

Agenda

Cabinet

This meeting will be held on:

Date: **Wednesday 16 November 2022**

Time: **6.00 pm**

Place: **Long Room - Oxford Town Hall**

For further information please contact:

Emma Lund, Committee and Member Services Officer

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✉ DemocraticServices@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 Members

Councillor Susan Brown	Leader, Inclusive Economy and Partnerships
Councillor Ed Turner	Deputy Leader (Statutory) - Finance and Asset Management
Councillor Shaista Aziz	Cabinet Member for Inclusive Communities and Culture
Councillor Nigel Chapman	Cabinet Member for Citizen Focused Services
Councillor Alex Hollingsworth	Cabinet Member for Planning and Housing Delivery
Councillor Chewe Munkonge	Cabinet Member for Leisure and Parks
Councillor Linda Smith	Cabinet Member for Housing
Councillor Imogen Thomas	Cabinet Member for Zero Carbon Oxford and Climate Justice
Councillor Louise Upton	Cabinet Member for Health and Transport
Councillor Diko Walcott	Cabinet Member for Safer Communities

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

Decisions come into effect after the latest of the expiry of the post-meeting councillor call in period; reconsideration of a called-in decision; or Council's agreement of recommendations.

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Agenda

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

Future items to be discussed by the Cabinet can be found on the Forward Plan which is available on the Council's [website](#)

	Pages
1 Apologies for Absence	
2 Declarations of Interest	
3 Addresses and Questions by Members of the Public	
4 Councillor Addresses on any item for decision on the Cabinet agenda	
5 Councillor Addresses on Neighbourhood Issues	
6 Items raised by Cabinet Members	
7 Scrutiny reports	
<p>Scrutiny Committee met on 7 November 2022. The following reports are expected and will be published as a supplement, together with any recommendations from that meeting:</p> <ul style="list-style-type: none">• Procurement Strategy 2022-2025• Social Housing Decarbonisation Fund• West End and Osney Mead Supplementary Planning Document	
8 Award of a Works Contract for the Refurbishment of the Gas Works Pipe Bridge	13 - 22
<p>Lead Member: Councillor Ed Turner</p> <p>The Executive Director (Development) has submitted a report to seek approval for a works contract to refurbish/repair the Gasworks Pipe Bridge situated between Friars Wharf and Baltic Wharf; delegated authority to award a contract; and approval of the spend of identified funds for the contract.</p> <p>Cabinet is recommended to:</p>	

Decisions come into effect after the latest of the expiry of the post-meeting councillor call in period; reconsideration of a called-in decision; or Council's agreement of recommendations.

1. **Grant project approval** to award a contract for the refurbishment/repair of the Gasworks Pipe Bridge;
2. **Recommend to Council** the approval of a virement of £1.82 million from the existing stock condition budget to fund the works to the Gasworks Pipe bridge, including reimbursement of c£185k feasibility cost incurred to date; and
3. **Delegate authority** to the Executive Director (Development), in consultation with the Deputy Leader (Statutory) - Finance and Asset Management and the Head of Financial Services/Section 151 Officer, to award the contract for refurbishment/repair of the Gasworks Pipe Bridge to a successful tenderer following the completion of the competitive and compliant tender process described in this report.

9 **Appointment of a Contractor for the Oxpens River Bridge**

23 - 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 (i) enter into a legal agreement with the Oxfordshire County Council to enable the completion of the Oxpens River Bridge, as set out within the Oxfordshire Housing and Growth Deal; (ii) fund and enter into a construction contract to build the Oxpens River bridge, subject to agreement with Oxfordshire County Council; and (iii) enter into an agreement with OxWED (which owns some of the land on which the bridge will be situated) to facilitate the construction of the bridge.

Cabinet is recommended to:

1. **Delegate authority** to the Executive Director (Development), in consultation with the Head of Financial Services/Section 151 Officer, the Head of Law and Governance and the Cabinet Member for Planning and Housing Delivery, to agree and enter into contractual terms with Oxfordshire County Council for £2.8 million of additional funding from the Oxfordshire Housing and Growth Deal Funds (OHGDF) and an amended collaboration agreement to cover revised project delivery arrangements, including fees and programme;
2. **Recommend to Council** the establishment of an additional capital budget of £2.8 million in 2022/23 & 2023/24 funded from additional growth bid monies;
3. **Delegate authority** to the Executive Director (Development), in consultation with the Head of Financial Services/Section 151 Officer, the Head of Law and Governance and the Cabinet Member for Planning and Housing Delivery, to enter into contractual terms

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with a contractor for the pre-contract stages of the Oxpens River Bridge by signing a project order for providing detailed design, programme, and 100% market tested estimate for the bridge subject to the Council's normal procurement procedures;

4. **Delegate authority** to the Executive Director (Development), in consultation with the Head of Financial Services/Section 151 Officer, the Head of Law and Governance and the Cabinet Member for Planning and Housing Delivery, to agree and enter into contractual terms with a contractor by signing a delivery agreement to build the bridge and carry out associated works subject to the project being deliverable within the funding available and compliant with the Council's normal procurement procedures; and
5. **Delegate authority** to the Executive Director (Communities and People), in consultation with the Cabinet Member for Planning and Housing Delivery, the Head of Law and Governance, the Head of Financial Services/S151 Officer and the Head of Corporate Property to enter into a legally binding agreement(s) with OxWED to enable the bridge to be constructed from their land and over land to the rear of the ice rink and to undertake enabling works if appropriate to facilitate the delivery of the bridge.

10 **Housing Infrastructure Funding for Osney Mead Revised Implementation Arrangements**

41 - 48

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 revised implementation arrangements for the use of Housing Infrastructure Funding (HIF) to support delivery of development at Osney Mead, and to seek delegated authority to enter into legal agreements to support the arrangements.

Cabinet is recommended to:

1. **Note** the proposed revisions to the Housing Infrastructure Fund agreement with Homes England, noting that Cabinet, on 20 January 2021, delegated authority to the Executive Director (Development) in consultation with the Cabinet Member for Planning and Housing Delivery and the Head of Law and Governance, to make any changes necessary to facilitate effective delivery of the funding agreement with Homes England; and
2. **Delegate authority** to the Executive Director (Development), in consultation with the Cabinet Member for Planning and Housing Delivery and the Head of Law and Governance, to enter into legal agreements with:

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- (i) Oxfordshire County Council, to provide them with a proportion of the HIF funding secured by the City Council to enable County to deliver the Oxford Flood Alleviation Scheme enabling works as part of the Kennington Bridge works; and
- (ii) a tripartite agreement with the County Council and the Environment Agency (EA) regarding the delivery of the HIF milestones, monitoring, and clawback arrangements as necessary.

11 West End and Osney Mead Supplementary Planning Document

49 - 156

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

The Acting Head of Planning Services (Planning Policy) has submitted a report asking Cabinet to consider the public comments made on the Draft West End Supplementary Planning Document (SPD), the proposed changes in response, and to consider adoption of the revised SPD and supporting documents.

