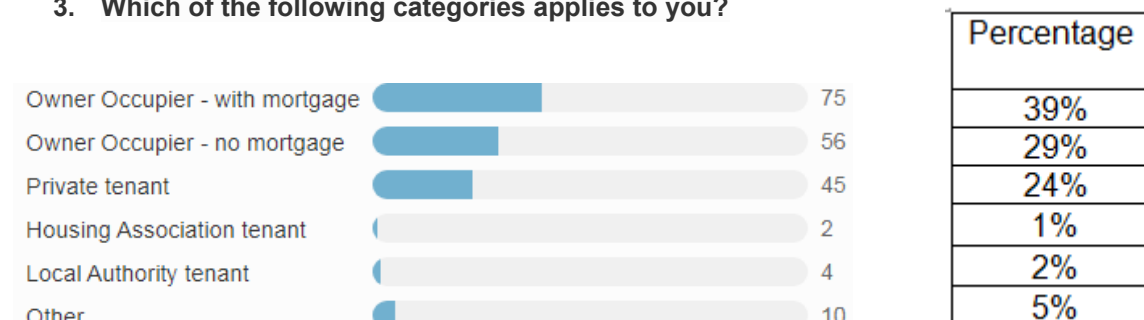
1. To help us understand who we have consulted with, please indicate which of these best describes your view point in relation to this consultation (Please tick all that apply)



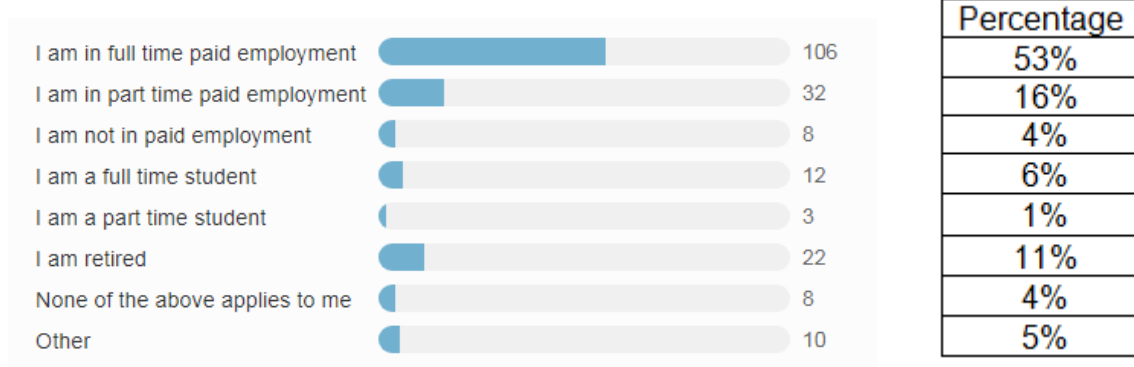
2. If responding in a professional or business capacity, please state which type of organisation or industry you represent (Please tick all that apply)



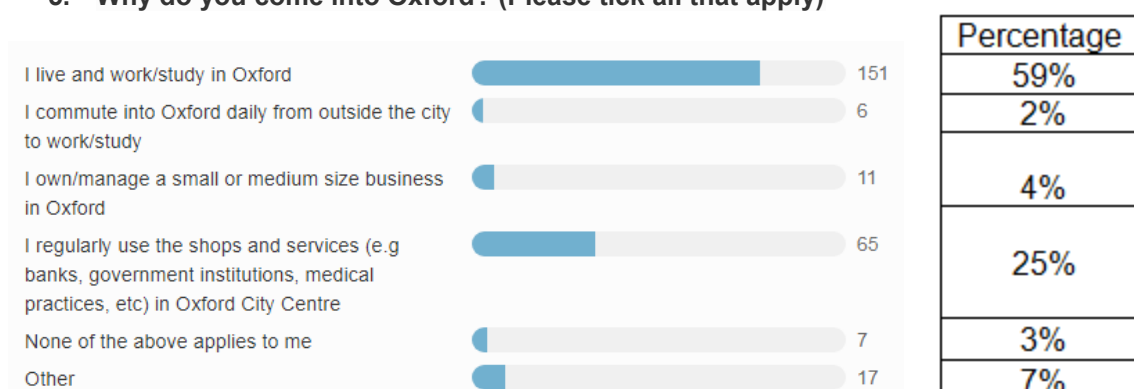
3. Which of the following categories applies to you?



#### 4. What is your current employment status? (Please tick all that apply)



#### 5. Why do you come into Oxford? (Please tick all that apply)



#### 6. How do you rate these aspects of Oxford City Centre's environment?

The table below represents the total amount of answers converted to total percentage:

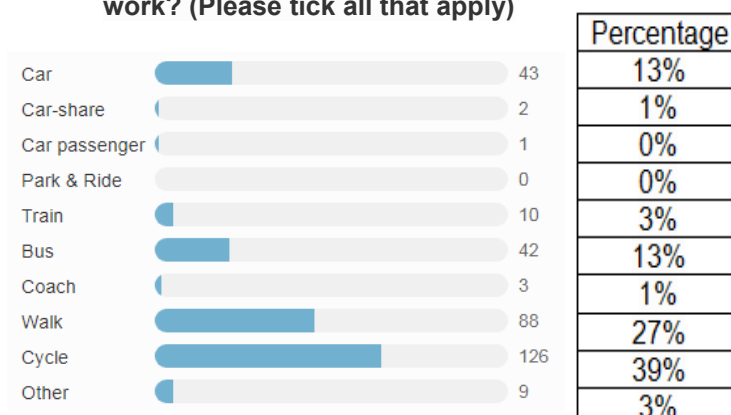
	Excellent	Good	Average	Poor	Very Poor	Don't Know
<b>Air Quality</b>	3%	10%	25%	35%	25%	2%
<b>Traffic Congestion</b>	1%	3%	10%	30%	56%	0%
<b>Public Transport Provision</b>	8%	29%	30%	23%	8%	2%
<b>Adequate space for walking</b>	5%	17%	32%	31%	14%	1%
<b>Adequate space for cycling</b>	3%	9%	19%	33%	35%	1%

#### 7. How have the following changed in Oxford City Centre over the past 5 years?

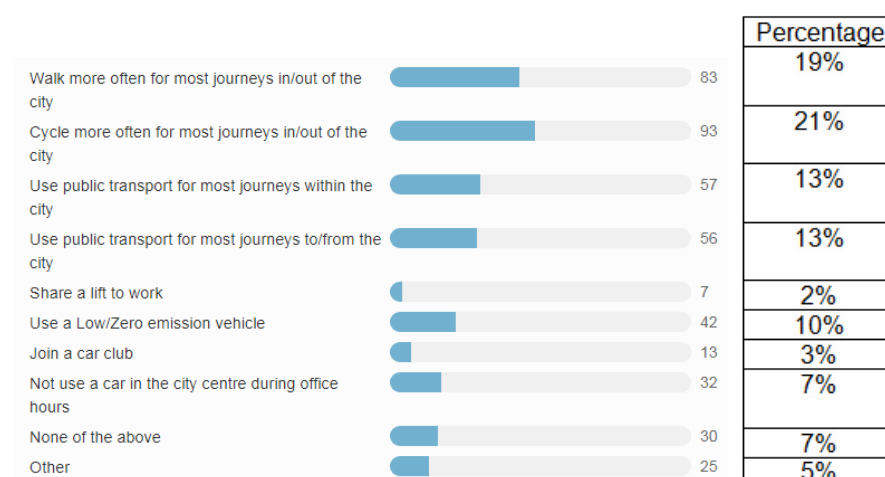
The table below represents the total amount of answers converted to total percentage:

	Significantly improved	Slightly improved	No change	Become worse	Become much worse	Don't Know
<b>Air Quality</b>	4%	21%	25%	27%	10%	13%
<b>Traffic Congestion</b>	2%	9%	18%	35%	28%	8%
<b>Public Transport Provision</b>	3%	12%	39%	23%	6%	17%
<b>Adequate space for walking</b>	1%	12%	58%	15%	8%	6%
<b>Adequate space for cycling</b>	3%	21%	43%	15%	10%	8%

8. What is your main mode of transport for normal weekday travel - e.g. commuting to work? (Please tick all that apply)



9. What action(s) would you be able to take to improve poor air quality in your area, in order to improve your and others' health and quality of life in the city?

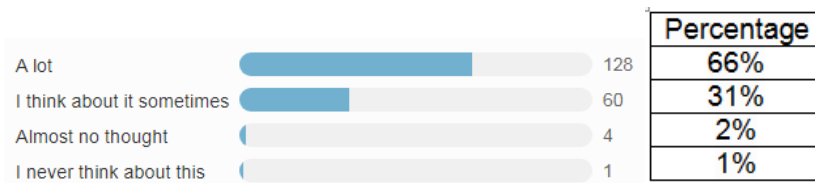


10. If you use a private vehicle for travel into and within Oxford, would the following alternatives encourage you to use your private vehicle less?

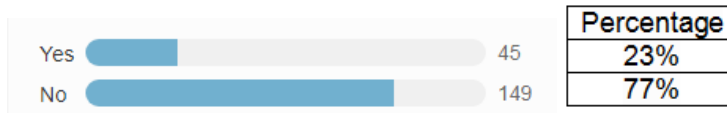
The table below represents the total amount of answers converted to total percentage:

	Yes	Maybe	No	I don't know
Availability of EV charging points	32%	12%	43%	13%
Availability of Cycle lanes	76%	6%	14%	4%
Improved public transport services	56%	24%	15%	5%
Financial incentives/penalties	52%	15%	28%	5%
Improved security for cycle parking	71%	8%	18%	3%
Better information on alternatives	35%	25%	31%	9%
Availability of cycle hire	22%	18%	54%	6%
Availability of car clubs	21%	24%	49%	6%
Public change facilities for cyclists	26%	18%	50%	6%
Promotion of safe walking routes	53%	18%	24%	5%
I don't use a private vehicle	39%	5%	39%	17%

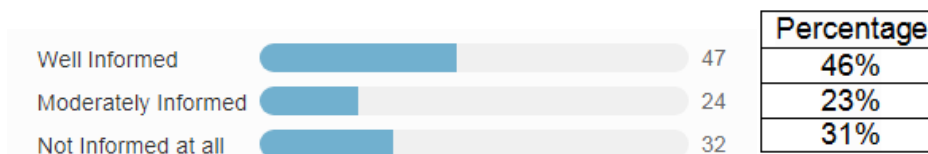
11. How much thought do you give to saving energy in your home? (E.g. trying to reduce the number of hours your heating is turned on, reducing electricity usage - unplugging electronics and switching off lights when those are not being used, etc.)



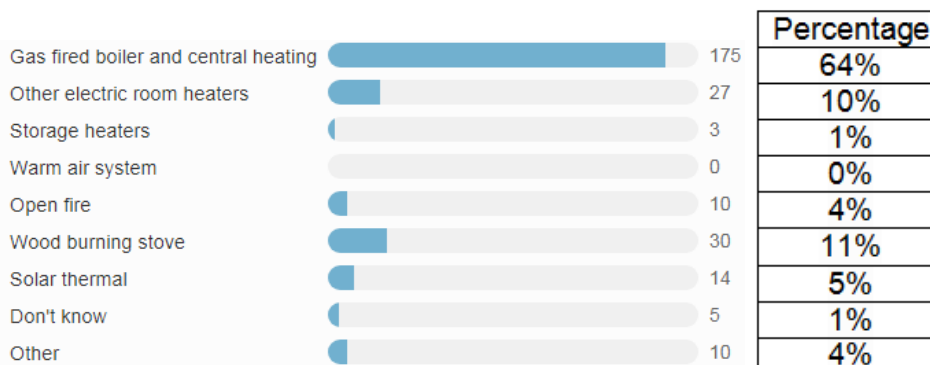
**12. Do you use an open fire and/or wood-burning stove?**



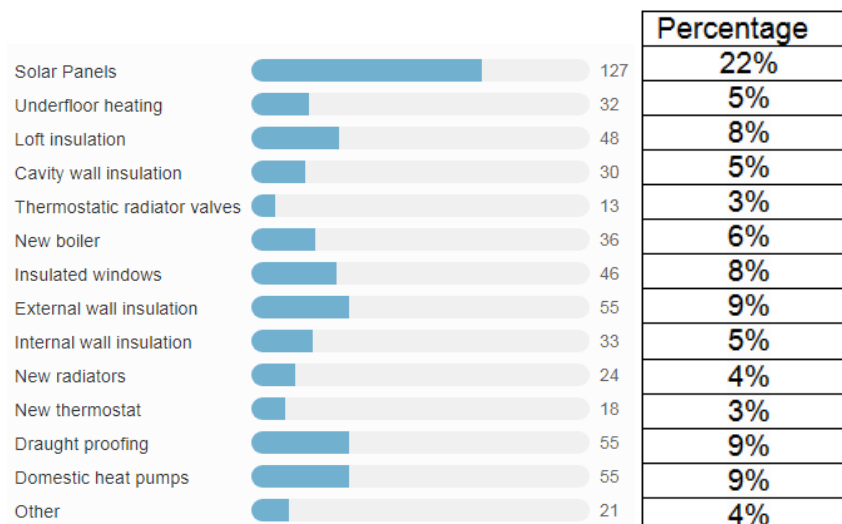
**13. If yes, how well informed are you about how to adequately use open fires and wood-burning stoves and on what are the most appropriate fuels to use?**



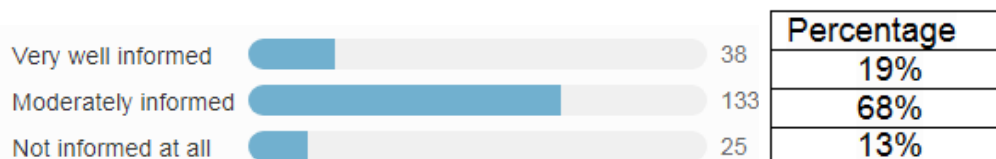
**14. What heating types do you have in your home? (Please tick all that apply)**



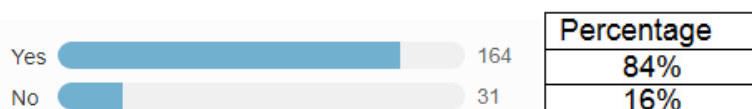
**15. Which improvements would you ideally need to make your home more energy-efficient and reduce your domestic emissions?**



**16. Overall, how well informed are you about air quality issues in Oxford?**



**17. Would you like to feel more informed about air quality issues in Oxford?**

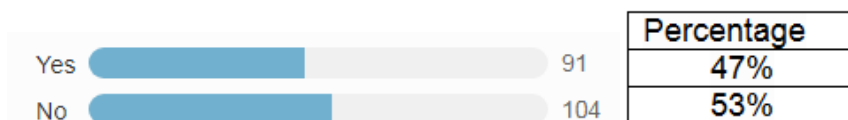


**18. What do you think Local Authorities could do to improve the way they currently communicate about air quality in the city?**

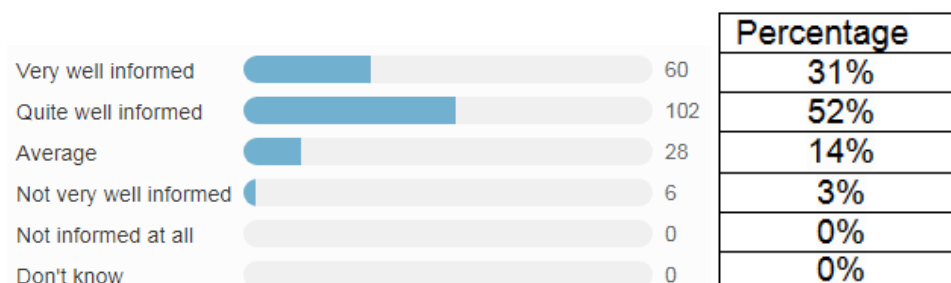
<u>Suggestions</u>	<u>Number of times mentioned</u>	<u>Oxford City Council's comments</u>
Installation of digital signs in places such as the city centre and/or main roads and/or park & ride entrances, and/or bus shelters with regular info of relevant AQ indicators updated daily, and/or showing current and previous air quality figures for different areas of Oxford and how this compares to national averages.	25	<b>Not addressed</b> – The broadcast of air quality levels and advice across Oxford has already been explored in the past. At the time it was not possible to progress this measure due to the cost-benefit analysis that was made: the lack of evidence that the use of such signage would effectively change behaviour vs the significant costs of implementation and maintenance involved to set up such network. However, City and Council are open to revisit this option in the future in light of new evidence being brought forward.
Develop a more attractive AQ website with all relevant info on air pollution, nice info graphs, designed in a simple and clear way, easy to follow, with relevant air quality information targeted to different audience.	22	<b>Addressed</b> – This measure is included in the AQAP (Measure 5) and a bid has been prepared by the City Council and submitted to DEFRA in October 2020 for this purpose. The outcomes of this grant will be known in March 2021.
Clearer communication and regular positive messaging informing people of benefits of reduced traffic pollution, what they can do to reduce their exposure and their contribution to air pollution, information on health impacts, air pollution sources and air quality impacts of measures delivered	14	<b>Addressed</b> – The AQAP has a specific key area of intervention to deal with the development of partnerships and public education with 8 specific actions designed to improve air quality information, communication and support behavioural change.
Involve local media (TV, newspapers, radio, etc.) in the process of disseminating air quality contents	14	<b>Addressed</b> – The City Council already involves local media in the process of communicating relevant air quality information and intend to continue to do so in future.
Development of a tracking app with regular updates on the status of AQ in Oxford, link to AQ Index, relevant stats, info on air pollution hotspots and linked with AQ recommendation and advice	10	<b>Addressed</b> – This measure is included as part of Measure 5, as the City Council intends to develop an app and/or text messaging system that people can download and/or subscribe to from the new air quality website with daily air quality information and advice.
Development of city-wide campaigns and physical initiatives with residents to discuss air quality	9	<b>Addressed</b> – The City Council has delivered a city wide air quality campaign on idling and this AQAP includes the delivery of another city-wide campaign to deal with household emissions. The City Council is directly involved with local communities and schools through the STOP project, and supports the organisation of major air quality events such as Oxford's annual air quality conference, e-bike and EV summits, and regularly participates at forums/meetings organised by local Friends of the Earth and other relevant groups/organisations.
Install monitors in more locations to provide a better picture of local distribution of air pollution	8	<b>Not addressed</b> – The City Council monitors air quality levels at 71 locations across the city, and implements a rotational system which allows the allocation of monitoring resources from areas where air pollution has proved to be low, to new areas of interest on an annual basis. This allows for good city coverage. At the same time, our current air quality monitoring network is supported by other sources of air quality monitoring (used in

		several on-going research projects) such as small air quality sensors technologies, which (although not approved by government for the purpose of official reporting of air quality data) help the local authority by providing indicative measurements that are being used for the identification of potential air quality issues in new areas of the city
Include relevant AQ info on a monthly email from City Council covering areas of interest to local residents	4	<b>Not addressed</b> – The City Council believes the delivery of a new AQ website with the inclusion of new innovative air quality communicational tools supersedes this action.
Working more closely with local communities and local schools	3	<b>Addressed</b> – The AQAP commits to this through several actions. The City Council implemented the <a href="#">award winning</a> air quality communications project called <a href="#">STOP</a> and it is still delivering this to local schools.
Do more public consultations	2	<b>Addressed</b> - Historically, both the City and Council have consulted publically on all major air quality related schemes in the city (ex: AQAP, LEZ, ZEZ, Bus Gates). We will continue to follow this approach in this AQAP.
The best communication is achieved by taking action	2	<b>Addressed</b> – The AQAP commits to further <a href="#">action</a>
Include AQ info in the info about what council tax pays for	1	<b>Addressed</b> – This is already included under the section: Environmental Services
Have a car free day once a year	1	<b>Addressed</b> – This initiative started for the first time <a href="#">last year</a> and the City will continue to work with the County to explore this possibility on an annual basis

**19. Are you aware of any local programmes introduced to improve air quality in Oxford?**



**20. How well informed are you with regards to the negative impacts of air pollution on human health?**

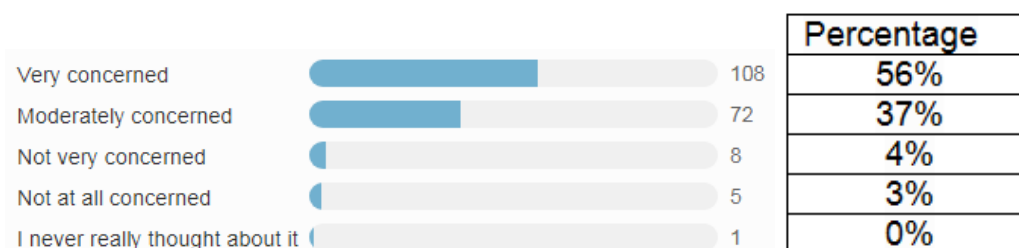


**21. In your opinion, what are the 3 biggest contributors to poor air quality levels in Oxford from the list of potential emission sources listed below? (A score of 1 indicates the lowest contributor and a score of 3 indicates the highest contributor).**

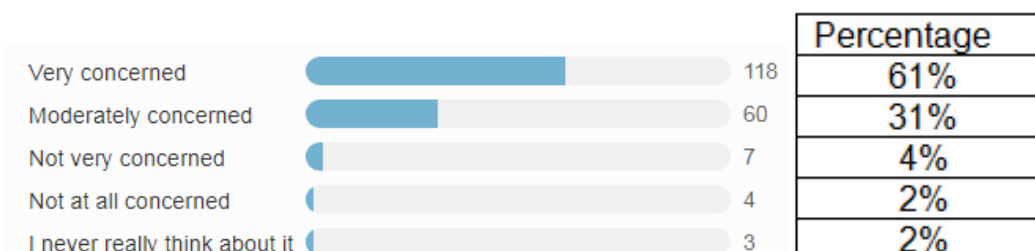
The table below represents the total amount of answers converted to total percentage:

Biggest air pollution contributors in Oxford	Percentage responses
Small vehicles such as cars, taxis, motorbikes	30%
Large vehicles including buses, coaches, Heavy goods vehicles	29%
Vans	18%
Residential Energy	9%
Industry	5%
International Transport (Shipping and air transport)	3%
Commercial Heating & Lighting in offices and shops	3%
Agriculture	2%
Trains	1%

**22. Before reading the draft AQAP how concerned were you about air quality in Oxford?**

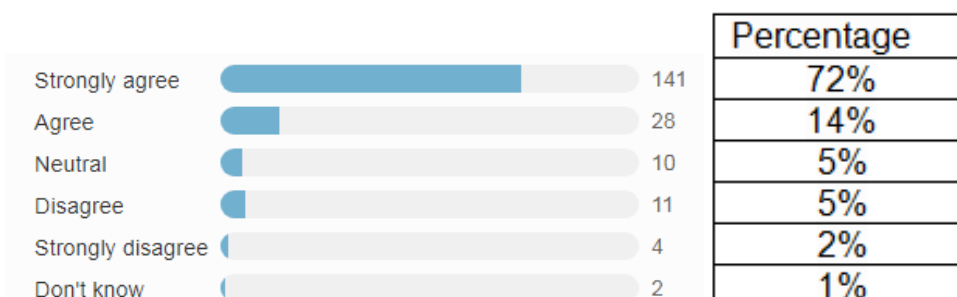


**23. After reading the draft AQAP, how concerned are you now about air quality in Oxford?**



The current annual mean limit value for Nitrogen dioxide (NO<sub>2</sub>) is set out in the UK legislation at 40 ug/m<sup>3</sup>. However, recent health studies show that the harmful effects of air pollution are seen at levels below the legal levels of air quality, that is, those previously considered to be safe.