Cabinet is recommended to:

1. **Adopt** the revised West End and Osney Mead Supplementary Planning Document (SPD), having considered the public comments received on the Draft West End SPD; the Spatial Framework and Design Guide and the proposed changes in response;
2. **Approve** the West End and Osney Mead SPD as a 'material consideration' in determining planning applications on sites in the West End;
3. **Authorise** the Acting Head of Planning Services (Planning Policy), in consultation with the Cabinet Member for Planning and Housing Delivery, to make any necessary editorial corrections to the West End and Osney Mead SPD prior to publication; and
4. **Approve** the revocation of the Oxpens Masterplan SPD and the Oxford Station SPD.

Please note that Appendix 3 – Spatial Framework and Appendix 4 – Design Guide are published as a separate supplement.

12 Gloucester Green Market Re-tender

157 - 166

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

The Executive Director (Development) has submitted a report to seek approval to re-tender a contract for operational management of the outdoor market at Gloucester Green.

Cabinet is recommended to:

1. **Approve** the re-tender of a contract for the operational management of Gloucester Green Outdoor Market;
2. **Authorise** the Executive Director (Development) to finalise the tender documents; and
3. **Delegate authority** to the Executive Director (Development) in consultation with the Deputy Leader (Statutory) – Finance and Asset Management, the Head of Financial Services / S151 Officer and the Head of Law and Governance to finalise terms and enter into a new contract for the operational management of Gloucester Green Outdoor Market.

13 **Corporate Procurement Strategy 2022-2025**

167 - 200

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

The Head of Financial Services has submitted a report to seek approval for a three year Corporate Procurement Strategy for the Council.

Cabinet is recommended to:

1. **Approve** the Corporate Procurement Strategy 2022-2025.

14 **Social Housing Decarbonisation Fund Bid Approval**

201 - 206

Lead Member: Cabinet Member for Housing (Councillor Linda Smith), Cabinet Member for Zero Carbon Oxford and Climate Justice (Councillor Imogen Thomas)

The Head of Corporate Strategy has submitted a report to approve Oxford City Council's submission of a bid to Government under the Social Housing Decarbonisation Fund 2.1 bidding round to seeking funding towards a retrofit programme for around 300 council houses.

Cabinet is recommended to:

1. **Grant approval** for Oxford City Council to submit a funding bid in the Social Housing Decarbonisation Fund (SHDF) 2.1 bidding round

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in November 2022, seeking a Government funding contribution towards a retrofit programme for around 300 council houses;

2. **Delegate authority** to the Head of Corporate Strategy, in consultation with the Cabinet Member for Housing, the Cabinet Member for Zero Carbon Oxford and Climate Justice, and the Head of Housing Services, to finalise the bid document for submission to Government by 18 November 2022;
3. **Recommend to Council** that if the bid is successful it grants approval for the release of up to £6.050 million of HRA capital funding required for match funding under the terms of the SHDF 2.1 scheme in accordance with the estimated spend profile in paragraph 24;
4. **Delegate authority** to the Executive Director (Communities and People) in consultation with the Head of Financial Services/Section 151 Officer to spend the HRA funds together with SHDF 2.1 grant funding for the purposes of the proposed retrofit scheme, including entering into contracts with contractors to deliver the works;
5. **Note** that officers are developing plans for tenants' involvement to help shape the funding bid, to build understanding and support for the application of energy saving measures in tenants' homes, and – if the bid is successful – to work with the appointed contractor to ensure appropriate arrangements are made to support the tenants of those properties involved during the period of works; and
6. **Note** that officers have entered into contracts with consultants with a total value of c£25,000 to develop the bid proposals and complete the associated documentation for submission.

15 Minutes

207 - 212

Recommendation: That Cabinet resolves to **approve** the minutes of the meeting held on 19 October 2022 as a true and accurate record.

16 Dates of Future Meetings

Meetings are scheduled for the following dates:

14 December 2022

25 January 2023

8 February 2023

15 March 2023

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19 April 2023

All meetings start at 6.00pm.

Matters Exempt from Publication

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

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

Part Two – matters exempt from publication

17	Gloucester Green Market Re-tender - Appendix 1	213 - 214
18	Appointment of a Contractor for the Oxpens River Bridge - Appendix 3	215 - 217

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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.

Members Code – Other Registrable Interests

Where a matter arises at a meeting which directly relates to the financial interest or wellbeing** of one of your Other Registrable Interests*** then you must declare an

interest. You must not participate in discussion or voting on the item and you must withdraw from the meeting whilst the matter is discussed.

Members Code – Non Registrable Interests

Where a matter arises at a meeting which **directly relates** to your financial interest or wellbeing (and does not fall under disclosable pecuniary interests), or the financial interest or wellbeing of a relative or close associate, you must declare the interest.

Where a matter arises at a meeting which affects your own financial interest or wellbeing, a financial interest or wellbeing of a relative or close associate or a financial interest or wellbeing of a body included under Other Registrable Interests, then you must declare the interest.

You must not take part in any discussion or vote on the matter and must not remain in the room, if you answer in the affirmative to this test:

“Where a matter affects the financial interest or well-being:

- a. to a greater extent than it affects the financial interests of the majority of inhabitants of the ward affected by the decision and;
- b. a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest You may speak on the matter only if members of the public are also allowed to speak at the meeting.”

Otherwise, you may stay in the room, take part in the discussion and vote.

*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.

** Wellbeing can be described as a condition of contentedness, healthiness and happiness; anything that could be said to affect a person’s quality of life, either positively or negatively, is likely to affect their wellbeing.

*** Other Registrable Interests: a) any unpaid directorships b) any Body of which you are a member or are in a position of general control or management and to which you are nominated or appointed by your authority c) any Body (i) exercising functions of a public nature (ii) directed to charitable purposes or (iii) one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union) of which you are a member or in a position of general control or management.

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 working days 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).

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 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 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: 16 November 2022
Report of: Executive Director (Development)
Title of Report: Award of a Works Contract for the Refurbishment of the Gasworks Pipe Bridge

Summary and recommendations	
Purpose of report:	To seek Cabinet approval for a works contract to refurbish/repair the Gasworks Pipe Bridge situated between Friars Wharf and Baltic Wharf; authority for the Executive Director (Development) to award a contract; and approval of the spend of identified funds for the funding of the contract.
Key decision:	Yes
Cabinet Member:	Councillor Ed Turner, Deputy Leader (Statutory) Finance and Asset Management
Corporate Priority:	Vibrant Sustainable Economy
Policy Framework:	Council Strategy 2020-24

Recommendations: That Cabinet resolves to:	
1.	Grant project approval to award a contract for the refurbishment/repair of the Gasworks Pipe Bridge;
2.	Recommend to Council the approval of a virement of £1.82 million from the existing stock condition budget to fund the works to the Gasworks Pipe bridge, including reimbursement of c£185k feasibility cost incurred to date; and
3.	Delegate authority to the Executive Director (Development), in consultation with the Deputy Leader (Statutory) - Finance and Asset Management and the Head of Financial Services/Section 151 Officer, to award the contract for refurbishment/repair of the Gasworks Pipe Bridge to a successful tenderer following the completion of the competitive and compliant tender process described in this report.

Appendices	
Appendix 1	Risk Register

Introduction and background

1. The Gasworks Pipe Bridge carries a public right of way, a national cycle route and forms a crucial link for communities north and south of the river. Unfortunately, it had to be closed suddenly, causing significant inconvenience, and Oxford City Council has worked hard to get the bridge reopened as soon as possible. The bridge is particularly important for families with young children that live north of the river and need to travel to attend school at St Ebbe's to the south of the river. To enable the reopening of this important crossing point, urgent repairs works will need to be undertaken.
2. A structural assessment on the Gasworks Pipe Bridge identified sections of the bridge as being unsafe through aging or non-compliance to current standards. The most critical aspect highlighted in the assessment related to the truss, including its connections, indicating it has inadequate capacity to carry crowd loading and is at risk of sudden collapse without warning. This resulted in the bridge being closed with immediate effect by both Oxford City Council (the "Council") and Oxfordshire County Council ("County"), with County making the application for the "stopping-up order" under the Highways Act 1980 in respect of the public footpath and cycle-way which runs across it, and the Council physically closing the bridge and said footpath/cycle-way pursuant to said "stopping-up" order when it was granted. County made this application because the public footpath/cycle-way falls within their jurisdiction as local highways authority.
3. To minimise disruption to travel, a diversion route was set up across the Gasworks Railway Bridge. The Council and Oxford Direct Services Limited ("ODS") worked together to ensure the alternative route was safe and clear. In order to enable this, signage was installed and a mirror was installed (in order to maximise visibility through the tunnel under the Gasworks Railway Bridge) and "way-finder" uplighters were installed throughout the route. ODS inspect the route weekly to ensure this signage, mirror and lights are in good condition, and they report any issues that arise.
4. Stantec Inc. ("Stantec") was appointed as the Council's consultant to undertake an options appraisal on the Gasworks Pipe Bridge. Based on the results of the options appraisal, it was decided that the appropriate option was to refurbish/repair the bridge rather than replace it.
5. An Approval in Principle ("AIP") was produced by Stantec on behalf of the Council detailing the design criteria for the permanent works associated with the repair and strengthening of the main span of the existing bridge. The AIP was approved by the Technical Approval Authority ("TAA") at County's offices in August 2022. Please note that County is the TAA in this matter owing to the fact that the Council does not have the technical expertise in-house to be so whereas County does,

Stantec has provided the detailed designs for the repair / refurbishment works of the Gasworks Pipe Bridge (the "Works") and continues to work through the final detailed technical designs, which will require final approval from the TAA.

6. Following the Council's procurement policy, the tender for contractors is being followed. Accordingly, the Council will, by the time this report is considered at Cabinet, have sent out to tender to procure a contractor to undertake the Works.

Programme of works

7. The table below shows programme milestones:

Gasworks Pipe Bridge Timeline	Start	Duration	Finish
Cabinet	16/11/22	1 day	16/11/2022
Contractor appointment	23/01/23	1 Day	23/01/23
Submission of Flood Risk Activity Permit (FRAP)	06/02/23	1 Day	06/02/23
Temporary Works Design	24/01/23	10 weeks	03/04/23
Mobilisation	21/03/23	4 weeks	19/04/23
Partial refurbishment of structure (main span and deck replacement)	20/04/23	12 weeks	14/07/23
Footbridge open to public	14/07/23	1 Day	14/07/23
Full refurbishment of structure (repairs to brick abutments, replacement of bearings, installation of drainage and movement joints, other minor works)	17/07/23	12 weeks	09/10/23

Statutory Authorities

8. The Council and Stantec have liaised with the following relevant statutory authorities:
- (a) The Environment Agency;
 - (b) Oxfordshire County Council; and
 - (c) Oxford City Council Planning Authority

To ensure approvals and licences have been considered, and the following authorities have confirmed the requisite approval to the Works:

- (d) Oxfordshire County Council (i.e. such approval has been effectively given by the procurement of the stopping-up order); and
 - (e) Oxford City Council Planning Authority (i.e. officers have approached Oxford City Council Planning Authority, and they have confirmed that planning approval is not required for the Works).
9. The Council and Stantec have maintained regular communication with the TAA in order to ensure a smooth delivery of the project.
 10. Stantec engaged with the Environment Agency (“EA”) early in the project and officers from the Council and Stantec continue to liaise with the EA regarding licences and technical issues. Note that the EA will be required to provide a Flood Risk Activity Permit (“FRAP”) during or before the commencement of the Works, but the FRAP has not yet been issued.

Stakeholder engagement and Comms

11. Officers have provided updates to key stakeholders on the progress of the refurbishment of the Gasworks Pipe Bridge through regular bulletins and member briefings. Updates to the website and press releases have also been included to inform the general public on progress.

Now the project is moving forward quickly, communications will be provided on a more regular monthly basis.

12. Tender Process

The tender process will follow the Council’s normal procurement process (the “Strategy”) and has benefitted so far from the support of the Council’s procurement team who are satisfied with the proposed tender. The evaluation criteria will be set at 40% price and 60% quality to evaluate the tender responses.

The quality of each of the potential contractors’ respective proposals will be assessed on the extent to which the tenderer will meet the industry standard and perform their obligations under the contract. The Council’s standard 0-5 scoring mechanism will be used when making such assessment.

The estimated costs of the Works is £1.2m. The Public Contract Regulations 2015 works threshold is £5.3 million.

The Works are specialised. To ensure we reach the appropriate contactors therefore, we will conduct an open tender process using the South East Business portal. This was a decision by officers based on advice from the Council’s procurement team and Stantec.

We will use the NEC Option A: Priced contract with activity schedule.

13. Financial implications

The business plan includes a budgetary provision of £1.82 million, which includes contractor costs, internal officer costs and consultancy fees. The estimated contract value for the contractor is circa £1.44 million, and this figure:

(a) includes a 20% contingency for unforeseen costs arising from intrusive works during construction; and

(b) is based on an 18 month contract term.

The work is being funded from the stock condition survey budget of around £3.3 million included over the next 2 years of the capital programme.