**24. This draft Air Quality Action Plan commits to the adoption of a local, more stringent, NO<sub>2</sub> annual mean target of 30 ug/m<sup>3</sup> to be achieved in the city by 2025, in an effort to improve the health of all our residents and visitors. To what extent do you agree or disagree with the city's ambition to aim for this target?**



**25. This draft Air Quality Action Plan has identified 4 distinct key areas of intervention that we think the city should be focusing on for the efficient reduction of air quality levels in the city during the period 2021-2025. Would you be able to give us your feedback on these?**

The table below represents the total amount of answers converted to total percentage:

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
<b>Area 1: Developing Partnerships and Public education</b>	38%	39%	20%	2%	1%
<b>Area 2: Support for the uptake of Low and Zero emission vehicles</b>	55%	31%	10%	3%	1%
<b>Area 3: Reduce the need to travel and explore opportunities for mode shift and increasing the uptake of sustainable transport</b>	70%	16%	7%	5%	2%
<b>Area 4: Reducing emissions from domestic heating, industry and services</b>	47%	39%	13%	1%	0%

**26. Are there any other key priority areas that you think should be included in this AQAP?**



<u>Key areas of intervention suggested</u>	<u>Oxford City Council's Comments</u>
Indoor Air Quality	<b>Not addressed</b> – This AQAP is specifically developed to address the negative impacts of outdoor air pollution, under the LAQM regime.
Reduction of Railway emissions	<b>Not addressed</b> – This AQAP has been built around areas and measures that the City Council and its local partners can directly deliver on – the implementation of measures such as electrification of the Railway depends on a set of strategic decisions that are made at national level and hence can't be directly delivered locally.
Development of new green areas in the city	<b>Not addressed</b> – This measure does not directly relate with air quality. The council has an adopted Green Spaces Strategy and the development of specific measures under this area of intervention will occur under this strategy.
Reduction of Industrial Air Pollution in Oxfordshire & Thames Valley region	<b>Not addressed</b> – This AQAP has developed a set of areas and actions that intend to respond to air quality problems in the city of Oxford, which is the limit of jurisdiction of the City Council – The City Council cannot therefore include and develop measures to reduce air quality in other parts of the County.

**27. Is/Are there any specific air quality measure(s) that you feel the city should be taking to improve air quality which is/are currently not included in this draft air quality action plan?**

<u>Suggestions</u>	<u>Number of times mentioned</u>	<u>Oxford City council's comments</u>
Development of incentives to accelerate the uptake of sustainable and/or low emission transport	10	<b>Addressed</b> – This is covered in this AQAP under Measures 2, 11, 24, 25 and 26
Ban vehicles from the city centre in order to improve traffic levels in Oxford	10	<b>Addressed</b> – This is covered in this AQAP under Measure 11, 17 and 24
Introduce Low Traffic Neighbourhoods and School Street schemes in residential areas	9	<b>Addressed</b> in this AQAP under key area D and added to actions 26 and 29. School Street schemes and LTNs in Oxfordshire haven't been implemented yet, but both are planned and subject to public consultation. Public Health colleagues at County are leading on this and physical works are scheduled to start in the new year (2021)
Ensuring that new housing does not increase car use and abolish car parking in the city centre	8	<b>Addressed</b> – This is covered in this AQAP under Measure 17
Proper enforcement of illegal parking, driving offences and idling	7	<b>Not addressed</b> – There is at the moment no evidence that these activities contribute significantly to increase air pollution levels in the City as a whole. At the same time, current <a href="#">national legislation</a> on idling makes idling enforcement extremely difficult. This is being <a href="#">reviewed</a> at national level at the moment.
Protection and enhancement of vegetation in and around the city	6	<b>Addressed</b> – The AQAP covers (in Measure 6) the only direct link that can be established between vegetation and air quality. As this is not in itself a suggestion that directly relates with air quality, the City Council understands it will be addressed more adequately by other policy documents and strategies such as the new Urban Forest Strategy that is being developed for Oxford.
More cycle infrastructure	6	<b>Addressed</b> – This is covered in this AQAP under Measure 25
Introduce bus gates in the city	5	<b>Addressed</b> – This is covered in this AQAP under Measure 24
Create EV charging network across the city	4	<b>Addressed</b> – This is covered in this AQAP under Measures 12 and 16
Pedestrianise the city centre	4	<b>Addressed</b> – There has been several temporary <a href="#">pedestrianisation</a> experiments in the city centre as a result of COVID pandemic. Measures such as 11, 24, 25, 27 and 28 in this AQAP relate to this and if appropriate pedestrianisation will be considered.
Build tram way system in the city to reduce air pollution and traffic	3	<b>Not addressed</b> – Trams are very expensive, but as with any heavy infrastructure, the construction of a tram system would itself generate substantial emissions and consume natural resources. It has not therefore

		been considered the 'greener' option to deliver efficient, reliable, zero emission, bus-based rapid transit. The City Council believes the delivery of the ZEZ and Connecting Oxford supersedes this suggestion.
Ban Bonfires	2	<b>Not addressed</b> – Bonfire burning is not illegal in the UK. However, this AQAP is contributing to address this via Measures 7 and 22
Increase road tax	1	<b>Not addressed</b> – Local government does not have control over this
Incentives to landlords and home owners to switch from gas to electric stoves	1	<b>Addressed</b> – This is covered in this AQAP under Measure 21
Pursue Hydrogen technology for public transport	1	<b>Addressed</b> – Measure 15 of this AQAP refers to the commitment to work with bus operators on the electrification of Oxford's Bus fleet – to that effect, a bid has already been submitted under the " <a href="#">All Electric Bus Town</a> " scheme which could include hydrogen technology.
Explore last mile deliveries	1	<b>Addressed</b> – This is covered in this AQAP under Measures 27 and 28

## 28. Do you have any further comments or suggestions relating to the improvement of air quality in Oxford?

Many of the suggestions that were made to the survey question's 26 and 27 were repeated throughout the list of responses to this question. In order not to repeat comments, we therefore just highlight the public responses that represent new suggestions, not previously mentioned:

<u>Suggestions</u>	<u>Number of times mentioned</u>	<u>Oxford City Council's comments</u>
ZEZ and Connecting Oxford should move forward and faster and be directly linked to climate action plans	5	<b>Addressed</b> – Both ZEZ and Connecting Oxford are aligned with the outcomes of Oxford's citizen's assembly: the achievement of "net zero" as soon as possible. The latest ZEZ plans presented to public consultation on 20 <sup>th</sup> November already propose a faster introduction of city centre ZEZ.
Take buses away from Gloucester Green and move it to Park End St car park or train station	2	<b>Not addressed</b> – To be considered by forthcoming Oxford Transport Strategy
Ban outdoor space gas heaters	1	<b>Not addressed</b> – The Council holds no powers to do this.
Implement a Ghent style circulatory plan similar to Birmingham	1	<b>Not addressed</b> – To be considered by forthcoming Oxford Transport Strategy
Promote and subsidise insulation and the use of renewable energies for all domestic households	2	<b>Addressed</b> – This is covered in this AQAP under the set of measures developed under key area C
Creating a report mechanism for dirty/smokey vehicles	1	<b>Addressed</b> – There's already a mechanism in place to report smokey exhaust at the City Council's <a href="#">website</a>
Listen to local residents, not visitors	1	<b>Not addressed</b> – The exercise of public consultation is open to everyone who shows particular interest in air quality. In this public consultation, 84% of the responses relate to the views of local residents.
Considerations on equality are needed	1	<b>Addressed</b> – This AQAP specifically considers inequality issues in pages 12 and 13 and under air quality action 1.

The table below represents a series of suggestions and recommendations that the Oxford City Council have received from other consultees, who have sent their feedback of the proposed AQAP to Oxford City Council directly by email.

<u>Suggestion</u>	<u>Related to</u>	<u>Number of times referred to</u>	<u>Oxford City Council's Comments</u>
A target should also be considered in this AQAP for PM	Local Target	5	<b>Not addressed</b> – the AQAP is produced as a response to our AQMA for NO <sub>2</sub> – Oxford is currently compliant with current Limit Values (LVs) and WHO guidelines for PM and most actions in the plan also indirectly address PM.
There needs to be a strategy to support Low Traffic Neighbourhoods and the reduction of rat-runs.	Key Priority areas and actions	5	<b>Addressed</b> – Several actions in this plan already tackle the issue of traffic in residential areas and hence support or deliver LTNs (ex: 24,25,26,27) and the City is currently working with County on the introduction of all these.
The local target should focus on the	Local	4	<b>Not addressed</b> – The AQAP needs to respond to current

annual average figure rather than peak exposures, which can be much higher	Target		Limit Values for NO <sub>2</sub> as it is the only limit value that we can realistically monitor across the entire city with the approved monitoring methods (diffusion tubes)
Lack of clarity on the effective pollution reduction benefits of some of the proposed actions (Key Performance Indicators – KPI)	Key Priority areas and actions	4	<b>Addressed</b> – Pollution reduction benefits will be calculated and added as ZEZ, Connecting Oxford and other projects are completely agreed, modelled and assessed
The future LTCP should be clearly linked with this AQAP	Key Priority areas and actions	3	<b>Addressed</b> - This AQAP was developed together with Officers from Oxfordshire County Council and the importance of integrating and align the AQAP with the new LTCP is recognised.
The funding of some measures could be more explicitly stated	AQAP Process	1	<b>Addressed</b> – added paragraph on page 32
It would be beneficial if the measures were assigned an EU Category and EU Classification for consistency with the National Air Quality Plans	Report Structure/ Data visualisation	1	<b>Addressed</b> - A new table (Table 6) was added to the final version of this AQAP where the complete list of 30 air quality actions is assigned an EU Category and Classification
Suggest reference to other relevant County policies in section 4.5 – Policy integration	Report Structure/ Data visualisation	1	<b>Addressed</b> – added all relevant City/County policies and strategies that link with this AQAP on page 32
Figures more clearly contextualising the AQMA extent could have been provided	Report Structure/ Data visualisation	1	<b>Addressed</b> – appendix with AQMA map added to the report
The achievement of the legal 40 µg/m <sup>3</sup> of NO <sub>2</sub> as a milestone in its plan should be made clearer.	Report Structure/ Data visualisation	1	<b>Addressed</b> – entire paragraph added on page 25
Addition of an explanatory note or glossary reference to explain the technical meanings within the Action Plan of references to NO and NO <sub>2</sub> and a definition of “local annual mean”.	Report Structure/ Data visualisation	1	<b>Addressed</b> – terminologies added on page 47 (Glossary of Terms)
It would be preferable if the outcomes of the source apportionment study were more directly referenced in the measures	Source Apportionment	1	<b>Addressed</b> – added paragraph on page 27
The AQAP plan is not correctly prioritising its strategies to improve air quality	Key Priority areas and actions	1	<b>Addressed</b> – There is no prioritization of key areas of intervention in the AQAP – we consider that they are all equally important – however, in order to make it clearer, numbers 1-4 were replaced by letters A-D and footnote added on page 32
The strategy to reduce vehicle emissions does not promote alternatives like cycling	Key Priority areas and actions	1	<b>Not addressed</b> - This AQAP has specific actions under key area 4 to increase and promote cycling (ex: actions 25, 27, 30)
Include specific reference to the particular negative impacts experienced by BAME and other risk factors	Report Structure/ Data visualisation	1	<b>Addressed</b> – entire paragraph and footnote added on page 12
Work with local farmers to reduce nitrogen fertiliser use	Key Priority areas and actions	1	<b>Not addressed</b> - According to the city's source apportionment study, emissions from agriculture and farming contribute less than 1% to total NO <sub>x</sub> emissions in the city

**To:** Cabinet

**Date:** 20 January 2021

**Report of:** Executive Director Development

**Title of Report:** Implementation of the Housing Infrastructure Funding for Osney Mead

Summary and recommendations	
<b>Purpose of report:</b>	This report seeks to provide an update on the use of the Housing Infrastructure Funding (HIF) that has been secured for Osney Mead (OMHIF). The report seeks approval to agree changes to the milestones for the delivery of the infrastructure in the funding agreement with Homes England and agreements needed to facilitate the drawdown and implementation of the funding.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Alex Hollingsworth Cabinet Member for Planning and Housing Delivery
<b>Corporate Priority:</b>	Pursuing a zero carbon Oxford, Deliver more, affordable housing
<b>Policy Framework:</b>	Council Strategy 2020- 2024
<b>Recommendations:</b> That Cabinet resolves to:	
<ol style="list-style-type: none"> <li><b>Agree</b> the proposed changes to the HIF agreement with Homes England to facilitate the securing of the HIF funding, the delivery of the infrastructure and the recouping of funding;</li> <li><b>Delegate authority</b> to the Executive Director for Development, in consultation with the Cabinet Member for Planning and Housing Delivery, and the Head of Law and Governance, to agree the final amendments to the contract, in line with the proposed changes, and any other changes that are considered necessary to facilitate effective delivery of the funding agreement with Homes England;</li> <li><b>Delegate authority</b> to the Executive Director for Development in consultation with the Cabinet Member for Planning and Housing Delivery, and the Head of Law and Governance, to enter into a legal agreement with the Environment Agency to enable HIF funding for the Oxford Flood Alleviation Scheme to be transferred to the Environment Agency, in accordance with the terms of the Homes England Agreement;</li> </ol>	

4. **Delegate authority** to the Executive Director for Development, in consultation with the Cabinet Member for Planning and Housing Delivery, and the Head of Law and Governance, to enter into a legal agreement with the University of Oxford, if necessary, regarding the delivery of the residential development identified in the HIF agreement;
5. **Undertake the works necessary** to implement the HIF funding agreement including the drawdown of funding, monitoring and reporting, minor variations agreed with Homes England; and
6. **Delegate authority** to the Executive Director for Development, in consultation with the Cabinet Member for Planning and Housing Delivery and the Head of Law and Governance, to enter into contracts, following agreement of the Development Board and an appropriate procurement process, for the walking and cycling infrastructure works covered by the HIF Agreement with Homes England.

Appendices	
Appendix 1	Risk Register

## Introduction and background

1. The Government launched a funding stream known as Housing Infrastructure Funding (HIF) in 2017 to support the delivery of infrastructure on marginally viable housing schemes. The Council entered into a funding agreement with Homes England, who are administering the HIF funding for the Government, for £6.09m to support the delivery of development at Osney Mead, and has been known as Osney Mead Innovation Quarter, in October 2019 (Cabinet Report November 2019). The funding is to be used for the purpose of contributing to the Oxford Flood Alleviation Scheme (OFAS), and walking and cycling improvements. OMHIF is one of three HIF funding agreements within the City.
2. Following completion of the funding agreement with Homes England it has become apparent the revised programme for OFAS, allowing for the rebuilding of Kennington Bridge, makes the implementation of the agreement with the current milestones impossible. Discussions have therefore taken place with Homes England to amend the funding agreement to enable the drawdown of funding. Homes England have indicated their support for amendment of the agreement and revised funding milestones and this report is to seek the approval for a revised funding agreement and to measures to implement the agreement, drawdown funding and deliver of the infrastructure.

## HIF Agreement

3. The HIF agreement with Homes England enables the drawdown of funding once milestones and pre conditions have been met. The original agreement for OMHIF was entered into prior to the works necessary to Kennington Bridge being identified. Works to the Kennington Bridge have required the OFAS scheme to be amended and have delayed its implementation. As a result it has not been possible to meet the milestones in the existing funding agreement. A further difficulty has

been that a single set of milestones has related to both the OFAS scheme and the walking and cycling improvements and therefore funding for the walking and cycling infrastructure has also been delayed.

4. Discussions and negotiations with Homes England and the Environment Agency have resulted in a draft of revisions to the funding agreement that would enable the funding to be drawn down and spent. The proposal is to formally amend the existing Homes England funding agreement to incorporate the revisions to enable the HIF to be accessed. The funding for OFAS would be targeted at the elements of the Kennington Bridge works necessary to deliver the flood scheme, thereby enabling the funding to be drawn down by the funding deadline in 2022.
5. Separate milestones have been identified for the walking and cycling infrastructure to enable works to be progressed for this element separately from OFAS, to enable works to commence and enable delivery by the funding deadline.
6. In addition to the revisions to the funding agreement with Homes England, to implement the HIF further agreements are needed between Oxford City Council and the Environment Agency (EA) and with Oxford University (OU). An agreement is needed with the EA to enable funding for OFAS to be passed to them and ensure its use in accordance with the existing Homes England Funding Agreement with the Council. This agreement is necessary to protect the Council from risk of repayment that would arise from the inappropriate use of the funding. The EA's agreement is also need for works on their land to deliver the walking and cycling improvements between Osney Mead and rail bridge to the West of Grandpont.
7. Oxford University have proposals for housing at Osney Mead and it is this the HIF funding is facilitating. The HIF funding agreement has requirements with regard to the delivery of the proposed housing scheme (by the University), monitoring and repayment of the funding should an increase in profit arise from the development. A agreement is therefore also required to ensure that the provisions of the Homes England funding agreement can be met in collaboration with the University. Approval is sought to enter into an agreement with the Environment Agency and Oxford University respectively to enable the delivery of the HIF infrastructure. Delegation is sought to agree the details.
8. The following alternative options have been considered. Leaving the funding agreement as currently drafted has been considered but this puts at risk the ability to be able to draw down the funding and therefore has been rejected. On going delay would also jeopardise the ability to deliver the infrastructure in the funding timescales. Consideration has been given to proceeding without separate agreements with EA and OU but this has been discounted as it leaves the Council open to risk of not being able to meet the terms of the HIF agreement and ultimately leaving the Council at risk of repayment. The proposal to amend the HIF Agreement and seek agreements with EA and OU is therefore seen as the most advantageous in allowing access to the HIF funding to deliver the infrastructure and minimising risk to the Council.
9. There is a cost in amending the existing agreement and in drafting further agreements. Discussions are currently on going with Homes England to explore how costs related to implementing HIF agreements can be covered. In the absence of being able to secure funding for the work to mitigate the risk internal legal resource would be sought to undertake the work minimising the costs or costs

would be pursued from existing budgets through Development Board to seek feasibility funding.

10. OFAS and the proposed improvement to the connecting path between Osney Mead, Grandpont and the proposed Growth Deal funded bridge to Oxpens, support future development at Osney Mead on land allocated in the Local Plan. The EA have advised that the HIF is the last element of funding required to be secured for OFAS and the walking and cycling infrastructure will be part of a convenient vehicle free route to connect routes from the west and Osney Mead to the City Centre. The aim is to create a dry route in the event of flooding in the area and the works will support sustainable travel. The HIF was awarded in the light of the marginal viability for residential development at Osney Mead and therefore it is important that the funding is secured to support the measures that facilitate the development.

### **Other implications**

11. This report relates primarily to the securing of funding and agreements necessary to enable the drawdown of funding. OFAS will be subject to planning and compulsory purchase requirements as well as approval of the full business case to enable its implementation. Works to the Kennington Bridge will be in advance and will include measures to deal with the flow of floodwater as part of the wider scheme. Walking and cycling improvements from Osney Mead are to be delivered by the Council. Work on feasibility will be able to commence when there is certainty of funding. Design and delivery of a scheme will require engagement, planning and technical approvals and to enable delivery by March 2023 there is a need to be able to progress work without delay. Delegation is also therefore sought to enable a contract to be entered for the works following the completion of feasibility demonstrating the deliverability of the scheme.
12. The HIF is subject to monthly reporting and monitoring to Homes England. As with any project there may be issues that arise requiring further minor adjustment to milestones and pre drawdown conditions of the agreement. Delegation is sought to deal with any further modifications of the agreement necessary to enable the funding to be drawn down and used to deliver the infrastructure to support development at Osney Mead. The intention is therefore through this report to seek delegation to agree the final details of the amendment of the HIF agreement with Homes England and entering into agreements and work necessary to enable the drawdown of the HIF. The next element of the project for the Cabinet to consider would then be the letting of a contract for the path works.