The estimate is based on the work below:

Property	Repair Works Summary	Estimated Cost
Gasworks Pipe Bridge Refurbishment	<p>The following provides a list of works to be undertaken by a contractor as part of the repair and strengthening of the Isis Gasworks Footbridge:-</p> <ol style="list-style-type: none"> 1. Undertake material testing to confirm the strength of steel and presence of lead in the protective paint system and validate the assumptions made in the assessment. 2. Remove and dispose of existing concrete deck planks and supporting steel angles (a safe system of work, which may require the use of a pontoon system, shall be used by the contractor to prevent debris falling into the river). 3. Erect temporary access scaffold and encapsulate structure. 4. Remove dilapidated paint system and corrosion through grit blasting or other means deemed appropriate. 5. Undertake an inspection, together with the Permanent Works designer, of the steel structure to determine the extent of corrosion and identify all elements to be repaired and replaced; 6. Repair and/or replace steelwork. 7. Repair or replace the existing bridge parapet. 8. Replace the existing bridge bearings. 9. Repaint the structure. 10. Install new FRP (fibre reinforced polymer) deck panels. 11. Repair brick abutments (removal of vegetation, repair cracks in the brickwork, repointing). 12. Install new lockable access doors at the ends of the structure for access to the room behind the abutments. 	£1,200,000.00
Estimated Total		£1,200,000.00 + Contingency

14. Legal Issues

This report seeks:

- (a) Cabinet approval to the Council's entry into a contract worth circa £1.44 million with a contractor selected from a pool of tenderers. By the time this report is considered at Cabinet the Strategy will have been implemented, but the assessment to decide to whom from the pool of tenderers the contract should be awarded will not be carried out in order until Cabinet grants the approvals sought by this report; and
- (b) Cabinet delegation of authority to the Executive Director for Development, in consultation with the Deputy Leader (Statutory) - Finance and Asset Management and the Head of Financial Services/Section 151 Officer, to award the Gasworks Pipe Bridge contract to a successful tenderer.

There are no legal issues to consider apart from to identify ownership of the Gasworks Pipe Bridge. The Council acquired legal title to the Gasworks Pipe Bridge by virtue of purchasing the site of the former Oxford Gasworks (of which the Gasworks Pipe Bridge forms part) from the old Southern Gas Board for £11,615 on 22nd January 1970. **NB** the land of which the bridge forms part was unregistered when it was acquired by the Council and has remained so for the past 50 plus years, although it is intended that the Council will apply to HM Land Registry for its registration in due course.

15. Level of Risk

Please refer to the risk register at Appendix 1.

16. Equalities impact

There is no known equalities impact regarding the Works or proposed delegation. However, due regard is given to equalities in procurement under the Strategy, which for instance covers issues like the Oxford Living Wage and apprenticeships. Reopening of the bridge will have a beneficial impact by improving accessibility of St Ebbe's school for residents on the other side of the river, including those on low incomes.

17. Carbon and Environmental Considerations

Please note that:

- refurbishing the bridge contributes to supporting active travel in the city, and that encouraging walking and cycling in the city will help the Council to achieve its target of reaching net zero by 2030;
- measures such as encapsulating the bridge to prevent debris or other contaminants entering the river will be put in place to minimise disruption to the environment whilst the Works are being undertaken; and
- refurbishing the existing bridge uses less carbon than building a new one.

Conclusion

18. It is the opinion of the author of this report that there is enough information contained herein in order to enable the Cabinet to grant the approvals and delegation sought.

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Background Papers: None

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Appendix 1 - Risk Register

Gasworks Pipe Bridge Risk Register

As at: 28/09/2022

Ref	Title	Risk description	Risk		Date Raised	Owner	Gross		Current		Target		Comments	Control description	Controls				
			Opp/ threat	Cause			Consequence	I	P	I	P	I			P	Due date	Status	Progress	Action Owner
(NAME OF PROJECT)																			
1.1	Breaching Legislation	Contractor fails to adhere to Health & Safety regulations for example working from heights	Threat	Inadequate employee training or negligence and not providing full risk assessments and method statements	Serious Health and safety risk	Sep-22	JA	3	5	3	5	3	4	Contract Administrator to ensure regular monitoring is undertaken.	There are pass / fail compliance and accreditation questions contained in the tender documentation. Rigorous contract management and monitoring are essential. Contractors must meet competence requirements	Current	Open	50%	JA
1.2	Labour and Material	Possible Labour and material shortages	Opportunity	The construction industry is still recovering from the pandemic which has caused a shortage of construction materials and an increase in material costs. There is also a skills shortage within the industry	delays to the programme	Sep-22	JA	3	3	3	3	2	3	Discussions to be had with contractor asap	Early engagement with manufacturers and contractors to identify shortages so that appropriate lead times and resources can be established.	Current	Open	50%	JA
1.3	Programme	Programme of works falling behind schedule	Opportunity	Inclement weather conditions leading to delay of works, supply of materials to complete works.	delays to the programme	Sep-22	JA	3	3	3	3	2	3	Discussions to be had with contractor asap	Ensuring the contractor request extension of time and there is a correct procedure.	Current	Open	50%	JA
1.4	Licences/Permits	Delays in obtaining licences and work permits	Opportunity	Possible delays with the FRAP from the EA due to lack of resource.	delays to the programme	Sep-22	JA	3	3	3	3	2	3	OCC and Stantec to continue to liaise with the EA	Continue to liaise with the EA regularly so ensure FRAP stays on track	Current	Open	50%	JA
1.5	Budget	Increased material prices	Opportunity	The pandemic has caused a hike in material costs	Increased project cost	Sep-22	JA	3	3	3	3	2	3	Discuss options with the contractor	Look into alternative materials and value engineering options	Current	Closed	50%	JA
1.6	Budget	Increased construction costs	Opportunity	Possible costs identified during construction	Increased project cost	Sep-22	JA	3	3	3	3	2	3	Contractor to keep Oxford City Council informed on any increased cost	There is a healthy contingency in the budget to accommodate construction cost increases	Current	Closed	50%	JA
Current Risk Score																			

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To: Cabinet
Date: 16 November 2022
Report of: Executive Director (Development)
Title of Report: Appointment of a Contractor for the Oxpens River Bridge

Summary and recommendations	
Purpose of report:	<p>To seek approval to enter into a legal agreement with the Oxfordshire County Council to enable the completion of the Oxpens River Bridge, as set out within the Oxfordshire Housing and Growth Deal.</p> <p>To fund and enter into a construction contract to build the Oxpens River bridge, subject to agreement with Oxfordshire County Council.</p> <p>To enter into an agreement with OxWED (which owns some of the land on which the bridge will be situated) to facilitate the construction of the bridge.</p>
Key decision:	Yes
Cabinet Member:	Councillor Alex Hollingsworth, Cabinet Member for Planning and Housing Delivery
Corporate Priority:	Enable an inclusive economy; Deliver more, affordable housing; Support thriving communities; and Pursue a zero carbon Oxford.
Policy Framework:	Oxford Local Plan 2036

Recommendations: That Cabinet resolves to:	
1.	Delegate authority to the Executive Director (Development), in consultation with the Head of Financial Services/Section 151 Officer, the Head of Law and Governance and the Cabinet Member for Planning and Housing Delivery, to agree and enter into contractual terms with Oxfordshire County Council for £2.8 million of additional funding from the Oxfordshire Housing and Growth Deal Funds (OHGDF) and an amended collaboration agreement to cover revised project delivery arrangements, including fees and programme;
2.	Recommend to Council the establishment of an additional capital budget of £2.8 million in 2022/23 & 2023/24 funded from additional growth bid monies;
3.	Delegate authority to the Executive Director (Development), in consultation with the Head of Financial Services/Section 151 Officer, the Head of Law and

Governance and the Cabinet Member for Planning and Housing Delivery, to enter into contractual terms with a contractor for the pre-contract stages of the Oxpens River Bridge by signing a project order for providing detailed design, programme, and 100% market tested estimate for the bridge subject to the Council's normal procurement procedures;

4. **Delegate authority** to the Executive Director (Development), in consultation with the Head of Financial Services/Section 151 Officer, the Head of Law and Governance and the Cabinet Member for Planning and Housing Delivery, to agree and enter into contractual terms with a contractor by signing a delivery agreement to build the bridge and carry out associated works subject to the project being deliverable within the funding available and compliant with the Council's normal procurement procedures;
5. **Delegate authority** to the Executive Director (Communities and People), in consultation with the Cabinet Member for Planning and Housing Delivery, the Head of Law and Governance, the Head of Financial Services/S151 Officer and the Head of Corporate Property to enter into a legally binding agreement(s) with OxWED to enable the bridge to be constructed from their land and over land to the rear of the ice rink and to undertake enabling works if appropriate to facilitate the delivery of the bridge.

Appendices

Appendix 1	Risk Register
Appendix 2	Initial Equalities Impact Assessment
Appendix 3	Commercial Case (Confidential)

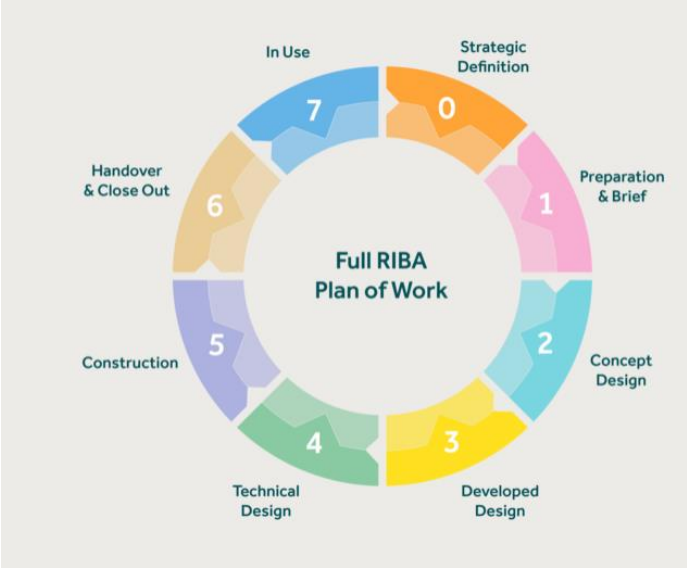
Introduction and background

1. The Oxfordshire Growth Deal ("the Growth Deal") has been agreed between HM Government, Oxfordshire local authorities and the Oxfordshire Local Enterprise Partnership (OxLEP). Through the Growth Deal, Oxfordshire partners have committed to delivering a plan for the delivery of 100,000 new homes to 2031. In turn, HM Government has committed to provide Oxfordshire with up to £215m funding, of which £150m is for infrastructure over a five-year period to March 2023.
2. Oxfordshire County Council will need to take a cabinet decision on 18th October 2022, before our cabinet decision, which will be subject to the county receiving the final £30m from Homes England. Therefore, this report is written on the basis that this is getting the delegation in place to enable us to move forward, if funding is formally agreed.
3. Oxfordshire County Council is the lead body for infrastructure delivery in support of the Growth Deal, and entered into a collaboration (funding) agreement with the City Council in March 2020 to pass funds to the City Council to deliver the pedestrian and cycle bridge between Oxpens and Grandpont.

- 4. The Growth Deal allocation was made because the bridge is a key policy requirement to unlock the growth potential of the Osney Mead site allocation (SP2), which sits in the West End Area of Change within the Council’s adopted Local Plan. As such, based on the collaboration agreement with Oxfordshire County Council, and the rationale for the allocation of Growth Deal funds, the grant cannot be used to deliver other work to bridges or infrastructure elsewhere in the city.
- 5. In March 2020, Cabinet agreed to accept the funding (£5.9m). Drawdown of the funding is currently set out in the collaboration agreement as being in two parts: (1) Design Funding - £300k and (2) Post Design funding – the remaining £5.6m. Funding draw down at each stage is dependent on satisfying a set of pre-conditions set out in the collaboration agreement. To date, and in line with the collaboration agreement, we have spent nearly £300k, which has been used to develop design work progress. Under the terms of the updated collaboration agreement, the completion date for the bridge is 31 December 2023. Due to delays on Future Oxfordshire Partnership funding, we are seeking a variation to the agreement to enable an extension to this date to 30 June 2024, or as otherwise agreed with the Oxfordshire County Council, and for further design funding for the next stage of the works.

Progress on scheme

- 6. The RIBA Plan of Work organises the process of briefing, designing, constructing and operating building projects into eight stages and explains the stage outcomes, core tasks and information exchanges required at each stage. These are illustrated in the image below.



RIBA stages for Large Projects

- 7. Following a competitive procurement process Stantec, working with Knight Architects, have been appointed to undertake the design. A programme was initially produced to enable delivery by March 2023 at RIBA stage 2. This was extended, primarily due to funding issues, to December 2023. As we have progressed the design it transpires that this delivery timetable now needs to be extended to June 2024. The Cabinet agreed to additional spend from the Bridge budget to progress

design work to enable a planning application to be made (Cabinet of March 2022). This additional spend was agreed with Oxfordshire County Council.