### **Financial implications**

13. The Council has already agreed to accept the HIF funding and has included £6.090million in its capital programme profiled over four year. The proposals in this paper will require the funding of legal agreements. These are not currently covered by the HIF funding but discussions are taking place with Homes England to identify how the Council's costs can be covered. To mitigate the risk if it is not possible to secure funding costs could be minimised by using in house legal resources or seeking funding from existing budgets.

## Legal issues

14. State Aid advice has been received to confirm that the use of the funding does not give rise to any state aid implications. The entering into legal agreements as proposed in the report will help to mitigate the risks to the Council in drawing down the HIF. Appropriate legal advice will be sought to ensure the agreements are robust and the requirements of the agreement between the Council and Homes England are appropriately passed on.

## Level of risk

15. Risk Register as attached at Appendix 1.

## Equalities impact

16. The proposals do not require Equalities Impact Assessment as they do not give rise to a new decision with regard to funding and the infrastructure will be freely available to all. Detailed design of the infrastructure will be subject to separate approval processes which will need to ensure that there are no equalities issues arising.

## Conclusion

17. The recommendations are sought to enable the implementation of the HIF funding awarded for Osney Mead. The proposed funding for OFAS and walking and cycling improvements remain necessary to deliver the schemes and will facilitate the future development of Osney Mead.

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**Background Papers:** None

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# Appendix 1

Appendix 1: OMIQ Risk Register

					Date Raised	Owner	Gross		Current		Residual		Comments	Controls				
Title	Risk description	Opp/ threat	Cause	Consequence			I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner
Funding withdrawn	Homes England do not agree to amend the funding Agreement	threat	Unable to meet current funding requirements	funding is lost	21 10 19	JB	5	3	5	2	5	1	Discussions have taken place with Homes England re amendments to the agreement	Work with Homes England and partners to revise the funding agreement	30 1 21	Open	60%	JB
State Aid issues 123	funding proposals are considered state aid	threat	Funding is considered to distort the market	Funding can not be used to fund the infrastructure	21 10 19	JB	5	3	1	1	1	1	State aid advice is required to be taken as part of the funding agreement	State aid advice has been received from a specialist solicitor	24/11 20	Closed	100%	JB
Legal Agreements	Failure to complete legal agreements with partners	threat	Partners unable to complete legal agreements	Funding may not be able to be drawnd own or will be at OCC	24 11 20	JB	4	2	4	2	2	1	Work with partners to ensure agreements can be entered into	Work with a solicitor to ensure OCC are not put at risk	30 1 21	open	10%	JB

Technical constraints	Detailed design work may reveal technical constraints	threat	Unable to address technical requirements	Funding may not be able to be drawn down or whole of	2 12 20	JB	4	2	4	2	3	2	Undertake feasibility to understand constraints and opportunities	Existing work reviewed through feasibility to inform scheme design	1 12 21	open	10%	JB
Non Delivery of the infrastructure	Funding is clawed back by Homes England	threat	Homes or Infrastructure not delivered	Financial cost	21 10 19	JB	3	4	3	4	2	2	Work to ensure the Council is protected from partner failures through legal agreements and drawdown of funding is	Legal agreements with partners and scrutiny of drawdown	31 3 23	Open	30%	JB

**To:** Cabinet  
**Date:** 20 January 2020  
**Report of:** Head of Planning Services  
**Title of Report:** Statement of Community Involvement (SCI)

Summary and recommendations	
<b>Purpose of report:</b>	Cabinet is requested to agree the draft updated Statement of Community Involvement (SCI) to be published for public consultation.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Alex Hollingsworth, Cabinet Member for Planning & Housing Delivery
<b>Corporate Priority:</b>	All
<b>Policy Framework:</b>	Council Strategy 2020-2024.
<b>Recommendations:</b> That Cabinet resolves to:	
1. <b>Agree</b> to publish the draft updated Statement of Community Involvement (SCI) for public consultation.	

Appendices	
Appendix 1	Draft Statement of Community Involvement
Appendix 2	Risk Register

## Summary

- 1.1 This report summarises the main changes made to the Statement of Community Involvement (SCI) in the updated 2020 version.
- 1.2 The SCI details how we propose to engage local people and organisations in the development planning process, both in planning policy and development management. An SCI was first adopted by the Council in 2006 and then updated again in 2009 and 2014.

1.3 Recently in response to the Covid-19 pandemic an Addendum to the adopted SCI was published, which set out the necessary changes that had to be introduced to the methods of consultation that could be undertaken. This included the need to use digital technology more extensively in planning, for publicising local plan stages, for committee meetings, for meetings with developers and agents on planning applications and policy projects, and for planning application consultations. This update to the Statement of Community Involvement (SCI) continues to reflect these changes. This is in part in recognition of the current situation and as a contingency in the event of further outbreaks in the near future. However, it is also a reflection of a sea-change towards greater use of digital, online and virtual ways of working and consulting. The changes necessary to respond to the Covid-19 pandemic have built on the changes that were already occurring and the increasing opportunities offered by technology. The measures have shown to be workable and also in some ways beneficial. Whilst in future, where possible a combination of methods, including use of hard copies and face-to-face contact are likely to be appropriate, imaginative use of technology is encouraged, and in times of restricted social contact will be acceptable as the only means of consultation.

1.4 It is recommended that Cabinet agree the draft updated SCI to be published for public consultation.

## **Background to the Statement of Community Involvement**

2.1 It is a key objective of the Town and Country Planning system, and of 'localism', to strengthen community involvement in the planning and development process. Planning affects all communities, so it is important that local people fully understand the process and that it is clear, transparent and easy to access to allow everyone the opportunity to get involved.

2.2 The current rules for plan making are set out in the National Planning Policy Framework (NPPF), Planning Practice Guidance (PPG), and in the Town and Country Planning (Local Planning) (England) Regulations 2012.

2.3 The City Council has a legal duty to produce an SCI under the Planning and Compulsory Purchase Act 2004 (as amended). The SCI sets out how the Council will consult the public and other stakeholders when preparing statutory development plan documents and how it will consult on planning applications. It is essentially a procedural planning document.

2.4 The SCI however will continue to adopt a flexible approach that combines the effective use of supplementary guidance and help sheets and information sources on topics such as best practice for pre-application consultation, which can be more easily kept up to date for communities and developers to use in guiding how consultation occurs in relation to preparing planning policy.

2.5 The current SCI was adopted in 2014. There have been a number of changes to the planning system since then, together with the recent measures introduced to respond to the Covid-19 pandemic included within the Addendum to the adopted SCI.

2.6 The Government has recently consulted on the White Paper – Planning for the Future, which proposes some radical changes to the planning system both plan-making and the development management process of dealing with planning applications. The changes being proposed are likely to require a subsequent review to the SCI, so that the public and stakeholders are clear when and how they can engage with the planning process.

2.7 The ways in which the Council engages with the community have also developed and improved, including through the implementation of the Community Engagement Policy Statement 2014-2017. This Statement, sets out the ways in which the Council engages with the community, and specifically uses the principles of community to define how this can be further developed and improved. There has also been an increased use of information technology, especially in communications between local residents and the City Council; and procedural changes, such as the format of the planning committees.

2.8 There are two main areas of planning in which the community can participate:

- **Development management** (planning applications) – most types of development require a planning application to be submitted and approved, and anyone can comment on planning applications; and
- **Planning policy** (local plans) – setting the policy framework against which planning applications will be judged.

## **Overview of the update to the Statement of Community Involvement**

3.1 This section of the report summarises the details of the draft updated SCI, which is attached as Appendix 1 to this report.

3.2 In preparing an update to the SCI, officers have generally sought to avoid re-providing content that will date the document in forthcoming years, and to shift the emphasis of the SCI away from prescribing appropriate techniques to establishing broad consultation principles that will continue to apply even if there are shifts in the regulatory framework or operational procedures. The proposed revisions exceed the minimum requirements for consultation<sup>1</sup> and strive for best practice consistent with the efficient use of Council resources.

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<sup>1</sup> The minimum requirements for consultation on Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) are set out in The Town and Country Planning (Local Planning) (England) Regulations 2012. The minimum requirements for consultation on Planning Applications are set out in the Town and Country Planning (Development Management Procedure) (England) Order 2015 (DMPO).

3.3 Nevertheless in response to the Covid-19 pandemic it has been necessary to introduce greater use of digital-technology, which has been seen as a positive successful measure in the Government's White Paper and an approach it is proposed that all local planning authorities should embrace in the future. The Government consider that digital-technology will make it easier for the public and stakeholders to engage in the planning system and potentially offer the opportunity to a wider number of people. Appendix 2 of the SCI adapts the previous addendum to show the consultation measures that may need to be taken in similar times of emergency, where usual avenues for making hard copies of documents publicly available and for engaging through face-to-face contact are not available. In addition, greater mention is made throughout the SCI of the opportunities presented by use of digital-technology. Where helpful, as new methods become known and available, we will consider providing additional detail through supporting guidance and help sheets on our website.

### **The main changes to the Draft SCI – relating to planning applications**

3.4 The 2020 Draft SCI sets out the level and approach to community consultation on planning applications in a 'menu' approach.

3.5 The main Development Management provisions of the updated draft SCI are as follows:

- **Early engagement:** a strong emphasis on the continued value of early engagement through pre-application consultation and discussions with the community, neighbours or third parties;
- **Digital-technology:** commitment to continue to make application material available online and to make greater use of digital-technology both at present, given current circumstances, and in the future; and
- **Site notices:** a commitment to continue to publicise applications through site notices, and to explore how this could be carried out more effectively through digital means.

3.6 The City Council no longer sends out notification letters about planning applications, or to inform respondents about the outcome of planning applications. Instead, case officers put up prominent yellow sites notices outside applications sites, and residents are encouraged to self-service if they are interested in a certain street or area through means such as PlanningFinder or the weekly list on the Council website.

3.7 The City Council should be looking forward in considering the most appropriate mechanisms to consult neighbours and residents in close proximity to a proposed development. The planning service already makes extensive use of site notices, the web, and internet alerts. In accordance with the Covid-19 measures introduced in the Addendum to the adopted SCI it has not been possible to view paper plans at the main St Aldates Reception or to use public computers to access the web here and at public libraries at the present time.

3.8 The current adopted SCI reflects the benefits of consultation on applications at the earliest possible stages. The City Council recognises that local meetings or events, where held by developers, are often organised after pre-application discussions between the Council and developers have been held and plans have been finalised. Therefore on larger developments with a significant impact on the community, the Draft SCI encourages applicants to organise local meetings or engage through other forms at earlier stages, and seeks to formalise this through Planning Performance Agreements. Recently however this has had to be undertaken relying solely on digital-technology in accordance with the measures set out in the Addendum to the adopted SCI 2014, which is now incorporated into the updated Draft SCI 2020 (Appendix 1).

3.9 Section 122 of the Localism Act 2011 inserted a provision, section 61W, into the Town and Country Planning Act 1990 which requires applicants to carry out pre-application consultations where a proposed development meets criteria set out in a development order. The updated Draft SCI makes reference to a possible future regulation change and highlights that the Council's requirements may change if / when additional development orders are published in future. The Council is keen to continue encouragement of this engagement.

3.10 The SCI also sets out the process for planning appeals, although most of that process is statutory and determined by the Planning Inspectorate so there is little scope or flexibility about how the City Council carries out those duties or how communities can be involved in that process.

### **The main changes to the Draft SCI – relating to plan-making**

3.11 There has been a commitment in the adopted SCI to agree with members a specific consultation programme for each new statutory policy document, which will set out the detail of which consultation methods are most appropriate for that document and topic, so that members and the public are clear on the consultation proposed. This successful approach will be continued as part of this new SCI, subject to the prevailing circumstances.

3.12 The White Paper does propose some significant changes to the plan-making process and its scope. This will have an impact on when the public will be able to comment and on what policies. The SCI is however concerned principally with setting out clearly the consultation process. At this moment in time the main changes to the SCI for plan-making are as follows:

- **Addendum Covid-19 Response:** The Addendum to the adopted SCI sets out the consultation changes that are currently in operation to respond to the Covid-19 pandemic and the necessary changes that have had to be made. The new Draft SCI includes an addendum setting out acceptable measures and possible adaptations needed in any time of restriction;
- **Early engagement:** in the context of the legal framework for the present plan-making system early engagement with the public and stakeholders has been

important in identifying the key issues and exploring the potential alternative options. The proposals in the White Paper make it clear that early engagement will continue to be important. Consultation will need to be meaningful in making sure that the public and stakeholders are given every opportunity to engage in these early stages of the plan-making process.

- **Digital-technology:** the Covid-19 pandemic has by necessity required greater use of digital-technology for meetings, Committees, workshops and consultations to ensure that the planning system can continue to operate properly and that the public, stakeholders and members can fully engage in the process of plan-making. This has been successfully carried out in these unprecedented circumstances, which has been recognised by the Government in the White Paper. The overall approach is seen as an important means of modernising the consultation process and making it easier for the public to both access, understand and engage in planning. The Draft SCI proposes to explore how digital-technology can continue to be used more widely and to build on the positive benefits it can bring to consultation.

3.13 The SCI relates to neighbourhood planning. The introduction of neighbourhood planning powers was a provision of the Localism Act 2011, so whilst the majority of consultation related to neighbourhood planning is the remit of the neighbourhood forum, the SCI sets out how the City Council will support the process at the applicable stages where the Council has a statutory function.

### **Consultation on the draft SCI**

4.1 Whilst the process for producing an SCI is no longer set out by regulation, it is considered good practice to hold a period of public consultation on a draft SCI update prior to consideration of representations and subsequent adoption by Cabinet.

4.2 It is proposed to consult widely on the draft SCI and to report back to Cabinet on the findings, alongside bringing an updated document for adoption. The following consultation methods will be used in seeking comments on the draft SCI:

- Notification by email (or letter where no email available) to all persons/organisations listed on the existing planning policy database;
- Publicity and documents available on the planning policy pages of the Council's website;
- Display a notice at St. Aldates Chambers and libraries throughout the city to inform the public and stakeholders where the SCI can be viewed electronically, with a web link and a person who can be contacted by telephone at the City Council if someone wishes assistance; and
- Publish a press release

4.3 It is proposed that the draft SCI document will be formatted before being published for consultation but the content will remain the same as the version attached in Appendix 1.

## **Timetable and next steps**

5.1 The next steps in terms of progressing the SCI to adoption are as follows:

Public consultation	January/February 2021
Revisions to final document	March/April 2021
Final document agreed by Cabinet to adopt	April 2021
Updated SCI adopted	May 2021

## **Conclusion**

6.1 At this present time the measures currently operating in response to the Covid-19 pandemic will need to remain in place. The overall proposals in the updated SCI will aim to facilitate greater use of digital-technology and continue the approach for earlier effective public engagement in planning decisions. This will improve the overall effectiveness of the planning service with regard to how statutory local plans are prepared and how planning applications are considered and decisions made. This will have benefits for City residents as greater use of digital-technology will enable greater access to relevant information on plans and planning applications, and consultation will be more resource-efficient and effective in terms of outcomes.

## **Level of risk**

7.1 The SCI does not propose new planning policy or identify new development sites, but considers how best to involve different sectors of the community in plan preparation and in determining planning applications.

7.2 The update to the SCI is a key priority for the City Council. Failure to adopt an updated document could present legal risks in the examination of policy documents, and in processing applications. The risk register is attached as Appendix 2.

## **Climate change / environmental impact**

8.1 No specific impacts identified

## **Equalities impact**

9.1 The SCI seeks to ensure opportunities for participation in the local planning processes, including for equalities groups. The way that the City Council consults on planning applications and the preparation of local plans could have an impact on equalities groups who may have challenges in accessing information, such as those that do not have English as their first language or those who are unable to access the internet. Planning Services will therefore continue its practice of preparing an Equalities

Assessment when preparing local plan documents, and ensure that equalities issues are addressed when considering planning applications.

### **Financial implications**

10.1 The revision of the SCI and consultation on the draft document can be delivered within the existing planning policy budget.

10.2 The package of measures in the updated SCI aim to put in place changes to service delivery to enable greater resource efficiency, and to deliver greater outcomes and leaner delivery.

10.3 The cost of implementing the SCI commitments as proposed can be met within the Planning budget. If members are minded to pursue consultation approaches over and above those proposed then there may be additional financial and resource implications.

10.4 The introduction of more extensive use of digital-technology, as proposed in the White Paper, could if approved, have more significant financial resource implications. For example proposals for a new map-based approach, which would be consistent amongst all authorities, informed by data-driven infrastructure needs, would require some funding from central government to help to cover these costs.

### **Legal Implications**

11.1 The Council has a legal duty to have an adopted SCI. The Planning and Compulsory Purchase Act 2004 (as amended) requires the City Council to produce an SCI to set out how the Council intends to achieve community involvement in the preparation of plans and decision making for planning applications.

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<b>Background Papers:</b> None
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# **Statement of Community Involvement**

**Draft for consultation  
December 2020**



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## 1. Introduction

- 1.1 It is an aim of the City Council to improve dialogue and consultation throughout Council processes. This is explained in the Oxford Council Strategy 2020-24 <http://occintranet/about-the-council/council-strategy>
- 1.2 There is a legal requirement under the Planning and Compulsory Purchase Act 2004 (as amended) for the City Council to produce a Statement of Community Involvement (SCI), which sets out how it intends to achieve community involvement in the preparation of plans and in decision-making on planning applications.
- 1.3 The City Council adopted its first SCI in 2006. Since then there have been a number of changes to the planning system which have produced new requirements and processes for producing local plans and for dealing with planning applications. In addition, the City Council is keen to promote early public engagement in planning decisions. The City Council continues to keep these processes under review, including commissioning an independent review of planning processes, including consultation processes, through the Roger Dudman Way Review (2013)<sup>1</sup>. The recommendations and lessons learnt about community engagement from these reviews have also helped to shape this SCI.
- 1.4 The SCI sets out consultation requirements and guiding principles, with more detailed information provided through supplementary guidance and help sheets that can be updated more easily and frequently via the website. This is so that the SCI is flexible if there are further changes to the planning regulations or government policies in the next few years, and so that we can adapt processes to reflect best practice.
- 1.5 The SCI goes above the minimum statutory requirements for consultation<sup>2</sup> and promotes best practice in the delivery of our planning services.

## What is the Statement of Community Involvement?

- 1.6 Oxford City Council (OCC) is the local planning authority for Oxford. The SCI sets out the City Council's approach to involving the community and stakeholders in the production of planning policy documents and development management decisions in the city.

The Statement of Community Involvement sets out how the City Council will involve the community when preparing planning policy documents and deciding on planning applications.

The Statement of Community Involvement:

- Lets you know how you can get involved in planning decisions;
- Sets out how we will engage the wider community in planning decisions; and
- Sets out the level of community engagement that we expect from developers in the planning process.

In summary, it is about how we inform, involve and consult local people in our planning decisions.

<http://mycouncil.oxford.gov.uk/documents/s16562/RDW%20INDEPENDENT%20REVIEW%20FINAL%20REPORT%20140107%2017th%20Jan.pdf>

<sup>2</sup> The current minimum requirements for consultation on local development plan documents and Supplementary planning documents are set out in The Town and Country Planning (Local Planning) (England) Regulations 2012. The minimum requirements for consultation on Planning Applications are set out in the Town and Country Planning (Development Management Procedure) (England) Order 2015.

- 1.7 In preparing the SCI, consultation has been undertaken to help develop an approach that reflects the needs and aspirations of the community, stakeholders and the City Council.

## Oxford's communities

- 1.8 The 'community' includes all the individuals, groups and organisations that live, work, or operate within Oxford. Communities can take many forms, they can be:

*Communities of Place* - people living, working or undertaking other activities in geographically distinct areas of the city (such as neighbourhoods or wards).

*Communities of Identity* - people who share common aspects of their identity (such as ethnicity, religious beliefs, age or gender).

*Communities of Interest* - people with shared interests (such as allotment holders, cyclists or businesses) or people who use the same services or facilities (such as parks, roads, or community buildings).

- 1.9 The SCI also refers to 'stakeholders'. By this we mean individuals or organisations with a direct influence on the subject under discussion, such as landowners or the highways authority. Some of our consultation with stakeholders is also governed by legislation such as the Duty to Cooperate. The SCI seeks to avoid repeating legislation or statutory requirements, because that is fixed by the government. Instead it focusses on what we are specifically doing locally in Oxford over and above the requirements.

## White Paper – Planning for the Future (August 2020)

- 1.13 At the time of writing the Government had recently carried out a consultation exercise on proposed substantial reforms to the planning system in 'Planning for the Future (August 2020)', to streamline and modernise the planning process. The proposals include, example changes, to the preparation of the Local Plan, with the city being potentially divided into areas of growth, renewal and protection. In the case of 'growth' areas, once a site has been allocated for a use or mixed-uses and the Plan adopted, then outline planning permission in principle will automatically be granted. Development Management policies and housing growth numbers are proposed to be set at the national level. These examples show that there will potentially be some significant changes to 'what' and 'when' the public and stakeholders can engage in the planning system.
- 1.14 Amongst other key proposals the Government is keen for local planning authorities to modernise 'how' they engage with people and encourage the use of digital-technology. The Government will review the comments received and decide what changes will be taken forward, along with the appropriate supporting legislation that will be required. The SCI may then need to be updated accordingly to reflect these changes, in particular because the types of documents and way we engage people in them might change significantly.

## 2. Our principles for community involvement in planning decisions

### Why is it important to involve the community in the planning process?

2.1 We want to inform and involve the community in planning decision-making processes. Achieving effective community involvement in the planning process can have several benefits, including:

- More focus on the priorities identified by the community;
- Influencing the provision of local services to meet local needs;
- Ability to draw upon a local knowledge base;
- Increased community commitment to the future of an area; and
- Increased support for planning services, as communities will have a better understanding of how planning policies are developed and how decisions are made.