8. The bridge design has now completed RIBA stage 3. At this stage options have been developed and an updated cost report produced. We have submitted a planning application and determination expected on in January or February 2023. This will include a statement of public involvement following the public consultation, completed on 13 September 2022. The further design work has highlighted an increased cost, mainly due to inflation issues related to the Ukraine conflict. This considered further below. Consideration is also being given to the options of completing RIBA 4 detailed design stage directly or procuring on a “Design & Build” basis to include the RIBA 4 detailed design stage.
9. Through ongoing discussions with Procurement and Legal, we have determined the optimum route in terms of programme, value for money and risk is to use the Design & Build route allowing valuable Early Contractor Involvement (ECI). This will provide much needed advice on cost and programme in a volatile market, in terms of inflation. This is particularly useful in a project like this where the steel for bridge forms a major part, over 30%, of the contract and ECI allows early discussion with the steel fabricators to detail steel connections etc., tweak the design to be more fabricator friendly, and hence make cost savings and gain valuable insights about optimum steel connections, temporary works, delivery etc..
10. We have determined that use of the SCAPE framework would be the most advantageous in terms of shortening the programme, while still obtaining best value. The SCAPE Framework service is a well-established national framework for local authorities which has successfully delivered over 4,000 completed projects totalling in excess of £14bn. As part of the SCAPE Framework service, Balfour Beatty are the single source contractor. This has been tested by our Head of Procurement to ensure we are still achieving value for money. Balfour Beatty have undertaken a, free of charge, feasibility process in advance, and without committing the Council to a contract with them. This has shown the scheme is deliverable and laid out early stage cost estimates and programme. It lays out a 2 stage process to appoint Balfour Beatty for Stage 1, the Pre-construction contract to undertake the remaining detailed design process, undertake strategic supply chain negotiations, engage social value partners, carry out site investigation and enabling works, undertake value engineering workshops and risk validation to come up with a tender report that will produce an implementation plan that will give certainty to cost and programme, if appointed to Stage 2, the construction stage.
11. Delegation is sought to enable a pre-construction services agreement and contract. Then, if this delivers an acceptable programme and a cost that is within the agreed budget, a Stage 2 construction contract to be entered into with Balfour Beatty through the SCAPE Framework.
12. It is noted that if we proceed along the Design & Build (D&B) contract route, through the SCAPE or any other contract procurement framework, all or some of the RIBA Stage 4 design would then be undertaken by the contractor; albeit it could still be through the same Stantec design team, novated across. The use of a D&B contract, as compared to a more traditional contract route where we fully design the scheme and then go to tender, is intended to have a shorter programme and more efficient design process; the intention being to utilise the skilled contractors knowledge in the design process.

Bridge Design & Costs

13. The bridge alignment was fixed at RIBA stage 2 following extensive negotiation with Oxfordshire County Council, planning and key stakeholders. RIBA stage 3 has developed the design to a stage where we could consult the public and key stakeholders. We have undertaken many discussions with Oxford West End Developments (OxWED), the City Council's Joint Venture with Nuffield College. This is because the bridge is likely to require its land and approval, and it will also need to relate to their proposed redevelopment proposals.
14. OxWED have requested that we consider undertaking some of their enabling works as part of our works on the bridge contract. This would be beneficial as it would make the works less disruptive to road users and local residents as a large amount of spoil material needs to be moved from the Meadows to the OxWED site. If this material is moved before the bridge is built, it can be transported across land we both control without the need for vehicles to access Oxpens Road. This will have financial and environmental benefits for all. We are also discussing the use of OxWED land for our compound, crane site and for some material access. The Property and Legal teams are reviewing this on our behalf so we can agree the form of agreements between parties. In terms of planning strategy, in our joint discussions, we are relatively aligned in making our initial applications. OxWED have separated out their initial application into 2, (i) enabling works and (ii) outline for the whole site. This then allows the planning applications for the bridge and the enabling works to be considered in the same time frame for compatibility, whilst still standing alone as separate applications.
15. The City Council have been working on two related and adjacent schemes, the proposed Oxpens River Bridge & Osney Pathworks. Reaching RIBA stage 2 on both schemes showed that there were funding gaps for each scheme both individually and together. As the bridge links to the pathworks, it is proposed to complete a first phase of the pathworks project, from the new Oxpens bridge to the railway bridge, with the currently available HIF funding. This is within the scope of the funding agreement and will create a new path alignment between the new Oxpens bridge and the existing railway bridge, removing the very steep section with a better, wider path at a gradient compliant with national standards for cycle routes. It is likely that the remainder of the pathworks project will be completed at a later date when the funding associated with the proposed housing at Osney Mead becomes available.

Programme

16. Milestones

- Enter into Pre-construction Services Delivery Agreement with Balfour Beatty
- 29 November 2022
- Planning determination - January 2023
- Technical approvals - January - June 2023
- Finalise RIBA Stage 4 design, programme and costs - July 2023
- Enter contract to build bridge - July 2023

- Complete bridge

- May 2024

17. In April 2022 we made a written request to Oxfordshire County Council to extend the original completion date of March 2023 to December 2023; this was accepted and reported to EOG. The previous programme enabled the delivery of the bridge by the revised collaboration agreement deadline by December 2023, however, this programme now requires further amendment due to the uncertainty of the delivery funding being in place.
18. The City Council will not get planning permission for the Oxpens River Bridge until January/February 2023. This is 3 months behind our programme due to clarity over closing the previously identified funding gap. We will need to make a written request to Oxfordshire County Council for a programme extension. Balfour Beatty have updated the programme, as part of the feasibility study, it shows the Pre-Construction contract starting on 29th November and completing 24 July 2023. Key dates on the critical path have been provided and these revolve around the Environment Agency approvals, steel design, fabrication and delivery of the bridge.
19. If the Council proceed with the appointment of Balfour Beatty via the SCAPE framework, the Pre-construction Services Delivery Agreement with Balfour Beatty needs to be signed to allow a fixed price and accurate programme to present to the City Council. This process will take 6 -7 months.
20. If the price and programme are acceptable to all parties, a fixed price contract can be entered into to build the bridge. Completion would be scheduled for 1 year later.
21. We currently anticipate the completion date of the contract and construction to be end of July 2024.

Financial implications

22. £6m was put in place through the Growth Deal Funds (subject to Growth Deal change control agreement) for the Oxpens River Bridge - £5.9m of which forms the amount agreed in the 2020 collaboration agreement between the City and County Councils – the remaining £100k being retained by Oxfordshire County Council to cover Oxfordshire County Council staffing costs associated with the project.
23. In agreeing to take on the funds, responsibility for delivering the design to RIBA Stage 4 sits with the City Council, but with ongoing input from Oxfordshire County Council as part of the project team and funding partner.
24. The latest combined construction costs of the bridge and phase 1 pathworks is anticipated to be £10.2m. This includes design and construction contingencies.
25. The Future Oxfordshire Partnership has now agreed in principle to supplement the original grant of £5.9m, subject to the funding being available and agreement of Oxfordshire County Council Cabinet, by an additional £2.8m to cover the funding gap. This takes account of using £1.5m of HIF funded grant for the pathworks element described in paragraph 15. This additional £2.8m was requested based on the mid RIBA 3 cost estimate that were undertaken by cost consultants Gardener & Theobald for the City Council. Since then the design has progressed and Balfour Beatty have undertaken a more detailed cost estimate of the scheme and have indicated an increased cost of delivery of £10.2m. A process of value engineering

and challenging the costs will now take place to enable the bridge to be delivered within the budget available.

26. The contractual terms entered into will protect the City Council from any financial exposure should the project not then move forward. This will be achieved by ensuring that any incurred or committed expenditure to that point cannot be clawed back by Oxfordshire County Council. The project will not proceed to construction if there is not sufficient certainty over the funding. The trigger point for this will be after the Pre-construction contract when Balfour Beatty provide us with a fixed fee to complete the works. In order to reduce this risk, the City and County Councils have instigated a project management team to oversee the project. A shared gateway process and joint sign off procedure on spending drawdown has been implemented.
27. In the light of the remaining funding gap a request for £2.8m further Growth Deal funding was made. The additional funding has been agreed through the Future Oxfordshire Partnership, and was formally considered by Oxfordshire County Council Cabinet on 18 October 2022, but is also subject to Oxfordshire County Council receiving the remaining tranche of Growth Deal funding from central Government. An update on the position of the Growth Deal funding will be reported verbally at the Cabinet meeting.
28. It is also worth noting that the Growth Deal funds are designed, where practicable, as revolving funds that can be, in full or in part, replaced at the stage when development partners are required to make Community Infrastructure Levy Payments or enter into S106 planning obligation agreements.

Legal issues

29. Oxfordshire County Council is the accountable body for receipt of Growth Deal infrastructure funding from the Government. In order to meet the timescales of this original collaboration agreement, Oxfordshire County Council sought for the City Council to deliver the project. In accepting such funding from Oxfordshire County Council, the City Council has sought to ensure that the conditions upon which the funding was provided are met, in full, to ensure that there is no risk of claw back by Oxfordshire County Council. Where it is not possible to eliminate all risk of clawback, the collaboration agreement states the terms on which funds may need to be returned. These details are set out in the collaboration agreement between the County and City Councils.
30. City Council Officers will negotiate with Oxfordshire County Council to ensure that the principles underpinning the amended contractual arrangement between Oxford City Council and Oxfordshire County Council will be flexible enough to allow for any changes to programmed activity. This is in recognition that the project is at RIBA Stage 3, and that changes may arise from a greater understanding of project constraints and costings developed through design stages remaining. Therefore, the milestones, timings and outputs the City Council is obliged to meet will need to allow for change in timings and approach.
31. The proposal is to agree a variation to the current legal agreement, to enable the realisation of the additional funds.
32. Good liaison has taken place throughout the project with legal attending the project board meetings.

33. OXWED have requested that we consider undertaking some of their enabling works as part of our works on the bridge contract as shown in Paragraph 9 above. The Property and Legal teams are reviewing this, so we can agree the form of contract. It looks likely that we will add the works to the Bridge contract, through the SCAPE framework, and then need to claim the monies back from OXWED. The details of this payment arrangement and claim process will need to be clearly documented in an agreement between the Council and OXWED.
34. A legal agreement is required with OXWED to build part of the ramp structure on a small part of land owned by OXWED, just behind the ice rink. Further information is in confidential Appendix 3.

Level of risk

35. Risk Register attached as Appendix 1.
36. There is a risk that more detailed design and feasibility work reveals new constraints or requirements that alter timescales or costings. The impact of this will be assessed as part of the gateway process set out within the collaboration agreement and also through the City Council's own staged gateway process for managing its capital programme through to delivery. This risk reduces as the design progresses due to the increased awareness and information accumulated.
37. Should it not be possible to meet, or agree, gateway conditions set out in the collaboration agreement, there are contractual terms to protect the City Council from any financial exposure, should the project not then move forward. As highlighted above, this will be achieved by ensuring that the City Council comply with any necessary pre-conditions and terms of the collaboration agreement so that any incurred or committed expenditure to that point cannot be clawed back by Oxfordshire County Council.

Equalities impact

38. The Equality Act 2010 Section 149 places a duty on public authorities to have regard to the need to eliminate discrimination, harassment, victimisation, advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
39. Equalities Impact Assessment exists to ensure no discrimination, direct or indirect exists within the project planning and structure. It also exists to ensure that appropriate funding uplifts are included where additional works may be needed to ensure equity of service.
40. An "Initial Equalities Impact Assessment screening form" was undertaken in July 2022 and is attached as appendix 2. This is being used to shape the design of the infrastructure. The bridge design will be compliant with Local Transport Note 1/20 to ensure accessibility for all. Detailed design of the bridge will also be subject to separate technical approval processes to ensure compliance with current standards.

41. Detailed design of the infrastructure will also be subject to separate approval processes and has been, and will continue to, consider equalities impacts in the development of all the major works proposals.

Carbon and Environmental Considerations

42. During the early design stages, the design team were committed to addressing the Climate and Biodiversity Emergency in all design. The greatest opportunity to reduce carbon happens at the early stages of design, when the “build less” principle was the focus. The selection of the alignment of the bridge has been selected to create as direct route as possible between Osney Mead via Grandpont and the City Centre. By minimising the length of the route it reduces the materials needed which helps reduce the carbon impact of the scheme.

43. Ensuring the design provides a positive user experience will also contribute to the sustainability of the project. The pedestrian/cycle only bridge itself will encourage modal shift, encouraging more journeys to be undertaken by cycling and walking thereby reducing car journeys. This promotes active travel and reduces vehicle use.

44. Alternative designs and construction materials were considered to minimise embodied carbon. After considering a number of options for construction materials, and how they addressed acceptance by the adopting authority (Oxfordshire County Council), maintenance, longevity, placemaking requirements and visual bulk & identity. Some of the other constraints were the need to provide vertical river clearance for watercraft and headroom for cyclists on both towpaths, whilst limiting span lengths and delivering shallow tie-in gradients to existing ground levels that provide access for maintenance.

45. When assessing timber bridge options, the navigation clearance was compromised by the depth of construction, the durability and design life, likely requiring two bridges in the life of the steel bridge proposed with the associated disruption and additional carbon and capital costs. The adopting authority, Oxfordshire County Council also stressed the requirements to meet the Adoption standards and approvals would not be achieved by a timber structure. The combination of these constraints leads us to the bridge material section of steel with steel/concrete abutments to provide durability of the structure, facilitate easy maintenance over the river and to meet the adoption requirements.