2.2 The City Council's approach to community engagement contributes directly to its ambition to build a world class city for all. Many of Oxford's residents are highly articulate and very skilled at getting their points of view heard and those contributions are always welcome. The City Council also wants to open up more opportunities for people whose voices might not be so easily heard to be involved if they wish to.

### Our principles for community involvement in planning decisions

2.3 The commitments in this SCI are framed by wider City Council strategies about community engagement, as well as being informed by consultation and other feedback.

2.4 We have identified four key principles for effective engagement in planning processes:

1. *Timely and sustained* – events and activities should start before any planning decisions are made and engagement should last throughout the planning process and beyond;
2. *Inclusive for all local people* – those living and working in an area have a right to be involved, all parties are welcome, and process must take account of peoples' varied needs;
3. *Two way, open and responsive* – communication should be discursive not prescriptive, so that information can be debated and ideas exchanged; and
4. *A matter of public record* – the processes must be documented and published.

(Roger Dudman Way Review, Vincent Goodstadt, 2013, paragraph 91)<sup>3</sup>

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<sup>3</sup><https://mycouncil.oxford.gov.uk/documents/s16562/RDW%20INDEPENDENT%20REVIEW%20FINAL%202>

- 2.5 The SCI has also been informed by consultation and reviewing customer feedback. Two of the key themes arising from previous feedback are that people want to be involved at an early enough stage when decisions and proposals can still be truly influenced, and also to be kept informed of progress and for us to set out clearly how consultation has influenced decisions.
- 2.6 Therefore a general theme of the SCI is that consultation should start as early as possible to give everyone the opportunity to participate and influence the development of policies and options for an area. This includes encouraging consultation on major applications at an early stage. This will give communities and stakeholders the chance to put forward their own ideas rather than simply comment once proposals are fixed. The City Council and applicants will then be better placed to understand the issues and needs that are important to the community.
- 2.7 The SCI also encourages on-going community involvement, with feedback and information on progress and outcomes. Involving communities at an early stage, and continuing that involvement throughout the planning process, will help to resolve issues and achieve consensus where possible, which will in turn avoid the need for lengthy independent examinations. Nonetheless planning decisions are often contentious, and require differing views (including those of the community) to be balanced and judgements made. So the SCI also promotes transparency of processes and decisions, and clearer communication, so that even if people do not like the outcome of a decision they can at least understand how it has been reached.
- 2.8 The scale and type of community involvement in planning also needs to be proportionate and appropriate, and reasonable in terms of cost.

**Based on these principles, this SCI seeks to ensure the planning service provides:**

**The opportunity to contribute ideas** – people will have the opportunity to put their ideas forward and the City Council will consider and respond to these suggestions as appropriate;

**The opportunity to shape proposals and options** – the City Council will provide opportunities for people to actively engage in the planning process at early stages when there is more scope to shape them. The City Council will also encourage applicants/the promoters of development proposals to do the same;

**The opportunity to make comments on formal proposals** – for more advanced development proposals and planning policy documents, the City Council will meet the Regulatory requirements for community involvement, and where appropriate go beyond the requirements;

**The opportunity to receive feedback and be informed about progress and outcomes** – the City Council will consider all comments received through consultations on policies, and make appropriate changes accordingly and explain our response. The City Council will then provide updates on the progress of planning policy documents to all those who have submitted comments on the document. This may be by direct contact or by publishing material on the City Council's website (e.g. consultation reports and updates).

The City Council will also explain how comments on planning applications have been taken into consideration in officers' reports. These reports are published on the City Council's website;

**To provide relevant information** - when asking for comments, the City Council will be clear about which issues can and cannot be taken into consideration, which issues are already fixed (e.g. by legislation); and

**To achieve value for money** – ensuring consultation is worthwhile and value for money by balancing cost and time constraints and City Council resources, and ensuring that consultation is appropriate and proportionate to the issues being considered and the communities affected.

**We will deliver these principles through:**

- Being open and transparent in our decision-making;
- Using plain English as far as possible;
- Ensuring that planning policy documents are clear and concise;
- Using images, maps and illustrations, to make planning policy documents more accessible to a wider range of people;
- Front-loading engagement at the early stages of producing new policies and generating options;
- Encouraging developers to undertake early consultation when preparing planning applications, including before they are submitted as formal applications;
- Promoting electronic methods of communication to increase efficiency (whilst also providing for those who find it difficult to access material online); and
- Promote best practice, and explore new and evolving methods of communication and consultation.

2.9 The rest of this document and appendices explain how these principles will be applied to the preparation of policy documents and consideration of planning applications.

### **3. Digital and online methods and response during a pandemic or similar restrictive situation**

- 3.1 The restrictions imposed due to the Covid-19 pandemic meant that there had to be a changed approach to public engagement. These changes came into force as 'temporary measures' that were put in place to minimise the impacts on people engaging with the planning process. Many of these measures were still in place at the time of writing and in the event of 'local' outbreaks within Oxford taking place then the measures would have to be re-introduced to ensure the health and safety of those engaging in the planning process.
- 3.2 Greater use of digital-technology is likely to continue to play an important role in the planning system in the future. The adaptations that were necessary have worked effectively, and indeed have some particular benefits. Online events can make participation easier and less intimidating, as people do not have to travel or make their voice heard in a crowd. Online exhibitions can have live chat sessions, which maybe one to one, where people can feel comfortable raising their questions. Live polls and ability to notate plans can also increase interactivity and interest. However, there are potential disadvantages with relying entirely on digital-technology. These include excluding those who do not have access to it, and also that it relies on people visiting websites and clicking links, which they will do only if they already have an interest. The ability to find people in their community and to try and engage with them about something they might not otherwise be interested in is a lot harder and requires more creativity. Options might include joining other online events, and ensuring materials are particularly engaging.
- 3.3 The council will continue to look to best practice examples in this evolving field, including the utilization of digital technology. There is recognition that a wider and enhanced use of digital technology will make it easier and perhaps more convenient for many people to engage in the planning process but there must be some acknowledgement that this method of consultation and engagement with the community should not be completely relied upon. It will not always be the most suitable means and the council recognise that a one size fits all approach to engagement is not inclusive. A range of methods will need to be considered, depending on factors such as what is being consulted on and who the intended audience will be. The council has a Localities team who work closely with communities across the city and who have built positive relationships with those that live there. The council will better utilise these existing relationships when it wishes to engage with these communities and the first port of call will be contacting the relevant Localities officer who can not only advise on the most appropriate methods of consultation to achieve the most meaningful and inclusive engagement, but who can also act as a first point of contact for the community as someone who is familiar within the locality.
- 3.4 Appendix 1 sets out adaptations to methods of engagement that may have to take place as a result of restrictions. Tables 1, 2 and 3 include mention of potential online engagement.

## 4. Engagement processes for planning policy documents

### Which documents will we be consulting on?

4.1 The main planning policy documents that the City Council produces are:

**Statement of Community Involvement** – this document is itself the subject of public consultation to help develop an approach that reflects the needs and aspirations of the community, stakeholders and the City Council. The consultation requirements set out in this document will need to be met in producing any new local development plan documents or supplementary planning documents.

**Local Development Scheme** – this sets out the City Council's work programme for the preparation of new development plan documents and supplementary planning documents, including a description and timetable for each document. The Local Development Scheme is published on the City Council's [website](#). This is not subject to public consultation.

**Local Plan** – this sets out the long-term spatial vision and development framework for the city and how it will be achieved. At present it also includes development management policies and allocates land for specific uses. The Local Plan usually consists of one main development plan document and can also include area-based development plan documents.

**Area Action Plans** – these provide more detailed information to guide development in a specific area where significant development is planned.

**Supplementary Planning Documents** – these documents supplement and elaborate upon policies and proposals set out in development plan documents. Although they are not subject to independent examination, they will undergo public consultation, and must be consistent with national planning policies. These documents may focus on specific issues (such as affordable housing) or they may provide site specific development guidance. They cannot change policies contained within the Local Plan or Neighbourhood Plans, but can give detail on how those policies are implemented. These documents are material considerations when assessing a planning application.

**Technical Advice Notes** - these documents provide informal advice and guidance on key issues for applicants/developers and decision-makers. These are not subject to public consultation

**Sustainability Appraisals** – these will be produced by the City Council alongside local development plan documents and, where appropriate, supplementary planning documents. Sustainability Appraisals examine the impact of policies and proposals on economic, social and environmental factors, and fulfil an important legal requirement known as 'Strategic Environmental Assessment'. Sustainability Appraisals are iterative, prepared alongside policy documents, and will be available for consultation alongside the development plan documents or supplementary planning documents that they relate to at formal stages of consultation.

**Annual Monitoring Report** – the performance of planning policies will be reviewed in an Annual Monitoring Report. The Annual Monitoring Report will also review the implementation of the Local Development Scheme and Statement of Community Involvement in Planning. There will not be consultation on this report as it is a factual document, but we may contact specific groups to obtain some of the data required. This is not subject to public consultation.

4.2 Figure 1 explains how the different planning policy documents link together to form the Local Plan for Oxford and their relationship with the wider planning process.

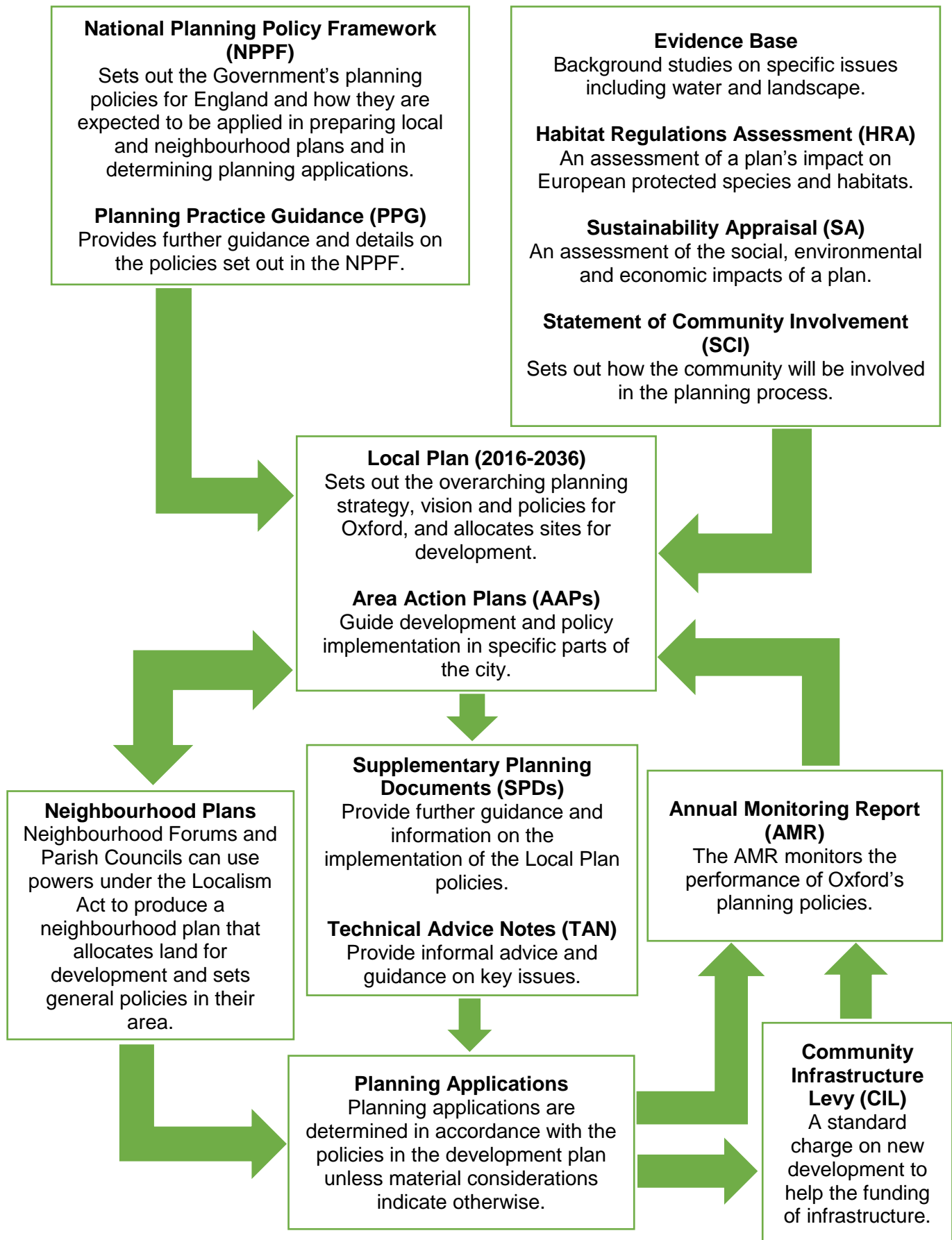


Figure 1: Oxford's Local Plan and its relationship to the wider planning process

## How will we involve people in the preparation of planning policy documents?

- 4.3. There are a range of different methods of involvement that we may use in preparing planning policy documents (as set out in the Appendices in Tables 1 and 2). The methods we use will depend on the subject and the stage in the plan-making process, together with external factors, such as the COVID-19 pandemic, which has necessitated greater use of digital-technology. Following the recent COVID-19 pandemic and the advice given by Government it has been necessary to use digital technology as the only means of involving people in the plan-making process to ensure that the planning process is able to continue functioning. Whilst this has happened by necessity, in practice this has generally worked very successfully and shown to offer significant benefits, such as being able to reach out and involve people that may not normally take part in the planning process. The Government White Paper has shared this view and wishes all local authorities to embrace digital technology as a means of making the plan-making process easier to access, more transparent and engaging for everyone to participate in.
- 4.4. Different levels of involvement that may be appropriate in different circumstances:
- *Participation* – interactions between the City Council and the community and/or stakeholders to identify issues and exchange views (for example, when considering the issues a policy document might need to address);
  - *Consultation* - asking for the views of the community and stakeholders (for example, asking for views on a draft document); and
  - *Information-sharing* - providing information to the community and stakeholders (for example, providing updates on the progress of planning policy documents).
- 4.5. Sometimes it will be more appropriate to gather a wider-range of less detailed comments using methods such as questionnaires and surveys. This is often a good way to collect views from a large number of people, although it does not generally provide much opportunity for an in-depth discussion of the issues.
- 4.6. At other times we will need to talk to people in more detail, such as through workshops or meetings with specific groups, to gain a deeper understanding of their views. When undertaking consultation on planning policy documents, we will aim to use digital technology but also include a variety of other methods to reflect the topic matters and to try to reach the different community groups that may be affected. In the event of a resurgence in the COVID-19 pandemic at either local or national level it may however be necessary to rely solely on digital technology for consultations, workshops, meetings or information sharing to ensure that plan-making and the production of new policy documents is able to continue to fulfil statutory requirements.

## Consultation on Development Plan Documents

- 4.7. At the time of writing the key stages that the City Council will follow in preparing the Local Plan (which may consist of several development plan documents) are largely set out in legislation and national policy, but the SCI sets out in more detail what we will do in Oxford and how we are going beyond the basic requirements. The process is different for Neighbourhood Plans and Supplementary Planning Documents, which are explained later in this SCI.
- 4.8. The key stages for Development Plan Documents are:

- 1. Establish an appropriate consultation programme for each document –**  
When starting work on any new development plan document, the authorising City Council body will agree a bespoke consultation programme for that document. This will set out which communication and consultation methods are most appropriate for that document and how they will be used at each stage, so that both councillors and the public are clear about what consultation can be expected from the start. This tailored consultation programme will be published and will then be followed throughout the process of preparing the document.

Whilst this stage is not required by the Regulations, the City Council is adopting this approach to ensure that consultations can be tailored appropriately and proportionately to the issues and the community groups that may be affected. Table 1 in the Appendices provides more information on the methods of communication and consultation that may be used.

- 2. Early community and stakeholder involvement<sup>4</sup> –** Before policy writing begins, informal consultation will be undertaken and a process of informal dialogue will commence. This may be as broad ranging as simply asking questions about what the document and policies should include.

The main purpose of this stage is information-gathering. This stage enables people to put forward their ideas and to participate in the initial stages of developing proposals and options whilst the discussion is still fairly broad. Once we are sure that we have understood and considered all the views expressed we will start to refine this and narrow it down, to formulate options and proposals, including input, as appropriate, by City Council bodies.

- 3. Consultation on the emerging options or draft policies (as applicable) –** As part of the process of refining the options and policies, the City Council may publish an options document and/or a draft policies document, including a related Sustainability Appraisal, for public comment. Any formal consultation will normally last for six weeks. There is also likely to be informal dialogue through this period, as appropriate.
- 4. Pre-submission consultation<sup>5</sup> –** When the City Council has refined the policies to what it thinks is the final version, it will publish the document for a final stage of consultation before submitting it to the Government. Normally at this stage the key evidence documents that sit behind the plan/policies will also be made available including the Sustainability Appraisal. Consultation will normally last for six weeks.

Following this consultation, the City Council will normally only make minor changes to the document, such as to clarify text. The City Council will collate the comments received and pass them to the Government Inspector to consider along with all of the other supporting documents and comments from earlier stages of consultation.

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<sup>4</sup> At the time of writing this is known as the 'Regulation 18' stage in reference to Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012.

<sup>5</sup> At the time of writing this is known as the 'Regulation 19' stage in reference to Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012.

- 5. Independent examination<sup>6</sup>** – This will be held by an independent Inspector (appointed by the Government). The examination process is determined by the Inspector so it is not for the City Council to propose a process for this stage in the SCI, or to replicate what is already set out in government guidance or regulations elsewhere. The examination period commences once the document has been submitted to the Government and ends when the Inspector issues their report or conclusions. Within this period there are usually hearing sessions, where people who have commented at the pre-submission stage may be invited by the Inspector to speak in a round-table discussion.
- 6. Adoption** – The final stage is for the City Council to adopt the document. The decision will usually be made by Full Council, and published on the Council website. It is at this point that the document formally becomes part of the development plan for the area, and can be fully applied to relevant planning decisions.

## Consultation on Supplementary Planning Documents (SPDs)

- 4.9. The key stages in preparing SPDs are slightly different to those for development plan documents because they normally provide supplementary guidance rather than policies, as set out below:

## Keeping you updated throughout the planning policy preparation process

- 4.10. Throughout the process of preparing development plan documents and supplementary planning documents, from the earliest stages through to adoption, we will keep the community and stakeholders informed of progress in the following ways:

- The latest version of any formally published consultation documents will be available on the City Council website and at relevant deposit points<sup>7</sup> throughout the city;
- The City Council will acknowledge representations received by electronic means (email or online forms) at each consultation stage;
- Reports to City Council committees (including Cabinet and Full Council) are available on the City Council website and these meetings are held in public;
- At examination stage (for local development plan documents), we will tell those who asked to be notified when the document has been submitted to the Secretary of State. We will also publish a consultation summary report on the City Council website and the representations from the pre-submission stage will be made available for public inspection;
- The final, adopted versions of documents will be published on the City Council website and at relevant deposit points throughout the city; and

<sup>6</sup> At the time of writing, this is known as the 'Regulation 24' stage in reference to Regulation 24 of The Town and Country Planning (Local Planning) (England) Regulations 2012.

<sup>7</sup> An up-to-date list of deposit points (where paper copies of consultation documents will be made available) and their opening times is provided on the City Council [website](#).

- Throughout the preparation of the plan, an email address and contact phone number will be available for the community and stakeholders to find out the current position on the progress of documents, in addition to the information that will be supplied on the City Council website.

## 5. Consultation process for Neighbourhood Development Plans

5.1 The preparation of neighbourhood planning documents is led by local communities in accordance with the Regulations<sup>8</sup> and the principles of localism. As such, the majority of the community engagement in the preparation of Neighbourhood Plans will be undertaken by the neighbourhood planning group<sup>9</sup>.

5.2 There are then certain stages where the City Council is required to carry out formal consultation in accordance with the Regulations<sup>10</sup> as follows:

### Application to designate a Neighbourhood Area

If a community wishes to produce a Neighbourhood Plan then the first stage is for the area to be designated. The City Council will publish the name of the neighbourhood area, a map, and the name of the relevant body who applied for the designation on the City Council website. People will be able to comment on the extent of the area to be designated. In addition, the neighbourhood planning group will be encouraged to let the local community know through local notices, their own websites, and other means as appropriate. Engagement methods with the local community should aim to utilise digital technology and include a variety of methods to try and reach all members of the community.

Following this consultation, the City Council will publish its decision to either designate or refuse the application (with reasons, if refusing) on the City Council website.

#### a) Application to designate a Neighbourhood Planning Group

The City Council will publish a copy of the application and details about how to comment, on the City Council website. The City Council will also encourage the neighbourhood planning group to publicise the application in the local area.

If the City Council agrees to designate the group, it will publish the name of the group, a copy of the constitution, and contact details on the City Council website. If the City Council decides to refuse the designation then it will publish reasons for the refusal on the City Council website.

#### b) Options testing and preparing the Neighbourhood Plan

*(Consultation carried out by the neighbourhood planning group)*

During the preparation of their plan, the neighbourhood planning group will need to carry out consultation on the issues and options being considered, and involve the local community. They will be encouraged by the City Council to engage as early as possible, and to take into account emerging best practice including utilising digital technology. They may also need to prepare a Sustainability Appraisal and consult on that as we

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<sup>8</sup> At the time of writing, this is The Neighbourhood Planning (General) Regulations 2012.

<sup>9</sup> Neighbourhood planning groups are community groups that are designated to take forward neighbourhood planning in areas without parish councils. Where a Parish Council exists for local area, then they are the only group allowed to progress a neighbourhood plan in their area. It is the role of the City Council to agree who should be the neighbourhood planning group for the neighbourhood areas without a parish council.

<sup>10</sup> We have produced a help sheet that provides an overview of the roles of the neighbourhood planning group and the City Council at each stage of the Neighbourhood Plan Process.

### **c) Pre-submission consultation**

*(Consultation carried out by the neighbourhood planning group)*

At this final stage of consultation, before the plan is submitted to the City Council, the neighbourhood planning group will be encouraged to take into account emerging best practice, using digital technology.

### **d) Publicity/submission consultation**

Once the neighbourhood planning group has submitted their Neighbourhood Plan to the City Council, the City Council will publish the plan and supporting documents in accordance with the regulatory requirements<sup>11</sup> on the City Council website. Copies of these documents will also be available at the main council offices (St Aldate's Chambers, subject to there not being any restrictions, for example as a result of Covid-19). The City Council will contact all those who we are advised have commented previously on the Neighbourhood Plan to invite final comments.

### **e) Decision on a Neighbourhood Plan**

The City Council will send a copy of the Neighbourhood Plan, the supporting documents and comments received at the submission stage to an appointed examiner for independent examination. Hearing sessions, if required (at the discretion of the Examiner), will be open to the public to attend but only those invited by the Examiner may participate in discussions.

The City Council will then publish the Examiner's report and decision statement on the City Council website, and make it available to view at the City Council's main offices (St Aldate's Chambers, subject to there not being any restrictions, for example as a result of Covid-19), before proceeding to arrange (subject to a favourable Examiner's report) the referendum.

### **f) Referendum**

At least 28 days before the referendum takes place, the City Council will publish the following documents on its website (hard copies will also be made available at the main City Council offices, St Aldate's Chambers, subject to there not being any restrictions, for example as a result of Covid-19): the draft Neighbourhood Plan; the Examiner's report; a summary of the representations submitted to the Examiner; a statement that the City Council is satisfied that the plan meets the basic conditions; general information on town and country planning to ensure voters have sufficient knowledge to make an informed decision; and an information statement that provides detailed information on the referendum arrangements. The City Council will also encourage the neighbourhood planning group to let local people know about the referendum and encourage a high participation rate so that it is representative.

The Regulations<sup>12</sup> cover all aspects of organising and conducting a referendum, so it is not for the City Council to propose processes in the SCI, or to replicate what is already set out in government guidance or regulations elsewhere. If the majority of those who vote in a referendum are in favour of the draft Neighbourhood Plan, then the Neighbourhood Plan becomes part of the statutory development plan for the area. As such, it will then steer relevant planning decisions for that area of the city.

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<sup>11</sup> At the time of writing this is a minimum of six weeks, as set out in The Neighbourhood Planning (General) Regulations 2012.

<sup>12</sup> At the time of writing this is the Neighbourhood Planning (Referendum) Regulations 2012 (as amended by the Neighbourhood Planning (Referendum) (Amendment) Regulations 2013 and 2014) and the Neighbourhood Planning (Prescribed Dates) Regulations 2012.

## 6. Engagement processes for planning applications

6.1 The degree of involvement in planning applications will vary according to the nature of the individual application, and at different stages. The processes are different to those for policies, because usually there is a role both for the applicant as well as the City Council, especially on larger applications.

### Consultations before planning applications are submitted to the City Council

6.2 All applicants (or their agents) are strongly encouraged to discuss development proposals with the City Council before applying for planning permission. Applicants are also encouraged, especially for major applications, to engage with the community and relevant stakeholders, to a degree proportionate to the nature of the proposal, at the earliest appropriate opportunity.

For **minor applications** (such as house extensions), all applicants are encouraged to discuss their plans with their neighbours before submitting a planning application. This could involve speaking with them or putting a note through the door.

If the scheme falls within the definition of a **‘major’ application**<sup>13</sup> then applicants are strongly encouraged to contact those who live, work and/or undertake other activities in the surrounding area who may be affected by the proposals, to inform them of their plans and to identify/discuss any potential issues and opportunities<sup>14</sup> so that the submitted proposal acknowledges and addresses community concerns, even if it cannot fully resolve them. Consultation at this stage should be appropriate and proportionate, and will normally include helping the community and non-planning experts to visualise what the development will look like and to understand the impacts on the area<sup>15</sup>. Consultation should utilise digital technology and include a variety of methods to engage with the community where possible.

Whilst there is no legal obligation for applicants to undertake consultation at the pre-application stage, failure to consult properly is likely to lead to objections being made by interested parties (such as neighbouring residents) later on in the process which could be material to the determination of a planning application. Pre-application consultation may be made a formal requirement via a Planning Performance Agreement<sup>16</sup> where relevant.

A statement setting out how consultation has been carried out and any changes made to the proposals as a result, is encouraged to be submitted with the planning application, and should be easy for the community to find so that they can easily see the feedback. Developers are also encouraged to feedback directly to the community via a second round of pre-application engagement, before submitting the application to the Council, to explain any changes to the proposal and how concerns have been addressed.

We also encourage applicants to let the local ward councillors know about their proposals. The City Council’s Code of Practice for councillors on planning applications advises that councillors attending public meetings should take great care to maintain their impartial role,

<sup>13</sup> At the time of writing, major applications are defined by Article 2 of the Town and Country Planning (Development Management Procedure (England) Order 2015.

<sup>14</sup> We have produced [help sheets](#) on the Council website which set out examples of good practice in pre-application engagement.

<sup>15</sup> We have produced a [help sheet](#) that set out examples of visualisation tools that can help community engagement.

<sup>16</sup> A planning performance agreement sets timescales for actions by the City Council and applicants at the pre-application and application stage. (See the [Planning Practice Guidance](#) for further information.)

listen to all the points of view expressed by the speakers and public, and not state a conclusive decision on any pre-application proposals or submitted planning applications.

Nonetheless we would encourage applicants on major schemes to make local councillors aware of their proposals so that they can help to bring it to the attention of their constituents at the earliest stages.

Similarly, applicants are encouraged to contact local representative groups who may be able to help raise awareness and explain the proposals to the community, and may also be able to provide representative views from a community perspective and provide local insight.

6.3 There are significant benefits to involving communities and stakeholders early on in the process of preparing of a proposal before it is finalised and submitted to the City Council for planning permission, including:

- Issues and opportunities can be identified, and where possible addressed, early on in the process, making more efficient use of resources (both for the applicant and the City Council);
- Community and stakeholder views can be taken into consideration early on, helping to achieve higher quality design that utilises local knowledge and better reflects communities' needs and aspirations;
- Addressing issues early on is likely to result in higher quality proposals that are likely to move through the application process more quickly and smoothly;
- Responding to community and stakeholder views early on reduces the likelihood of objections at the application stage; and
- Early engagement increases openness and transparency.

6.4 With regard to major applications, it is noted that Section 122 of the Localism Act 2011 inserted a new Section 61W into the Town and County Planning Act 1990 which currently requires applicants to carry out pre-application consultations where a proposed development meets criteria set out by the Government in a development order. In future there may be development orders published in relation to this requirement, which will influence the requirements for applicants to consult on major applications. Irrespective of the regulations, the City Council is keen to encourage pre-application engagement.

### **Involvement once applications are submitted and are under consideration by the City Council**

6.5 The Government sets out minimum standards for consulting on planning applications that the City Council must comply with (see Appendices Table 3). These standards apply to all applications. If the City Council goes beyond the standards required by the Government then there needs to be a balance between cost, speed of decision making, and providing a reasonable opportunity for public comment.

6.6 People are encouraged to 'self service' where possible, using updates on the City Council website and through alert services such as [PlanningFinder](#) to find out about planning applications.

6.7 The City Council will make information available about planning applications using the following methods (underlined indicates online/electronic information):

**Advertisements and site notices** – site notices will be placed in the vicinity of the application site to notify the occupiers of the properties most likely to be affected by

the development proposals, including those bordering an application site. The number and location of notices will be proportionate to the proposal. Comments are normally required within 21 days of the notice being displayed. Developers are also required to display site notices for certain types of development. In addition, the City Council is required to publish information about some types of planning application<sup>17</sup> in a local newspaper<sup>18</sup>.

**Public Access** – the details of all submitted planning applications are available on the City Council website to view online through the Public Access system.

**PlanningFinder** – online tool similar to Public Access which enables the public to view all planning applications. People can also register to receive email updates about individual applications or notifications of new planning applications received within specific postcode areas to help you find out about development in an area.

**Weekly list** – a list is published weekly of all the valid planning applications we have received. This list also highlights key information such as developments in or affecting conservation areas and developments that could affect a listed building or its setting. The list is available on the City Council website.

**Statutory consultees** – we are legally required to consult certain organisations as set out in government guidance<sup>19</sup>. The organisations consulted will vary depending on the nature of the proposal and location.

**Availability of plans** – plans and documents submitted as part of a planning application are available to view online and at the main City Council offices (St Aldate's Chambers, subject to there being no restrictions such as those introduced during the Covid-19 pandemic) during office hours. Paper copies of documents for major planning applications are available in reception, or for other types of planning application are available to view by making an appointment with the relevant case officer in advance. All planning applications are also available to view on the [City Council website](#) via Public Access. The website contains further details of the applications including when they are likely to be determined.

## How planning applications are determined

- 6.8 Applications are assessed against planning policies by planning officers. An officer will write a report outlining the main issues and considering them against the relevant planning policies before reaching a recommendation to approve or refuse permission for the proposal. Before recommending a decision, the planning officer will make a full site inspection and take account of any comments received from neighbours, interested bodies, and statutory consultees. The results of any consultation will be reported and taken into account in decisions made by, and on behalf of, the City Council.
- 6.9 In general, planning applications will be determined in accordance with adopted policies, unless material considerations outweigh these policies<sup>20</sup>. A material consideration is a matter that should be taken into account in deciding a planning application, or in an appeal against a planning decision. We have produced a help sheet that provides more information on material considerations which is available on our [website](#) to help you comment on applications.

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<sup>17</sup> The publicity requirements for different types of planning application are set by the Government in the [Planning Practice Guidance](#).

<sup>18</sup> Qualifying planning applications are currently advertised in the Oxford Times newspaper.

<sup>19</sup> A summary of statutory consultees for planning applications is provided in the [Planning Practice Guidance](#).

<sup>20</sup> Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004.

- 6.10 Legislation requires that applications are refused only when there are good planning reasons for refusal. In some cases it is appropriate to impose planning conditions in order to render a proposal acceptable. In other cases, officers may ask for small changes to be made to the proposal, and for amended plans to be submitted, in order to resolve issues. Any amended plans will be available on the City Council website and if the changes impact significantly then they will be subject to additional consultation, which may include updated site notices around the site, and re-advertisement to those previously consulted. Alternatively if there are more significant issues to resolve, the application may be determined in its original form and the applicant invited to re-apply with revised proposals as a new application.
- 6.11 The majority of planning applications are decided by planning officers under delegated powers. These are mainly householder applications and small-scale or minor development proposals. Planning applications are decided in this way to help ensure that the majority are dealt with promptly.
- 6.12 Other applications are decided by a Planning Committee if:
- The application falls outside officer delegated powers (for example major applications);
  - City councillors request that the application is dealt with at committee; or
  - The application is submitted on behalf of the City Council or by an officer or city councillor.
- 6.13 Reports for applications being determined at committee are available for public inspection at the City Council's main offices (St Aldate's Chambers, subject to there being no restrictions such as those introduced during the Covid-19 pandemic) and on the City Council website usually one week before the committee meeting. The current structure at the City Council is two area planning committees (East and West), plus a single Planning Review Committee. Following a decision, the Council's Planning Review Committee may on occasions, reconsider planning applications that have been dealt with by the area planning committees but which councillors have "called in" for reconsideration.
- 6.14 Planning Committee meetings are open to members of the public to hear the discussion. The following groups will usually have the opportunity to speak at the committee before a decision is reached:
- Parish Councils;
  - Objectors/representatives of objectors; and
  - Applicants/their agents and supporters.
- 6.15 Normally a maximum of five minutes is available to speak either against or in support of each application, and this must be shared between all those wishing to speak at the meeting.
- 6.16 Committee members will then vote on whether to accept the officer's recommendation in the report, and the outcome will be announced verbally at the meeting. Some applications may be deferred to a later meeting if further information or negotiation is needed.

- 6.17 All decision notices are published on the City Council website (via Public Access). A copy of the decision notice is also sent to the applicant (or their agent).

### Appeals against planning application decisions

- 6.18 If an applicant has a planning application refused, or disagrees with the conditions attached to the granting of permission, or if the City Council fails to decide the application within the agreed timescales, the applicant has a right to appeal. In most cases appeals will be determined by an independent Inspector, although in some cases the Secretary of State may choose to determine the appeal themselves. This right of appeal does not extend to a third party (i.e. there is no right of appeal to anyone who is not the applicant).
- 6.19 The procedures for notifying people of appeals and for submitting comments during the appeal process is set out by the Planning Inspectorate<sup>21</sup>, so it is beyond the remit of this SCI. However for completeness an overview of the process is provided here.
- 6.20 When an appeal is made, the City Council will contact all those who commented on the original planning application and to adjoining properties, notifying them that an appeal has been made and, depending upon the type of appeal, informing them of how they can submit further comments should they want to do so. There is no need to repeat comments submitted at the application stage as these comments will be forwarded to the independent Inspector by the City Council. Local councillors are also notified.
- 6.21 The majority of appeals are dealt with by written representations and, where this is the case, the appeal is decided on the basis of the statements submitted by the appellant, the City Council and any third parties. Where a public hearing is to be held to consider an appeal, a site notice is also erected and in some cases information is published in the press. Appeal hearings and inquiries are open to the public and members of the public may also be given an opportunity to speak, at the discretion of the Inspector.

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<sup>21</sup> The Planning Inspectorate guide to Planning Appeals is available online via the Planning Portal website: [www.planningportal.gov.uk](http://www.planningportal.gov.uk)

## 7. How will consultations be resourced?

7.1. Undertaking and publicising consultations on planning policy documents and planning applications requires considerable resources.

7.2. The following principles have been applied throughout the SCI to achieve effective consultation whilst at the same time making best use of City Council resources:

- Electronic methods of communication through digital technology are promoted as an efficient way to share information with a large number of people and quickly. However, care has been taken to ensure that we do not exclude people who find it difficult to access material online.
- Council-led consultation events will normally be led by City Council planners, but may involve other City Council officers and external resources if needed.
- The Planning department will work with other City Council departments, to share costs and resources, and to combine consultations to make best use of the community's time and efforts, and avoid consultation fatigue.
- When producing the consultation programme for new policy documents, we will combine consultation activities where appropriate, and as timetabling allows, to get the best value from resources and to avoid consultation fatigue.
- Where major planning applications require significant publicity and engagement, this may also require resources from the applicant, especially at the pre-application stage prior to submitting to the Council.
- The City Council will provide support to neighbourhood planning groups and is required to undertake consultation at specific stages, however the majority of consultation will be organised and funded by the relevant neighbourhood group.

## Appendix 1

**Table 1** Summary of statutory requirements and additional consultation methods for Development Plan documents

**Table 2** Summary of statutory requirements and additional consultation methods for Supplementary Planning Documents

**Table 3** Summary of Planning Application Consultation

**Table 1: Summary of statutory requirements and additional consultation methods for Development Plan Documents**

<b>Development Plan Documents</b> (including the Local Plan, Area Action Plans and site allocations) When starting work on any new Development Plan Document, an appropriate City Council committee (usually the City Executive Board) will agree a specific consultation programme for that document. This will set out which publicity and consultation methods are most appropriate for that document and how they will be used at each stage, so that both councillors and the public are clear about what consultation can be expected.		
<b>Stage consultation takes place</b>	<b>What we must do to consult and notify you</b> (Statutory requirements)	<b>Additional methods of informing and consulting you</b> (We will select the most appropriate methods from this list taking into consideration the subject of the policy document. We will also be mindful of those who may not have access to the internet.)
Early public involvement and Consultation on emerging options or draft policies  (May be more than one stage)	Notify the people and organisations listed in the Regulations <sup>22</sup> to tell them the subject of the local development plan document and invite comments on what it should contain.  Undertake consultation on the Sustainability Appraisal Scoping Report with the people and organisations listed in Regulations and other bodies as considered appropriate by the City Council.	<b>Inform at appropriate stages using a combination of the following methods:</b> <ul style="list-style-type: none"> <li>• Press release to local news organisations.</li> <li>• Contact groups and/or individuals on the City Council's consultation register by email/letter (contact may be targeted if appropriate to the subject under consideration e.g. targeting people in a specific geographical area).</li> <li>• City Council website.</li> <li>• Social Media (such as Twitter, Facebook and YouTube).</li> <li>• Posters (poster locations could include community noticeboards, libraries and other venues as appropriate).</li> <li>• Leaflet campaigns.</li> <li>• Development Management User Group.</li> <li>• City Council newsletter 'Your Oxford'.</li> <li>• Contact local interest groups (such as Area Forums and Resident Associations) to ask them to share information with their members. We may also contact other local groups and organisations such as schools, youth groups, university students, business groups, etc. as appropriate.</li> <li>• Newsletters</li> </ul> <b>Consult at an appropriate stage using one or a combination of the following methods:</b> <ul style="list-style-type: none"> <li>• Questionnaires and/or comment forms (online and/or paper versions)</li> <li>• Public exhibitions/displays/stalls/road shows (staffed and/or unstaffed, with consideration to interactive online engagement exercises)</li> </ul>
Formal public consultation on pre-submission document	Pre-submission document, Sustainability Appraisal and associated documents required by the Regulations <sup>23</sup> to be made available for inspection at the City Council's main offices (St Aldate's Chambers, when this is possible) and published on the City Council website.  Notify the statutory bodies listed in Regulations. This includes people who live, work or operate in the area, as considered appropriate by the City Council.	

<sup>22</sup> At the time of writing, these requirements are set out in Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012

<sup>23</sup> At the time of writing, these requirements are set out in Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012

		<ul style="list-style-type: none"> <li>• Workshops/'Planning for Real' exercises</li> <li>• Involve pre-existing panels and other regular City Council meetings with groups</li> <li>• One-to-one meetings with key stakeholders, in person, by phone or online</li> <li>• Focus groups, which may use digital methods</li> <li>• City Council committees (which may be held online)</li> <li>• Public meetings</li> <li>• Telephone</li> </ul> <p>We may also look to use other consultation methods as best practice continues to evolve, including the utilisation of digital technology. This includes meetings and/or focus groups taking place online using platforms such as 'Zoom' and 'Microsoft Teams' etc. and utilising features such as 'Breakout Rooms' which allow you to split your 'Zoom' meeting up into separate sessions.</p> <p><b>Each time that we undertake formal consultation we will:</b></p> <ul style="list-style-type: none"> <li>• Make the formal consultation document available on the City Council website, at the City Council's main offices (St Aldate's Chambers), and in appropriate public locations/deposit points in the city (see the <a href="#">help sheet</a> for specific locations of deposit points that we may use, and their opening hours).</li> <li>• Consider all comments received and publish feedback on the City Council website.</li> <li>• Consider extending the consultation period where it includes the summer or Christmas holidays.</li> </ul>
Submission to Government and Independent Examination	<p>Make copies of the submission documents available for inspection both online and at the City Council's main offices (St Aldate's Chambers, when possible).</p> <p>Notify the statutory bodies listed in the Regulations<sup>24</sup>, as well as other people who have requested to be notified of the submission of the</p>	Provide details of the hearing sessions and examination progress via an examination website or dedicated page on the City Council website.

<sup>24</sup> At the time of writing, these requirements are set out in Regulation 22 of The Town and Country Planning (Local Planning) (England) Regulations 2012

Adoption	<p>Final document, adoption statement, Inspector's report and final Sustainability Appraisal to be made available for inspection at the City Council's main offices (St Aldate's Chambers, when possible) and published on the City Council website as set out in the Regulations<sup>25</sup>.</p> <p>Notify anyone who requested to be notified of adoption and send them a copy of the adoption statement.</p>	No further consultation needed.
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**Table 2: Summary of statutory requirements and additional consultation methods for Supplementary Planning Documents**

<b>Supplementary Planning Documents</b> When starting work on any new Supplementary Planning Document, an appropriate City Council committee (usually the City Executive Board) will agree a specific consultation programme for that document. This will set out which publicity and consultation methods are most appropriate for that document, so that both councillors and the public are clear about what consultation can be expected.		
<b>Stage consultation takes place</b>	<b>What we must do to consult and notify you</b> (Statutory requirements)	<b>Additional methods of informing and consulting you</b> (We will select the most appropriate methods from this list taking into consideration the subject of the policy document. We will also be mindful of those who may not have access to the internet.)
Early public involvement  and  Consultation on draft document	Regulations <sup>26</sup> suggest a minimum 4 week consultation period on draft document.	<b>To inform at appropriate stages using a combination of:</b> <ul style="list-style-type: none"> <li>• Press release to local news organisations.</li> <li>• Contact groups and/or individuals on the City Council's consultation register by email/letter (contact may be targeted if appropriate to the subject under consideration e.g. targeting people in a specific area).</li> <li>• Social Media (such as Twitter, Facebook and YouTube)</li> <li>• City Council website</li> <li>• Posters (poster locations could include: community noticeboards, libraries and other venues as appropriate)</li> <li>• Development Management User Group</li> <li>• Contact local interest groups (such as Area Forums and Resident Associations) to ask them to share information with their members. We may also contact other local groups and organisations such as schools, youth groups, university students, business groups, etc. as appropriate.</li> </ul>

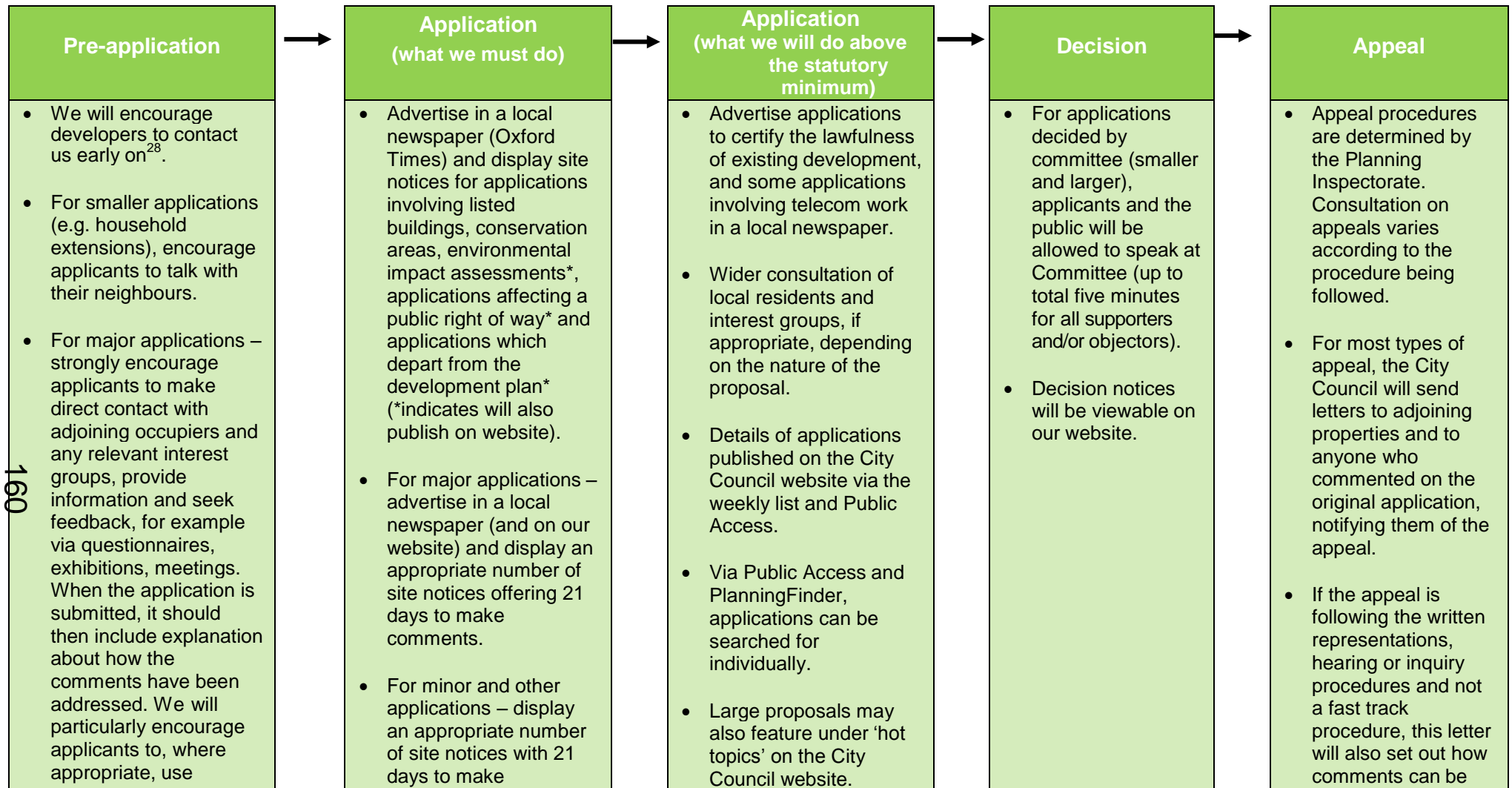
<sup>25</sup> At the time of writing, these requirements are set out in Regulation 26 of The Town and Country Planning (Local Planning) (England) Regulations 2012

<sup>26</sup> At the time of writing, these requirements are set out in Regulation 12/13 of the Town and Country Planning (Local Planning) (England) Regulations 2012

		<p><b>To consult at appropriate stages using a combination of some of:</b></p> <ul style="list-style-type: none"> <li>• Questionnaires and/or comment forms (online and/or paper copies)</li> <li>• Public exhibitions/displays/stalls/road shows (staffed and/or unstaffed, potentially online)</li> <li>• Interactive displays, with consideration about potential for making these work online, in addition or as well as in public locations.</li> <li>• Workshops/'Planning for Real' Exercises</li> <li>• One-to-one meetings with key stakeholders in person or by phone, email or video call</li> <li>• Focus groups</li> <li>• Involve pre-existing panels and other regular City Council meetings with groups</li> <li>• Public meetings/area committees.</li> </ul> <p>We may also look to use other consultation methods as best practice continues to evolve, including the utilisation of digital technology. This includes meetings and/or focus groups taking place online using platforms such as 'Zoom' and 'Microsoft Teams' etc. and utilising features such as 'Breakout Rooms' which allow you to split your 'Zoom' meeting up into separate sessions.</p> <p><b>Each time that we undertake formal consultation we will:</b></p> <ul style="list-style-type: none"> <li>• Make the formal consultation documents available on the City Council website, at the City Council's main offices (St Aldate's Chambers) and in appropriate public locations/deposit points in the city (see the <a href="#">supporting paper</a> for specific locations we may use and their opening hours).</li> <li>• Consider all comments received and publish feedback on the City Council</li> </ul>
Adoption	<p>Prepare and publish a summary of consultation, and make it available for inspection along with the SPD, and the adoption statement, at the main City Council offices (St Aldate's Chambers) and on the City Council website.</p> <p>Notify anyone who requested to be notified of adoption and send them a copy of the adoption statement<sup>27</sup>.</p>	No further consultation needed.

<sup>27</sup> At the time of writing, these requirements are set out in Regulation 12/13 of the Town and Country Planning (Local Planning) (England) Regulations 2012

**Table 3: Summary of Planning Application Consultation**



<sup>28</sup> There may be additional fee for this service. Further details about pre-application advice are provided on the City Council [website](#).

illustrative measures to assist the local community in understanding the proposal (see website for additional information about examples to help visualisation). This may also be applicable during period of the application being considered, depending on the technique used.

- For applicants of major applications where a Planning Performance Agreement is in place, we will seek to incorporate pre-application community engagement as a formal requirement.

We will encourage applicants of major applications to engage with the Oxford Design Review Panel,<sup>29</sup> both at pre-application stage and at the point when a more detailed proposal is set out.

comments.

- Depending on the nature of the application, consult with appropriate statutory consultees.

- Every planning application will have a nominated planning officer as a main point of contact for interested parties.
- A planning officer will visit site prior to recommending a decision. A site visit may not be necessary if a planning officer has visited the site previously, for example associated with pre-application advice. A planning officer may also use photographic evidence available for a site if a visit is not possible.

submitted.

- There is no opportunity to submit comments on appeals following a fast track procedure (such as the householder appeal procedure).
- Copies of all comments received at the application stage will be forwarded to the Planning Inspectorate.
- Members of the public may also be given the opportunity to speak at a hearing or inquiry.

Statutory consultation bodies will be allowed a longer period of time to comment on applications where this is prescribed by legislation

<sup>29</sup> [https://www.oxford.gov.uk/info/20066/planning\\_applications/765/design\\_in\\_the\\_planning\\_process](https://www.oxford.gov.uk/info/20066/planning_applications/765/design_in_the_planning_process)

## **Appendix 2 - Measures and amended practice that may be necessary in response to emergency situations such as Covid-19 pandemic**

# **1. Introduction**

- 1.1. Oxford City Council is committed to keeping essential services running where possible. It is important that the planning process continues to move forward as planning has an important role to play in supporting our communities and economy. Our Planning service will adapt its approach to planning decisions and plan making where necessary in a number of ways in light of any restrictions relating to emergencies such as the Covid-19 pandemic.
- 1.2. This Appendix and the measures contained within it will apply particularly when restrictions are introduced by the UK government, for example closure of public buildings and social distancing measures.

# **2. Involving the Community at the Planning Application Stage**

## **Decision Making Process**

- 2.1. Our Planning service will always endeavour to continue determining planning applications during a crisis, including the coronavirus pandemic. We have a robust system to determine applications remotely. We have the technology to be able to do this. We can change some of our working practices around site notices and site visits and these are set out below. The SCI encourages effective pre-application engagement and we would encourage applicants to discuss with their case officer the approach to pre-application consultation to ensure it is effective at informing proposals.

## **Hard Copy Documents**

- 2.2. We are currently unable to make available hard copies of planning application documents in either the Council or local libraries as these offices are closed to the public. In certain circumstances, the Council has a statutory duty to make hard copy documents available for inspection at the Council officers and at other locations. In the current circumstances, these documents will be available on the Council website. The public will still be advised of relevant applications by site notices and/or press notices. In addition every planning application has an appointed case officer that the public can contact should residents encounter any issues in accessing these documents.

## **Site Visits**

- 2.3. As part of any government advice on social distancing, officers will minimise site visits to properties. Instead, officers will review what information they have available to them to make a decision, whether this be by doing site visits from the public realm, reviewing planning histories, and contacting applicants to undertake virtual site visits by requesting photographs with guidance from the officers. This is not the case for all applications but applicants may be asked to provide photographs. Any site visits that we do carry out and where access onto the site is essential will be governed by social distancing requirements and a series of triage questions will be asked in advance of any visit being arranged.

### 3. Involving the Community in Planning Policy

- 3.1. Some specific changes may be needed to respond to government restrictions. Although documents can be made available online, making plan documents available to view at the Council's Office and other deposit locations will not be possible while they are closed to visitors. We also acknowledge that any public consultations on development plan documents and supplementary planning documents that take place during restrictions may not be able to undertake physical meetings, events etc. which are listed as possible consultation methods in Table 1 and 2 of the SCI. As set out at paragraphs 3.8 and 3.9 of the SCI an appropriate consultation programme for each document is required and this should consider appropriate measures for the individual document being prepared.
- 3.2. The following measures will be utilised in the absence of being able to deposit hard copies of planning policy documents where set out in paragraph 3.11 of the SCI. These seek to ensure that local people are still able to participate in planning processes and minimise the impact of not being able to make hard copies of planning policy documents in deposit locations. These measures address the consequences of this unavoidable situation and ensure local people continue to be made aware of the progress of the planning policy documents and have access to documents associated with them.

#### *I Making Documents and associated information available online*

- 3.3. The City Council will make the relevant documents available online via the City Council's website.

#### *II Notification to all individuals, businesses and organisations on our Local Plan databases*

- 3.4. The City Council will inform all persons and organisations on the Local Plan database of formally published policy documents including consultations documents, submission of development plan documents Inspector reports, and final adopted versions of documents. This will indicate how and where the relevant documents can be viewed on the City Council's website. Included within this correspondence will be the contact details of a named officer including phone number and email address which can be used to discuss any problems they may have in accessing documents via the website. Notifications will be sent by email and also by letter to anyone who has not provided an email address previously.

#### *III Public notices at normal deposit points and the Town Hall*

- 3.5. A public notice will be posted at the City Council's main office (St. Aldates Chambers), the Oxford Town Hall and all public libraries listed in the published Statement of Community Involvement as deposit locations. The notices will be posted in a position that can be seen and read from the public highway or other publically accessible vantage point. The notice will inform the reader of the relevant document or consultation and how and where documents can be viewed on the City Council's website. The notice will also give a name, phone number and email address for an officer who can be contacted by any person who is encountering difficulty in accessing the documents online.

#### *IV Public Notice in Local Newspapers*

- 3.6. A similar public notice will also be published in the two main local newspapers – the Oxford Mail and the Oxford Times. The notice will inform the reader where the relevant documents are on the City Council's website. The notice will also give a name, phone number and email address for an officer who can be contacted by any person who is encountering difficulty in accessing the documents online.

## *V Press Releases*

- 3.7. A press release will also be published and sent to local media outlets to raise awareness through local news. This will include where relevant documents can be found on The City Council's website. The press release will also give a name, phone number and email address for an officer who can be contacted by any person who is encountering difficulty in accessing the documents online.

## *VI Social Media*

- 3.8. The City Council will also disseminate information via other usual social media channels about relevant planning documents and/or consultations. This will include where the relevant documents can be found on the City Council's website and a name, phone number and email address for an officer who can be contacted by any person who is encountering difficulty in accessing the documents online.

## 4. Neighbourhood Planning

- 4.1 For Neighbourhood Planning, deposit of documents within the neighbourhood area will also need to take account of government guidance. Any relevant documents should be published online to view. When the relevant qualifying body's office or other appropriate publicly accessible venues are not available, measures should be put in place by the relevant qualifying body (e.g. a Parish Council or Neighbourhood Forum) to ensure access to assistance, with notices including an email address and phone number, so that anyone having problems viewing the documents can discuss the consultation and seek assistance to view them.
- 4.2 The Ministry of Housing, Community and Local Government have published a new section to the online planning guidance relating to neighbourhood planning specifically about the impact of the Coronavirus pandemic and neighbourhood plans<sup>30</sup>. This will concern those neighbourhood planning groups preparing neighbourhood plans who may be at a stage close to carrying out a public consultation or submitting their plan to the Councils. The guidance also indicates that no referendums can be carried out now until 6 May 2021.

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<sup>30</sup> <https://www.gov.uk/guidance/neighbourhood-planning--2#coronavirus>

## 5. Approaches where a revised approach is necessary due to a pandemic or other state of emergency<sup>31</sup>

Page	Paragraph	Ideal approach	Revised Approach in Response to emergency
13	3.11	<p>'The latest version of any formally published consultation documents will be available on the City Council website and at relevant deposit points throughout the city;</p> <p>At examination stage (for local development plan documents), we will tell those who asked to be notified when the document has been submitted to the Secretary of State. We will also publish a consultation summary report on the City Council website and the representations from the pre-submission stage will be made available for public inspection; the final, adopted versions of documents will be published on the City Council website and at relevant deposit points throughout the city.'</p>	<p>If it is not possible for the Council to make hard copies at the deposit points throughout the city, the Council will make the relevant documents available online via our website and take the additional temporary measures set out in section 3 of this appendix, above.</p>
15	4.3 – e)	<p>'Publicity/submission - consultation Once the neighbourhood planning group has submitted their Neighbourhood Plan to the City Council, the City Council will publish the plan and supporting documents in accordance with the regulatory requirements on the City Council website. Copies of these documents will also be available at the main council offices (St Aldate's Chambers). The City Council will contact all those who we are advised have commented previously on the Neighbourhood Plan to invite final comments.'</p>	<p>If it is not possible for neighbourhood planning groups to make their plan and supporting documents available to view at the main City Council offices (St Aldate's Chambers). Instead, the neighbourhood planning group ensure access to assistance, with notices including an email address and phone number, so that anyone having problems viewing the documents can discuss the consultation and seek assistance to view them.</p> <p>Deposit of documents within the neighbourhood area will also need to take account of government guidance.</p>

<sup>31</sup> The revised approach will only replace the adopted approach where COVID-19 pandemic restrictions deem these revised measures necessary. Once the government's advice on the COVID-19 pandemic restrictions changes to allow the adopted approach, those relevant paragraphs will be reinstated.

Page	Paragraph	Ideal approach	Revised Approach in Response to emergency
15	4.3 – f)	‘...The City Council will then publish the Examiner’s report and decision statement on the City Council website, and make it available to view at the City Council’s main offices (St Aldate’s Chambers), before proceeding to arrange (subject to a favourable Examiner’s report) the referendum.’	It is not possible for the Council to make Neighbourhood Plan Examiner’s reports and decision statements available to view at the City Council’s main offices (St Aldate’s Chambers). The City Council will make the relevant documents available online via our website and neighbourhood planning group should work to ensure access to assistance, with notices including an email address and phone number, so that anyone having problems viewing the documents can discuss the consultation and seek assistance to view them. Deposit of documents within the neighbourhood area will also need to take account of government guidance.
15	4.3 – g)	‘At least 28 days before the referendum takes place, the City Council will publish the following documents on its website (hard copies will also be made available at the main City Council offices, St Aldate’s Chambers): the draft Neighbourhood Plan; the Examiner’s report; a summary of the representations submitted to the Examiner; a statement that the City Council is satisfied that the plan meets the basic conditions; general information on town and country planning to ensure voters have sufficient knowledge to make an informed decision; and an information statement that provides detailed information on the referendum arrangements. The City Council will also encourage the neighbourhood planning group to let local people know about the referendum and encourage a high participation rate so that it is representative’	Government guidance has stated that no referendums can take place until 6 May 2021 and is therefore unlikely to be affected by current restrictions.
17	5.7	‘Availability of plans – plans and documents submitted as part of a	It is not possible for the Council to make available

Page	Paragraph	Ideal approach	Revised Approach in Response to emergency
		planning application are available to view online at the main City Council offices (St Aldate's Chambers) during office hours. Paper copies of documents for major planning applications are available in reception, or for other types of planning application are available to view by making an appointment with the relevant case officer in advance.'	plans and documents submitted as part of a planning application to view online at the main City Council offices (St Aldate's Chambers) or provide paper copies of documents for major planning applications. Instead, the City Council will make the relevant documents available online via our website. Every planning application has an appointed and named case officer that the public can contact should residents encounter any issues in accessing these documents. The public will still be advised of relevant applications by site notices and/or press notices.
18	5.8	'Before recommending a decision, the planning officer will make a full site inspection and take account of any comments received from neighbours, interested bodies, and statutory consultees'	As part of the current government advice on social distancing, officers are not making site visits to properties.  However, officers are currently reviewing what information they have available to them to make a decision, whether this be by doing site visits from the public realm, reviewing planning histories, and contacting applicants to undertake virtual site visits by requesting photographs with guidance from the officers. This is not the case for all applications but applicants may be asked to provide photographs.
19	5.13	'Reports for applications being determined at committee are available for public inspection at the City Council's main offices (St Aldate's Chambers) and on the City Council website usually one week before the committee meeting.'	Reports for applications being determined at committee are not currently available for public inspection at the City Council's main offices (St Aldate's Chambers).  Instead, these reports are available online to view via

Page	Paragraph	Ideal approach	Revised Approach in Response to emergency
			our website. Every planning application has an appointed and named case officer that the public can contact should residents encounter any issues in accessing these documents.

## Glossary

Term	Definition
<b>Adoption</b>	Formal approval by the council of a document whereupon it achieves its full weight in making planning decisions.
<b>Annual Monitoring Report (AMR)</b>	The performance of planning policies will be reviewed in an Annual Monitoring Report. The Annual Monitoring Report will also review the implementation of the Local Development Scheme and Statement of Community Involvement in Planning. There will not be consultation on this report as it is a factual document, but we may contact specific groups to obtain some of the data required.
<b>Area Action Plan (AAP)</b>	These provide more detailed information to guide development in a specific area where significant development is planned.
<b>Cabinet</b>	Consists of lead councillors of the majority party (at the time of writing, Labour Group is the largest party for Oxford).
<b>Community</b>	Includes all the individuals, groups and organisations that live, work, or operate within an area.
<b>Community Infrastructure Levy (CIL)</b>	A standard charge on new development to help the funding of infrastructure.
<b>Conservation Areas</b>	An area of special architectural or historical interest that makes them worth protecting and improving. The main purpose of creating a conservation areas is to preserve and enhance the unique and distinctive character of an area through planning and other environmental measures.
<b>Constitution</b>	Oxford City Council's Constitution sets out how the council operates, how decisions are made and the procedures which are followed to ensure that these are efficient, transparent and accountable to local people.
<b>Consultation</b>	Asking for the views of the community and stakeholders (for example, asking for views on a draft document).
<b>Development Management (DM)</b>	The Development Management team is responsible for assessing planning applications in accordance with the adopted development plan, the National Planning Policy Framework (NPPF), the National Planning Practice Guidance (NPPG) and any other material considerations including consultation responses.
<b>Development Plan</b>	This includes adopted Local Plans, neighbourhood plans and the Oxfordshire Waste and Minerals Local Plan. It is defined in section 38 of the Planning and Compulsory Purchase Act 2004. Planning applications have to be decided in accordance with the Development Plan unless material considerations indicate otherwise
<b>Development Plan Documents</b>	Development Plan Documents set planning policies in council areas. All are subject to public consultation and independent examination.
<b>Duty to Cooperate</b>	Created in the Localism Act 2011 and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on councils, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local and Marine Plan preparation in the context of strategic cross boundary matters.
<b>Environmental Impact Assessment</b>	Process of evaluating the likely environmental impacts of a proposed project or development, taking into account inter-related socio-economic, cultural and human-health impacts, both beneficial and adverse.
<b>Full Council</b>	Consists of all elected councillors.
<b>Listed Building</b>	Buildings and structures which are listed by the Department for Culture, Media and Sport as being of special architectural and historic interest and whose protection and maintenance are the subject of special legislation. Listed building consent is required

	before any works are carried out on a listed building.
<b>Local Development Scheme</b>	This sets out the City Council's programme for creating new development plan documents and supplementary planning documents over a three year period, including a description and timetable for each document.
<b>Local Plan</b>	This outlines the vision for the city and how it will be achieved. Also includes development management policies and site allocations which allocates land for specific uses.
<b>Major Applications</b>	Development involving any one or more of the following: (a) the winning and working of minerals or the use of land for mineral-working deposits; (b) waste development; (c) the provision of dwellinghouses where— (i) the number of dwellinghouses to be provided is 10 or more; or (ii) the development is to be carried out on a site having an area of 0.5 hectares or more and it is not known whether the development falls within sub-paragraph (c)(i); (d) the provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more; or (e) development carried out on a site having an area of 1 hectare or more.
<b>Material/Material Consideration</b>	A material consideration is a matter that should be taken into account in deciding a planning application, or in an appeal against a planning decision.
<b>Minor Application</b>	Small-scale development proposals which do not meet the criteria of a major application. Small-scale proposals consist mainly of householder applications.
<b>National Planning Policy Framework (NPPF)</b>	Sets out the Government's planning policies for England and how they are expected to be applied in preparing local and neighbourhood plans and in determining planning applications.
<b>National Planning Practice Guidance (NPPG)</b>	Provides further guidance and details on the policies set out in the NPPF.
<b>Neighbourhood Planning Groups</b>	Community groups that are designated to take forward neighbourhood planning in areas without parish councils. Where a Parish Council exists for local area, then they are the only group allowed to progress a neighbourhood plan in their area. It is the role of the City Council to agree who should be the neighbourhood planning group for the neighbourhood areas without a parish council.
<b>Neighbourhood Plans</b>	Neighbourhood Forums and Parish Councils can use powers under the Localism Act to produce a neighbourhood plan that allocates land for development and sets general policies in their areas.
<b>Planning Application</b>	Planning applications are determined in accordance with the policies in the development plan unless material considerations indicate otherwise. There are a number of applications types including Listed Building Consents.
<b>Planning and Compulsory Purchase Act 2004</b>	An Act to make provision relating to spatial development and town and country planning; and the compulsory acquisition of land.
<b>Planning Inspectorate (PINS)</b>	The Planning Inspectorate (PINS) is an executive agency sponsored by the Department for Communities and Local Government. PINS deal with planning appeals, national infrastructure planning applications, examinations of local plans and other planning – related and specialist casework.
<b>Planning</b>	Planning officers or officers are responsible for assessing planning

<b>Officers/Officers</b>	applications. Heritage officers are responsible for assessing Listed Building Consent applications.
<b>Planning Performance Agreement</b>	A planning performance agreement sets timescales for actions by the City Council and applicants at the pre-application and application stage
<b>Planning Permission</b>	Formal permission from a local planning authority for the erection or alteration of buildings or similar development.
<b>Planning Policy</b>	The Planning Policy team is responsible for producing the planning documents that make up the Development Plan.
<b>Pre-Application</b>	Pre-application is an informal process, independent of the formal planning application process that provides an indication as to whether a proposal is likely to be considered acceptable or not. The advice given does not constitute a formal response or decision of the Council, but is an informal opinion by a Planning Officer.
<b>Referendum</b>	A general vote by the electorate on a single political question which has been referred to them for a direct decision.
<b>Representations</b>	Commenting on a planning matter, including both objecting and/or supporting.
<b>Stakeholders</b>	Individuals or organisations with a direct influence on the subject under discussion, such as landowners or the highways authority.
<b>Statement of Community Interest (SCI)</b>	This document is itself the subject of public consultation to help develop an approach that reflects the needs and aspirations of the community, stakeholders and the City Council. The consultation requirements set out in this document will need to be met in producing any new local development plan documents or supplementary planning documents.
<b>Statutory Consultees</b>	The City Council are legally required to consult certain organisations as set out in government guidance. The organisations consulted will vary depending on the nature of the proposal and location.
<b>Strategic Environmental Assessment (SEA)</b>	An assessment of the environmental effects of policies, plans and programmes, required by European legislation, which will be part of the public consultation on the policies.
<b>Supplementary Planning Documents (SPD)</b>	These documents supplement and elaborate upon policies and proposals set out in development plan documents. Although they are not subject to independent examination, they will undergo public consultation, and must be consistent with national planning policies. These documents may focus on specific issues (such as affordable housing) or they may provide site specific development guidance. They cannot change policies contained within the Local Plan or Neighbourhood Plans, but can give detail on how those policies are implemented.
<b>Sustainability Appraisals (SA)</b>	These will be produced by the City Council alongside local development plan documents and, where appropriate, supplementary planning documents. Sustainability Appraisals examine the impact of policies and proposals on economic, social and environmental factors, and fulfil an important legal requirement known as 'Strategic Environmental Assessment'. Sustainability Appraisals are iterative, prepared alongside policy documents, and will be available for consultation alongside the development plan documents or supplementary planning documents that they relate to at formal stages of consultation.
<b>Technical Advice Note (TAN)</b>	These are documents which provide informal advice and guidance on key issues for applicants/developers and decision-makers.



# Appendix 2

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Comments	Controls				
							I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner
SCI becomes out-of-date	The 2014 SCI has become out-of-date within a few years and the same could happen to the 2020 version. If that were the case then a knock-on effect would be that it could potentially affect a policy document being approved by an Inspector at independent examination.	T	The cause of the risk is continued national changes in legislation and regulations affecting the planning system	Processes and procedures for the preparation of planning policy documents that may not fully comply with current legislation or regulations, potentially causing difficulties at examination.	14/09/20	Adrian Arnold	2	3	2	3	2	2		Mitigation proposed is to set out many of the details in supporting guidance that can be more easily updated	When the SCI is adopted, and ongoing review thereafter to reflect any proposals taken forward by the White Paper			Adrian Arnold
Appropriate resources	Consultation processes on both planning applications and planning policy documents will have budgetary implications for the City Council, which need to reflect the scale/nature of consultation envisaged	T	Expectations in relation to the level of consultation may exceed the resources which have been allocated	It would have negative implications for the reputation of the City Council if consultation did not match stated expectations because of budgetary constraints. Likewise there would be adverse financial consequences if spending outstripped the available budgets	14/09/20	Adrian Arnold	3	3	3	3	3	2		In it no intended to return to neighbour notification by letter but to rely on a digital approach. It is also proposed to continue the practice of agreeing with members a specific consultation programme for each new statutory planning policy document.	When the SCI is adopted, and annual review thereafter			Adrian Arnold
			The Government's White Paper includes a proposal for significant changes to public consultation for greater use of digital technology to provide a nationally consistent approach to plan-making and consultation on both plans and planning applications	In the event of the White paper recommendations being adopted it would be difficult for the City Council to fully comply with the legal requirements	14/09/20	Adrian Arnold	3	3	3	3	3	2		The report makes it clear that if as a requirement of the proposed changes to the White Paper digital technology upgrades are needed then funding will be sought from Government to meet their stated aim.				Adrian Arnold

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**To:** Cabinet  
**Date:** 20 January 2021  
**Report of:** Executive Director (Development)  
**Title of Report:** Meanwhile in Oxfordshire (Additional recommendation)

Summary and recommendations	
<b>Purpose of report:</b>	An additional recommendation to the report agreed at the 9 December 2020 Cabinet meeting. A further recommendation is required to seek approval to include the £1.875m funding across the 2020/21 and 2021/22 Council budget. All other aspects of the project remain unchanged, please refer to the Cabinet Report of 9 December 2020 for full details.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Susan Brown, Leader and Cabinet Member for Economic Development & Partnerships
<b>Corporate Priorities:</b>	Foster an inclusive economy; Support Flourishing Communities
<b>Policy Framework:</b>	Council Strategy 2020-24.
<b>Recommendations:</b> In addition to the three recommendations agreed in December Cabinet, Cabinet resolves: <ol style="list-style-type: none"> <li><b>To recommend to Council</b> the establishing of a budget £1.875m (capital) within the Council's capital programme, profiled across 2020-21 and 2021-22, subject to contracting with OxLEP.</li> </ol>	

Appendices
1A, B & C Meanwhile in Oxfordshire Cabinet Report ( 9th December 2020)

- On 9 December 2020 Cabinet received a report on 'The Meanwhile In Oxfordshire Project...' which sets out the detail of the Project. (Appendix 1). The following recommendations were agreed:

- a. 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...';
  - b. 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
  - c. 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 any prevailing UK legislation at time of procurement to contract a Meanwhile Operator.
2. Following the Cabinet meeting officers have identified that a fourth recommendation was omitted from the final report in error.

### **Programme**

3. The agreement of this recommendation at both Cabinet 20 January and Full Council 25 January will prevent delay to the procurement or programme delivery schedules (Included below):

The anticipated procurement programme, subject to pandemic restrictions, is:

<b>Milestone</b>	<b>Date</b>
Issue ITT	07 December 2020
Presentation from OCC to support the ITT	2pm 16 December 2020
Clarifications deadline	8am 18 December 2020
ITT return	12 noon 07 January 2021
Evaluation / Presentations / clarifications	07 January– 08 January 2021
Approval to award	11 January 2021
Standstill (10 days)	12 January 2021 to midnight 22 January 2021
Award	25 January 2021
Contract signing	25 January 2021
Contract Sealing	29 January 2021
Contract start date	29 January 2021

The anticipated delivery programme is:

Milestone	Date
Project completion (Phase 1)	31 January 2022
Project completion (Phase 2)	31 January 2024

<b>Report authors</b>	Clayton Lavallin–Principal Regeneration & Economic Development Officer
Service area or department:	Regeneration and Economy
Telephone:	01865 252323
e-mail:	<a href="mailto:clavallin@oxford.gov.uk">clavallin@oxford.gov.uk</a>

**Background Papers: N/A**

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# Appendix 1A

**To:** Cabinet  
**Date:** 9 December 2020  
**Report of:** Executive Director (Development)  
**Title of Report:** Meanwhile in Oxfordshire

Summary and recommendations	
<b>Purpose of report:</b>	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.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Susan Brown, Leader and Cabinet Member for Economic Development & Partnerships
<b>Corporate Priorities:</b>	Foster an inclusive economy; Support Flourishing Communities
<b>Policy Framework:</b>	Council Strategy 2020-24.
<b>Recommendations:</b> That Cabinet resolves to:	
<ol style="list-style-type: none"> <li><b>Delegate authority</b> 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...';</li> <li><b>Draw down the £1.875m</b> and <b>delegate authority</b> 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</li> <li><b>Delegate authority</b> 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</li> </ol>	

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

1. 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 operator- the 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.

<b>Report authors</b>	Clayton Lavallin–Principal Regeneration & Economic Development Officer Steve Weitzel–Regeneration Manager
Service area or department:	Regeneration and Economy
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e-mail:	<a href="mailto:clavallin@oxford.gov.uk">clavallin@oxford.gov.uk</a> <a href="mailto:sweitzel@oxford.gov.uk">sweitzel@oxford.gov.uk</a>

<b>Background Papers:</b> None
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			<b>Appendix 1 – Meanwhile in Oxfordshire Risk Register</b>										
<b>Last Updated</b>		29/10/20	<b>Risk Register</b>										
<b>Updated By</b>		CL											
<b>Revision</b>		30/10/20											
<b>NO.</b>	<b>Date Raised</b>	<b>Risk Type</b>	<b>Risk Description</b>	<b>Current Risk - Probability</b>	<b>Current Risk Impact</b>	<b>Current Risk Score</b>	<b>Risk Response</b>	<b>Mitigating Actions</b>	<b>Action Due Date</b>	<b>Risk Owner</b>	<b>Risk Status</b>	<b>Comments</b>	
<b>A</b>	<b>Financial</b>												
	Nov-20	Threat	OxLEP Funding not secured, contract not agreed	2	5	10	Reduce	Cabinet Report to be completed and Members briefed	Nov-20	CL/SW	Response agreed	OxLEP funding time limited	
	Nov-20	Threat	Capital Funding not approved – programme would terminate and Council at risk of consultant fees	3	5	15	Reduce	Options appraisal and Business Case required for Programme	Nov-20	CL/SW/MP	Response agreed	OxLEP funding time limited	
	Nov-20	Threat	Programme not met for delivery by March 2021 and resulting loss of OxLEP funding	3	5	15	Reduce	Conclude consultant appointments and close programme monitoring with consultants	ongoing	CL/SW	To review		
	Nov-20	Threat	Programme non-compliance with re: State Aid	3	5	15	Reduce	Instruction to Browne Jacobson for legal advice on State Aid	Nov-20	CL/SW/MP	Due 5/11/2020		
	Nov-20	Threat	Market conditions limit viability	3	4	12	Reduce	Early appointment of operator required, ITT to be prepared	Nov-20	CL/SW	Escalation agreed		
<b>B</b>	<b>Feasibility</b>												
	Jan-21	Threat	Business Case not viable	3	4	12	Reduce	Options appraisals to include detailed cost appraisals.	Jan-21	CL/SW	Escalation agreed		
	Jan-21	Threat	Planning restrictions on design and use	3	3	9	Reduce	Planning pre-app required as part of the feasibility works	Jan-21	CL/SW	Response agreed		
<b>C</b>	<b>Covid -19</b>												
	Jan-21	Threat	Government restrictions delay building construction works	3	4	12	Reduce	Earliest contractor appointment - form of contract to be reviewed	Jan-21	CL/SW	Open		
	<b>Risk Matrix</b>												
			<b>Probability</b>										
			<b>Almost certain</b>	5	10	15	20	25					
			<b>Likely</b>	4	8	12	16	20					
			<b>Possible</b>	3	6	9	12	15					
			<b>Unlikely</b>	2	4	6	8	10					
			<b>Rare</b>	1	2	3	4	5					
			<b>Impact</b>	<b>Insignificant</b>	<b>Minor</b>	<b>Moderate</b>	<b>Major</b>	<b>Severe</b>					
			<b>Probability</b>		<b>Impact</b>								
			.1 Rare		.1 Negligible								
			.2 Unlikely		.2 Minor								
			.3 Possible		.3 Moderate								
			.4 Likely		.4 Major								
			.5 Almost certain		.5 Catastrophic								

RISK CATEGORY	RISK TYPE	RISK RESPONSE	RISK STATUS
Strategic & Commercial Economic, financial & Market	Threat	Avoid	Open
	Opportunity	Reduce	Response agreed
Legal & regulatory Organisational, human & management Political Environmental Technical, operational & infrastructure		Fallback/ Contingency	Escalation agreed
		Accept	Closed
		Share Transfer	To review
			Transferred to issue Log

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

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

<b>Service Area:</b> Regeration & Economy	<b>Section:</b> Economic Development	<b>Date of Initial assessment:</b> Nov 2020	<b>Key Person responsible for assessment:</b> Clayton Lavallin	<b>Date assessment commenced:</b> 2.11.2020
<b>Name of Policy to be assessed:</b>		Meanwhile in Oxfordshire...Programme		
<b>1. In what area are there concerns that the policy could have a differential impact N/A</b>	<b>Race</b>	<b>Disability</b>	<b>Age</b>	
	<b>Gender reassignment</b>	<b>Religion or Belief</b>	<b>Sexual Orientation</b>	
	<b>Sex</b>	<b>Pregnancy and Maternity</b>	<b>Marriage &amp; Civil Partnership</b>	
<b>Other strategic/ equalities considerations</b>	<b>Safeguarding/ Welfare of Children and vulnerable adults</b>	<b>Mental Wellbeing/ Community Resilience</b>		
<b>2. Background:</b>  Give the background information to the policy and the perceived problems with the policy which are the reason for the Impact Assessment.		<p>The Meanwhile in Oxfordshire...Programme 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.</p> <p>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</p>		

# Appendix 1C

	background and/or drawn from areas of economic disadvantage in Oxfordshire will also be encouraged.
<b>3. Methodology and Sources of Data:</b>  The methods used to collect data and what sources of data	TBC, See Section 4
<b>4. Consultation</b>  This section should outline all the consultation that has taken place on the EIA. It should include the following. <ul style="list-style-type: none"> <li>• Why you carried out the consultation.</li> <li>• Details about how you went about it.</li> <li>• A summary of the replies you received from people you consulted.</li> <li>• An assessment of your proposed policy (or policy options) in the light of the responses you received.</li> <li>• A statement of what you plan to do next</li> </ul>	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.

# Appendix 1C

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<b>5. Assessment of Impact:</b> Provide details of the assessment of the policy on the six primary equality strands. There may have been other groups or individuals that you considered. Please also consider whether the policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults	TBC- in consultation with the Meanwhile Space Operator as part of the wider Detailed Feasibility for the Programme.		
	<b>Race</b> Neutral	<b>Disability</b> Neutral	<b>Age</b> Neutral
	<b>Gender reassignment</b> Neutral	<b>Religion or Belief</b> Neutral	<b>Sexual Orientation</b> Neutral
	<b>Sex</b> Neutral	<b>Pregnancy and Maternity</b> Neutral	<b>Marriage &amp; Civil Partnership</b> Neutral
<b>6. Consideration of Measures:</b>	TBC- in consultation with the Meanwhile Space Operator as part of the wider Detailed Feasibility for the Programme.		

# Appendix 1C

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This section should explain in detail all the consideration of alternative approaches/mitigation of adverse impact of the policy					
<b>6a. Monitoring Arrangements:</b>  Outline systems which will be put in place to monitor for adverse impact in the future and this should include all relevant timetables. In addition it could include a summary and assessment of your monitoring, making clear whether you found any evidence of discrimination.		TBC- in consultation with the Meanwhile Space Operator as part of the wider Detailed Feasibility for the Programme.			
<b>7. Date reported and signed off by City Executive Board:</b>		December 2020			
<b>8. Conclusions:</b>  What are your conclusions drawn from the results in terms of the policy impact		TBC- in consultation with the Meanwhile Space Operator as part of the wider Detailed Feasibility for the Programme.			
<b>9. Are there implications for the Service Plans?</b>	NO	<b>10. Date the Service Plans will be updated</b>	2021	<b>11. Date copy sent to Equalities Lead Officer</b>	Nov 2020
<b>13. Date reported to Scrutiny and Executive Board:</b>	Nov 2020	<b>14. Date reported to City Executive Board:</b>	Dec 2020	<b>12. The date the report on EqlA will be published</b>	2021

# Appendix 1C

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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## **Remote meeting**

### **Minutes of a meeting of the Cabinet on Wednesday 9 December 2020**

www.oxford.gov.uk



#### **Committee members present:**

Councillor Brown (Chair)

Councillor Hayes (Deputy Leader)

Councillor Clarkson

Councillor Linda Smith

Councillor Turner (Deputy Leader)

Councillor Chapman

Councillor Hollingsworth

Councillor Upton

#### **Also present:**

Councillor Andrew Gant

Councillor Pat Kennedy

#### **Officers present for all or part of the meeting:**

Gordon Mitchell, Chief Executive

Tom Bridgman, Executive Director (Development)

Paul Leo, Interim Director of Housing

Helen Bishop, Head of Business Improvement

Nadeem Murtuja, Interim Executive Director for Communities

Tim Sadler, Transition Director / Chairman Direct Services Companies

Nigel Kennedy, Head of Financial Services

Anita Bradley, Monitoring Officer

Jane Winfield, Head of Corporate Property

Adrian Arnold, Head of Planning Services

Emma Gubbins, Senior Estates Surveyor

Tom Hudson, Scrutiny Officer

Lan Nguyen, Data Analyst

Rachel Nixon, Senior Planner

Paul Scott, Land Quality Officer

Steve Weitzel, Regeneration Manager

Paul Worts, Property Health & Safety Compliance Manager

John Mitchell, Committee and Member Services Officer

#### **Apologies:**

Councillor Tidball sent apologies.

## **92. Declarations of Interest**

None.

## **93. Addresses and Questions by Members of the Public**

None.

## **94. Councillor Addresses on any item for decision on the Board's agenda**

Cllr Pat Kennedy addressed Cabinet in relation to item 9 on the agenda (Budget 2021/2022).

The pandemic had shown the value of community support at a time of increased poverty, unemployment, and loneliness. Community centres were able to provide valuable company and support in these challenging times.

The user groups and supporters of the Bullingdon Community Centre were pleased and relieved that the proposed budget for 2021-2022 would unpause the rebuilding of the Centre.

The Trustees had been working closely with the Community Team on the next stages of the project and would be attending a project team meeting the following week. She thanked officers for maintaining a good working relationship with the Trustees and Cllr Tidball, Cabinet Member for Supporting Local Communities, for her work on the project. The Trustees were hoping to welcome back many of their user groups in due course as well as expanding and developing their links with the diverse communities of Lye Valley.

In conclusion she also thanked officers and Cllr Turner, Cabinet Member for Finance & Asset Management, for the months of work that had gone into producing the budget papers.

Speaking on Cllr Tidball's behalf, the Chair noted that she too was very grateful for the work which had been and was being done to bring the work on the Bullingdon Community Centre forward.

Councillor Gant also addressed Cabinet in relation to item 9 on the agenda (Budget 2021/2022) about Neighbourhood CIL and the regulations which govern decisions about how this element of CIL is spent. He went on to raise three detailed questions to which Councillor Hollingsworth, Cabinet Member for Planning and Housing Delivery, provided detailed but partial responses. It was agreed that full responses should be given via these minutes and they, together with the questions, will be attached when available.

## **95. Councillor Addresses on Neighbourhood Issues**

None.

## **96. Items raised by Board Members**

None.

## **97. Scrutiny Committee Reports**

### Hidden Homelessness

Tom Hudson, Scrutiny Officer, introduced the report, giving apologies on behalf of Cllr Bely-Summers, Chair of the Housing & Homelessness Panel. The report, commissioned by the Scrutiny Committee, had received high praise from the Panel. The implementation of the Homelessness Reduction Act had obviated the most significant cause of hidden homelessness given the establishment of a duty to house single homeless people. As a result the Panel's discussion had shifted to focus on the position of those living in sub-optimal conditions but who were not, technically, homeless, as reflected in its final recommendations.

In Cllr Mike Rowley's absence the Chair drew attention to his partial support for the recommendations which were moderated only by the costs associated with full acceptance but which could not, regrettably, be afforded in the present climate.

### Draft Strategic Vision for Oxfordshire

Cllr Gant introduced the report, drawing attention to the Committee's recommendation that the recommendations of the Growth Board's Scrutiny Panel should be echoed by the Council and a number of other matters which the Committee felt should be given greater emphasis.

The Chair expressed her overall and detailed support for the Committee's recommendations, suggesting an improvement to the wording of the second recommendation in relation to the need to tackle economic inequality which was something about which great efforts had been and would continue to be made as part of an overall wish that the City and County should develop an inclusive economy. It would be difficult to get agreement to the suggestion that there should be a dedicated section on the improvement of mental wellbeing; a reference to mental wellbeing within a wider section on health was probably more realistic and, indeed, important.

### Workplace Equalities & Action Plan

Cllr Gant introduced the report and was pleased to note that Cabinet had been able to accept all of the Committee's recommendations. He drew attention to the Committee's strong support for publication of the ethnicity pay gap.

Cllr Nigel Chapman, Cabinet Member for Customer Focused Services, agreed that there should be work on the Stonewall model for recording sexuality and gender matters but noted that this was anonymous which would limit its value in informing the Council's employment practices.

## Waterways Report

Cllr Gant introduced the report, drawing particular attention to the recommendation that the Council might work closely with neighbouring authorities with a view to establishing a shared waterways co-ordinator post. While not resulting in a recommendation, there had been discussion of the potential for infrastructure funding associated with house building to be used to benefit boat owners for developments close to waterways. The recommendation that there should be an increase in the number of projects in waterways to the east and south of the city had not been accepted which was regrettable, not least because this included the Thames and its tributaries.

Councillor Louise Upton, Cabinet Member for Safer, Healthy Oxford, noted that the Waterways Coordinator post had been extremely successful and added a great deal of value to the Council's work in this area. The rejection of the recommendation in relation to projects to the east and south of the City had been driven simply by concerns about capacity and the need to focus on current projects until resources permitted an expansion of the areas in which projects could take place.

## **98. Draft Strategic Vision for Oxfordshire**

The Assistant Chief Executive had submitted a report which introduced a first draft of a Strategic Vision for Oxfordshire. The report explained the purpose of the approach, the scope and content of the Vision, and the timeline for the current engagement and finalising the Vision. The Draft Vision was presented for discussion and comment to help inform revisions prior to seeking future Growth Board endorsement.

The Chair introduced the report which represented a wish by all of the Growth Board's partners to arrive at an overarching shared strategic vision for the future. From the Council's point of view there was a wish that the vision should be as inclusive as possible. While the current draft represented a good start there was still some room for improvement. The need to engage young people with the process was clearly important given the significance of such a vision for them in the future. She noted that recent consultations in relation to the Citizens' Assembly and the Council's 2020 vision had revealed strikingly similar themes in terms of what people wanted in respect of neighbourhoods in which they could live, work and enjoy leisure time, comfortably and safely.

Cabinet resolved to:

1. **Agree** that its views on the Draft Strategic Vision for Oxfordshire should be forwarded to the Growth Board; 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 the meeting.

## **99. Budget 2021/2022**

The Head of Financial Services had submitted a report to propose a Medium Term Financial Strategy and the 2021/22 Budget for consultation.

Councillor Ed Turner, Cabinet Member for Finance & Asset Management, introduced the report in anticipation of the budget consultation which would go live following the meeting and which would conclude with a detailed budget discussion and debate at the Budget Council meeting in February. He drew attention to a few overarching factors in relation to the proposals. The impact of Covid-19 had been and would continue to be significant. The combined negative impact was expected to be about £29 million this year and over the following four years. Government support of about £8 million to date had been welcome but was not sufficient to compensate for the losses due to Covid-19 and the Council would continue to lobby for more. The Government's Comprehensive Spending Review looked likely to provide some further limited relief. The Council's ambition to protect front line services, particularly for the most vulnerable, was undiminished and at a time when the number of vulnerable residents had increased because of Covid-19. The 'Oxford Model' of protecting front line services in parallel with generating income had been severely challenged by pressure on income streams as a result of Covid-19.

Despite the good work which had been done to identify potential areas for saving alongside new potential income streams it was inevitable that a significant proportion of the Council's reserves would have to be called upon. This was unwelcome as some of those reserves have provided an income, many of them had been earmarked for particular purposes and the reduction would reduce the Council's future resilience. Some proposals, such as charging for removal of bulky items and garden waste, were being put forward reluctantly but necessarily.

Cllr Turner was pleased to note that dialogue with trade union colleagues about these matters had been very positive, this included proposals for a one year rather than multi-year pay deal. It seemed likely that there would be more changes between these proposals and the final budget than would normally be the case because of a changing financial landscape as a result of anticipated Government announcements. He concluded by paying tribute to the work of the finance team in particular who had worked hard to develop these proposals while having, also, to cope with an additional operational workload.

Nigel Kennedy, Head of Financial Services, drew attention to elements of the recently announced Government Spending Review. These included a 3 month extension to the compensation scheme for sales, fees and charges; neither the fairer funding review nor the business rates reset (now delayed until April 2022) would benefit the Council; the budget referendum limit remained at 2%; and the New Homes Bonus had been confirmed for 2021/22.

Cabinet noted the importance of making it as easy as possible for all residents to respond to the consultation by whatever means was easiest for them.

Cabinet was pleased to note that despite the very challenging financial environment, the proposed budget still managed to expand the Council's commitment to reduced carbon emissions. This at a time when the national Climate Change Committee had

just given its advice about the need for Local Authorities, among others, to improve their performance in this area.

The Chair concluded by thanking Cllr Turner, the finance team, unions and all those who had contributed to developing these proposals in such a challenging environment while still protecting the Council's priorities as far as possible.

Cabinet resolved to:

1. **Approve** the 2021-22 General Fund and Housing Revenue Account budgets for consultation and the General Fund and Housing Revenue Account Medium Term Financial Strategy as set out in Appendices 1-9, noting:

a) the Council's General Fund Budget Requirement of £23.403 million for 2021/22 and an increase in the Band D Council Tax of 1.99% or £6.25 per annum representing a Band D Council Tax of £320.17 per annum subject to confirmation of the referendum levels contained in paragraph 9 (c) of the report

b) the Housing Revenue Account budget for 2021/22 of £46.649 million and an increase of 1.50% (£1.57 per week) in social dwelling rents from 1 April 2021 giving a revised weekly average social rent of £107.03 as set out in Appendix 5

c) the General Fund and Housing Revenue Account Capital Programme as shown in Appendix 6.

2. **Agree** the fees and charges shown in Appendix 7;

3. **Delegate** to the Section 151 Officer in consultation with the Board Member for Finance and Assets the decision to determine whether it is financially advantageous for the Council to enter into a Business Rates Distribution Agreement as referred to in paragraphs 32-33 of the report;

4. **Approve** the payment into the County Council Pension Fund of £5 million in 2023-24 as referred to in paragraph 40 of the report; and

5. **Agree** to unpause capital schemes and items of revenue spend previously paused as referred to in paragraphs 55 and 94 of the report.

## 100. Quarterly Integrated Performance 2020/21– Q2

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

Councillor Turner, Cabinet Member for Finance & Asset Management, introduced the report which illustrated some of the detailed consequences of Covid-19, with a focus on the financial loss and delays to the capital programme.

Cabinet resolved 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.

## **101. Treasury Management Mid –Year Report**

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

Councillor Turner, Cabinet Member for Finance & Asset Management, introduced the report. At a time of low interest rates this was always going to be a challenging area. He had been paying particular attention to investment funds. The Council's interests in both the CCLA Property Fund and the Lothbury Investment Fund remained at a higher value than when acquired.

Cabinet resolved to:

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

## **102. Lift Maintenance and Repair**

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

Councillor Turner, Cabinet Member for Finance & Asset Management, introduced the report. A new contract needed to be procured as the existing one was coming to an end. He drew attention to the fact that this would take account of the new procurement policy and so look for proper a balance between quality and price, promotion of the Oxford Living Wage and the inclusion of Social Value.

In response to a question about the possibility of bringing this work in house it was explained that it required a degree of specialisation which was not currently available within either the Council or ODS and this was not an area of work into which the latter was likely to want to expand.

It was agreed that some form of tenant involvement with this contract would be valuable.

Cabinet resolved to:

1.**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.

## **103. Legionella Control Services**

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

Councillor Turner, Cabinet Member for Finance & Asset Management, introduced the report which followed a similar pattern to that for the previous report.

Council resolved to:

1. **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.

## 104. Meanwhile in Oxfordshire

The Executive Director (Development) had 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.

The Chair introduced the report which sought to take advantage of funding to make good use of premises likely to become vacant because of the impact of Covid-19 on the local economy with a particular focus on the potential use by emerging small businesses and social enterprises. This was an exciting project but one with the challenging timescale for completion of March 2022.

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

## 105. Annual Monitoring Report 2019/20

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

Councillor Alex Hollingsworth, Cabinet Member for Planning & Housing Delivery, introduced the report which looked at performance against the Council's previous Local Plan (the new one having been introduced earlier in the year). Worthy of note was the fact that the Council's housing delivery target had been met for the first time in several years (having been previously impacted by the financial crisis). The report also commented on the two universities' positions in relation to their targets for students accommodated outside their own premises: Oxford University was under its target and Oxford Brookes over. Planning proposals were however being prepared which were likely to bring the latter into line with its new target.

Cabinet resolved to:

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

## 106. Boswells Department Store

The Executive Director, Development had 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.

This was considered in confidential session the substance of which is recorded in a confidential minute.

Cabinet resolved to:

1. **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
2. **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.

## 107. Community Infrastructure Levy (CIL) – In Kind Policy

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

Councillor Alex Hollingsworth, Cabinet Member for Planning and Housing Delivery, introduced the report. The report would allow the Council to accept CIL in the form of the provision of land or the provision of infrastructure, which, at the moment, it cannot.

Cabinet resolved 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.

## **108. Workplace Equalities and Action Plan**

The Head of Business Improvement had 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.

Councillor Nigel Chapman, Cabinet Member for Customer Focused Services, introduced the report which reflected on the data for the year ending 31 March 2020 and was in respect of Council staff only and not Oxford Direct Services (ODS). This annual report was set, for the first time, in the wider context of the Council’s emerging Equalities, Diversity and Inclusion (EDI) Strategy. It was important for the Council to set a positive example as an employer and to be a credible advocate for equality and inclusion throughout the City. There had been two areas of recent focus, increasing the number of ethnic minority employees in the City and the number of women in senior positions. In relation to the number of ethnic minority employees the position had held steady at about 13%. Exit interviews suggested that the majority left for reasons of promotion or geography. In relation to the number of women in senior positions, the data (c. 9 out of 26) suggested that more work was needed. This might include, for example, the promotion of job sharing.

The gender pay gap was about 12% (compared with a national figure of about 17%) and was a direct function of the higher proportion of women in lower paid jobs.

The ethnicity pay gap, published on a voluntary basis, was also driven by the higher proportion of those from an ethnic minority in lower paid jobs.

It was noted that the gender pay gap would be contributed to, in part, by women making positive choices about their work/life balance.

The Chair endorsed the points made and agreed that it would be good to explore opportunities for job sharing, for both men and women.

Cabinet resolved 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.

## 109. Land Quality Strategy Review

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

Councillor Tom Hayes, Cabinet Member for Green Transport and Zero Carbon Oxford, introduced the report. The Council was obliged to review its Land Quality Strategy every 4 or 5 years. For this review it had not been seen necessary to do more than make a few minor modifications and updates.

Cabinet resolved 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.

## 110. Minutes

Cabinet resolved to approve the minutes of the meeting held on 11 November 2020 as a true and accurate record.

## 111. Dates of Future Meetings

Meetings are scheduled for the following dates:

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

The Cabinet meeting due to have been held on 12 May had been cancelled because of its proximity to the local elections.

All meetings start at 6pm unless otherwise stated.

### **112.Matters Exempt from Publication**

The following item was considered in confidential session.

### **113.Boswells Department Store - Confidential Appendices 2, 3 and 4**

Considered in confidential session.

**The meeting started at 6.00 pm and ended at 7.50 pm**

**Chair ..... Date: Wednesday 20 January 2021**

## Cabinet 09 December 2020

### **Questions from Councillor Gant and responses from Councillor Hollingsworth, Cabinet Member for Planning & Housing Delivery**

**Q1.** Does the City Council expect to have a role in deciding how Neighbourhood CIL from the Diamond Place development is spent?

Answer:

Diamond Place is within the Summertown and St Margaret's Neighbourhood Plan area, which has an adopted Neighbourhood Plan and is an unparished area. The CIL Regulations for this circumstance specify that CIL receipts are held by the City Council and Neighbourhood forums are advised twice a year on the amount of CIL funds held. Suggestions regarding expenditure of CIL should go directly to the relevant Neighbourhood Forum. Forums undertake consultations and make decisions on how they would like to spend the receipts in line with their NCP and the CIL regulations. Council officers can provide advice and guidance to assist particularly when it is being done for the first time. The formal request to draw down the money then comes to the City Council who need to ensure that the projects/schemes meet the requirements of the regulations and procurement regulations.

In summary the City Council could, as any other individual or organisation could, make suggestions to the Forum for possible schemes, and would advise if a scheme proposed by the Forum either didn't need the requirements of CIL or the appropriate procurement regulations, but the Forum would make decisions on how the Neighbourhood CIL should be spent.

**Q2.** In relation to paragraph 44 of the Budget report in the papers for this meeting of the City Council Cabinet, are the potential spending items referred to be funded from Neighbourhood CIL, and if so how is the process of agreeing spend with the communities in which the CIL was generated to be carried out?

Answer

In line with the regulations we are consulting on the use of Neighbourhood CIL which has been generated from schemes in areas which are not within a parished area or Neighbourhood plan area as part of the budget process. We have also added a note on the CIL webpage with a link to the consultation, issued a press release and sent an email to the local ward councillors for these areas, residents associations and any other relevant bodies which are held on the planning consultation database.

**Q3.** Is the Cabinet aware of the exchange at yesterday's meeting of the County Council between Cllr Paul Buckley (Wolvercote and Summertown division) and the Leader, Cllr Ian Hudspeth, and the subsequent supplementary and reply, and does the Cabinet have any comment or views on the matter?

Answer

Yes. The exchange, and subsequent coverage of it in the local media, is a helpful lesson in the altered balance between certainty and flexibility that has arisen in the shift from the s106 system to a largely CIL system, the consequences of which are perhaps not widely understood or appreciated.

Before CIL was introduced the main way that developments funded infrastructure was via a Section 106 agreement, a costed shopping list of specific things that the development would need to pay for in order to overcome objections to it getting planning permission. This provided certainty, but was highly inflexible and made it difficult to do things like pool receipts from different schemes to put to a single project.

CIL was introduced as a way to be more flexible, and was amended in 2013 to allow more flexible local input into what the funds were used for. Instead of a fixed shopping list of items to be paid for directly by a development, CIL acts effectively as a development tax which raises money which can be applied to a broad range of things at the discretion of the local council. What is often overlooked is that while local Councils could decide what to fund via the new CIL system, and what to fund using the Section 106 system, they could NOT use both for the same thing. In other words, once a Council puts something on the list of projects that CIL COULD be used for then that Council CANNOT use a S106 agreement for that project.

Oxford City Council decided to keep using S106 for social housing, but otherwise to create a broad list of potential projects that could be funded by CIL (adopted as the Regulation 123 list in 2013). Under Education it lists extensions to primary schools, which is what it is proposed for Oxford North. In other words, because it is listed as a project that COULD be funded by CIL, it is NOT possible to fund it via the S106 route. Flexibility has taken the place of certainty in the system.

This means that Oxfordshire County Council, which is both the Highways Authority and the Education Authority, will want to make proposals for using CIL for both contributions to the highways network and to the local primary school. While the final decision for the allocation of the CIL funds will rest with the City Council I have no doubt that the County Council's proposals will carry substantial weight.

As with the Diamond Place scheme and the Summertown and St Margaret's Forum, 25% of the CIL receipt from Oxford North goes to the Wolvercote Forum, and as outlined in the answer to Question 1, they can spend it as they like subject to the regulations. The City Council cannot tell them how to spend it; while it is open to both the City Council and the County Council to make suggestions to the Forum, the Forum is in no way bound to follow those suggestions in allocating its funds.

In summary, under the old S106 system the Oxford North Scheme would have had to pay a fixed sum for a list of things which might have included expanding the local primary school(s) - the money would have been ring-fenced, but could not have been applied to anything else. The new more flexible CIL system means that a pot of money will be received, and can be applied to a broader range of projects; in other words, greater flexibility but at the expense of certainty, just as intended by the 2013 reforms to the CIL regulations.

While I have not been an enthusiastic cheerleader for the efforts of the Coalition Government (2010-15), in this one instance I'm inclined to be positive about the intention of their reforms to the CIL system. I have no doubt that Cllrs Gant, Buckley and Hudspeth feel the same given that their parties formed that Government, whatever the consequences of those changes locally.

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**To:** Cabinet  
**Date:** 20 January 2021  
**Report of:** Head of Paid Service (Chief Executive)  
**Title of Report:** Decisions taken under Parts 9.3(b) of the Constitution

Summary and recommendations	
<b>Purpose of report:</b>	Cabinet is asked to note the decisions taken by the Head of Paid Service (Chief Executive) using the urgency powers delegated in Part 9.3(b) of the Constitution.
<b>Recommendation:</b>	Cabinet is recommended to:
1.	<b>Note</b> the decisions taken as set out in the report.

Appendices	
1	Exempt – additional information for item 2

## Introduction and background

1. This report updates Cabinet on decisions taken by the Head of Paid Service (Chief Executive) using the urgency powers delegated in Part 9.3(b) of the Council's Constitution.
2. Where urgency powers are used the Constitution requires the Head of Paid Service to report, in writing, as soon as practicable to the body which would otherwise have been required to give the necessary authority to act.

### 9.3 Role of Head of Paid Service

...

*(b) The Head of Paid Service is authorised to take any urgent action necessary to protect the Council's interests and assets where time is of the essence and it is impracticable to secure authority to act where such authority would otherwise be required.*

*The Head of Paid Service, in so acting, will be guided by budget and the policy framework, will consult the other Statutory Officers before acting and will report, in writing, as soon as practicable to the body which would otherwise have been required to give the necessary authority to act.*

## Decisions taken using urgency powers

3. The following decisions have been taken using urgency powers for which Cabinet would otherwise have been required to give the necessary authority to act. Cabinet is asked to note the decisions.
4. This report does not include decisions taken using urgency or emergency powers that have previously been reported to Cabinet.

ITEM 1	FREE PARKING AT PARK AND RIDES, DECEMBER 2020	
<b>Decision:</b> To provide free parking at Council-run park and ride sites (Redbridge, Seacourt and Peartree) for a limited period (5th to 27th inclusive) in December 2020. Oxfordshire County Council is making a matching offer for its two sites (Thornhill and Oxford Parkway). Guide revenue loss in discussion with Parking Management estimated at circa £36-39k, based on post-lockdown usage data for 2020 to date.		
<b>Date decision made:</b>	24 November 2020	
<b>Decision taker</b>	Head of Paid Service (Chief Executive)  Decision taken in consultation with the Leader of the Council, the Head of Financial Services and the Head of Law and Governance	
<b>Was the decision taken under emergency or urgency rules?</b>	Constitution 9.3(b):  <i>The Head of Paid Service is authorised to take any urgent action necessary to protect the Council's interests and assets where time is of the essence and it is impracticable to secure authority to act where such authority would otherwise be required.</i>  <i>The Head of Paid Service, in so acting, will be guided by budget and the policy framework, will consult the other Statutory Officers before acting and will report, in writing, as soon as practicable to the body which would otherwise have been required to give the necessary authority to act.</i>	
<b>Is this a Key Decision?</b>	Not key	
<b>Reasons for decision</b>	The Council has worked in partnership with Oxfordshire County Council for much of December 2020, to provide free parking at all of Oxford's five park and ride sites to support businesses and help reduce car congestion on approaches to the city centre and at the Westgate car park, make it easier for people to visit the city centre and spend money in the local economy, and so support business and protect jobs.	
<b>Alternative options considered:</b>	The alternatives were to maintain parking charges, which would not help to boost the local economy, or to run a different scheme e.g. weekends only, which would be less supportive and miss an opportunity to encourage residents	

	who plan to shop or support hospitality businesses in the run up to Christmas to do so safely and avoid the busiest times.
<b>Wards significantly affected</b>	None

<b>ITEM 2</b>	<b>AWARD OF CONTRACT AWARD FOR ENGAGEMENT AND ASSESSMENT SERVICE, AND PROVISION OF INTERIM ACCOMMODATION FOR ROUGH SLEEPERS AND SINGLE HOMELESS PEOPLE</b>
<b>Decision:</b> To award a contract for the engagement and assessment service and provision of interim accommodation for rough sleepers and single homeless people to St. Mungo's.	
<b>Date decision made:</b>	30 December 2020
<b>Decision taker</b>	Head of Paid Service (Chief Executive)  Decision taken in consultation with the Leader of the Council, the Cabinet Member for Affordable Housing, the Head of Financial Services and the Head of Law and Governance.
<b>Was the decision taken under emergency or urgency rules?</b>	Constitution 9.3(b): <i>The Head of Paid Service is authorised to take any urgent action necessary to protect the Council's interests and assets where time is of the essence and it is impracticable to secure authority to act where such authority would otherwise be required.</i>  <i>The Head of Paid Service, in so acting, will be guided by budget and the policy framework, will consult the other Statutory Officers before acting and will report, in writing, as soon as practicable to the body which would otherwise have been required to give the necessary authority to act.</i>
<b>Is this a Key Decision?</b>	Yes (value >£500k)  The decision was taken 5 clear days after being added to the Forward Plan and the Chair of Scrutiny being informed (the "general exemption"). The Chair of Scrutiny agreed to waive call members' call in rights in respect of this decision.
<b>Reasons for decision</b>	The response to the Covid19 pandemic required the Floyds Row engagement and assessment hub to be repurposed, and for the Council to seek self-contained accommodation for all rough sleepers and people accommodated in communal sleeping areas. St Mungo's

	<p>who had been delivering the Floyds Row services adapted to provide this service in a different way as well as managing the new accommodation which was found.</p> <p>Additional funding was agreed by way of urgency powers delegated to the Chief Executive in Part 9.3(b) of the Constitution which was reported to cabinet on 12 August 2020. A single contract has been drawn up for the amalgamation of the work streams which are the subject of these decisions.</p>
<b>Alternative options considered:</b>	None
<b>Wards significantly affected</b>	None

### Financial issues

5. The financial issues arising from the decisions are set out in the published decisions notices and any supporting documents. There are no other financial issues arising directly from this report.

### Legal issues

6. The urgency and emergency powers of the Head of Paid Service (Chief Executive) are set out in Part 9.3 of the Constitution.

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**Background Papers: None**

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