46. The scheme is being designed to ensure at least a 5% Biodiversity net gain.

47. This complies with our aims to meet net zero by 2030 by supporting active travel.

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Background Papers:

1. Report to Cabinet 11 March 2020 – [Allocation of Growth Deal Funding to Oxford City Council](#)
2. Report to Cabinet 16 March 2022 – [Oxpens River Bridge Design](#)

Appendix 1 : 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
33 Delivery Timescales	The Growth Deal funding agreement originally required delivery by March 2023.	Threat	Contracted end date in agreement	Unspent funding could be retrieved by Growth Board	March 2020	SW	4	2	4	2	4	2	Written request made to County in April 2022 to vary the "Completion date" from 31 March 2023 to 31 December 2023. This now needs updating to May 2024, subject to final confirmation from BB.	Seek amendment of collaboration agreement once overall county GD funding confirmed as secure.	Mar 23	ongoing	90	SW
Funding	Latest costings for the bridge have indicated a funding gap that needs to be addressed.	Threat	Money allocated by Growth board appears not to be sufficient based on RIBA stage 2 report	If total funding is not enough to cover tender sum then not possible to award contract	March 2020	SW	2	4	2	4	2	4	Discussions are agreed in principle re funding gap with additional County GD funding & HIF funding of pathworks scheme within project.	Appointment of BB at Pre-contract stage will provide a fixed price for construction phase.	Nov 22	ongoing	85	SW

Funding	County Council GD funding may be removed by central government leading to individual schemes being removed.	Threat	Central government allocation of funds.	County might not be in a position to provide additional funding agreed. Therefore project could not proceed and remaining monies need to be returned.	August 2022	CP	5	3	5	3	5	3	Discussions are ongoing. Next County Cabinet report is 18 October 2022.	Ongoing liaison.	Nov 22	ongoing	90	CP
Cost inflation	There has been a significant increase in material prices since the project was last costed.	Threat	Pandemic, Ukraine invasion, leading to scarcity of materials, & inflation	Increase in funding gap. Possible delay until funding issues resolved.	March 2020	SW	3	3	3	3	3	3	It is hoped there will be more price stability, and availability, of materials as pandemic recedes.	Careful selection of materials	Mar 23	ongoing	20	SW
Landowner agreement	The North Landing includes land on the Oxpens site that is not in the Council's ownership.	Threat	Optimum route alignment	Agreement in principle reached with OxWED. Agreement to finalised.	March 2020	SW	2	2	1	1	1	1	Agreed in principle, need finalising.	Legal agreement	Nov 22	ongoing	95	SW
Technical constraints	The northern & southern landing points of the bridge have ecological constraints to be addressed.	Threat	Bridge in current rural location with many trees.	Environmental nett gain desired and required by planning	March 2020	SW	2	3	2	3	2	3	Consultant appointed and trees and ecology surveyed	Design taking account of high quality trees and ecological effects. May require some offset requirement in locality.	Mar 23	ongoing	85	SW

Technical constraints	The southern landing points of the bridge are within the floodplain. Agreeing scope of compensation works with Environment Agency (EA)	Threat	Level differences; Some of site in Flood plain. Any loss of flood plain as part of construction works needs to be compensated and agreed with EA.	EA could refuse to advise LPA that scheme is agreed and LPA withholds planning permission.	March 2020	SW	3	3	3	3	3	3	Stantec have been constantly trying to engage EA, however, under resourcing of EA has caused severe delays. This is complicated by needing to clarify the relationship with OXWED and associated interdependencies depending on timings of each project.	Design out problems. Continue to apply EA to respond, using other levers. Also, discuss scheme with LLFA so LPA can refer to independent body to confirm technical solutions.	Mar 23	ongoing	80	SW
Technical constraints	The southern landing points of the bridge may be onto contaminated land.	Threat	Former gas works	delay and potential increase costs	March 2020	SW	3	5	2	3	2	3	SI undertaken in Feb 2022. Contam zone defined and design amended accordingly to avoid.	Use SI for design solutions.	Mar 23	ongoing	95	SW
Stakeholder Engagement	There is a group of locals who object to principles of scheme.	Threat	Bridge is proposed in an undeveloped area of trees and natural habitat; so potential effects on the environment.	Objections to scheme at planning stage.	March 2021	SW	2	3	2	3	2	3	Landscaping proposals prepared to ensure Biodiversity net gain of greater than 5% along with tree canopy calculations and subsequent landscape design.	Landscape design and possible use of offsetting in local area.	Dec 22	ongoing	95	SW

Technical approvals	Risk in securing Technical approvals from Oxfordshire CC and EA	Threat	Communication with EA has been challenging throughout this project and also on other schemes. County approval has also been time consuming on other projects	delay and potential increase costs	March 2022	SW	2	4	2	4	2	4	This has been on radar from the start and liaison has been focused on achieving goals.	All parties to use their contacts to secure early EA engagement.. Ongoing liaison with County going well.	June 2023	ongoing	35	SW	
36	Coordination with proposed development on adjacent site to the west.	Risk in ensuring the OxWED enabling works and bridge works can be delivered simultaneously	Threat	Request to combine to increase efficiency of OXWED enabling works and reduce risk to damage to bridge after erection if works undertaken around bridge structure.	Delay in planning approvals.	March 2023	SW	3	3	3	3	3	3	Good coordination between design teams for two projects.	Use of Prior & Partners for both schemes	Oct 22	ongoing	80	SW
Planning	Unable to achieve planning permission in a timely manner due to design issues or lack of clarity relating to relationship with Oxpens site.	Threat	Lack of detail required by planning dept. at submission and/or Lack of clarity relating to Oxpens site	Programme delay	June 2022	SW	3	2	3	2	3	2	Pre-app discussions went well and ongoing discussions with Oxpens design team ongoing	Strong liaison with planners and Oxpens team	Oct 22	ongoing	95	SW	

Appendix 2

Initial Equalities Impact Assessment screening form

Prior to making the decision, the Council's decision makers considered the following: guide to decision making under the Equality Act 2010:

*The Council is a public authority. All public authorities when exercising public functions are caught by the Equality Act 2010 which became law in December 2011. In making any decisions and proposals, the Council - specifically members and officers - are required to have **due regard** to the 9 protected characteristics defined under the Act. These protected characteristics are: **age, disability, race, gender reassignment, pregnancy and maternity, religion or belief, sex, sexual orientation and marriage & civil partnership***

The decision maker(s) must specifically consider those protected by the above characteristics:

- (a) To seek to ensure equality of treatment towards service users and employees;*
- (b) To identify the potential impact of the proposal or decision upon them.*

The Council will also ask that officers specifically consider whether:

- (A) The policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults*
- (B) The proposed policy / service is likely to have any significant impact on mental wellbeing / community resilience (staff or residents)*

If the Council fails to give 'due regard', the Council is likely to face a Court challenge. This will either be through a judicial review of its decision making, the decision may be quashed and/or returned for it to have to be made again, which can be costly and time-consuming diversion for the Council. When considering 'due regard', decision makers must consider the following principles:

- 1. **The decision maker is responsible for identifying whether there is an issue and discharging it.** The threshold for one of the duties to be triggered is low and will be triggered where there is any issue which needs at least to be addressed.*
- 2. **The duties arise before the decision or proposal is made, and not after and are ongoing.** They require **advance** consideration by the policy decision maker with conscientiousness, rigour and an open mind. The duty is similar to an open consultation process.*
- 3. The decision maker must be **aware of the needs of the duty.***
- 4. The **impact of the proposal or decision must be properly understood first.** The amount of regard due will depend on the individual circumstances of each case. The greater the potential impact, the greater the regard.*
- 5. **Get your facts straight first!** There will be no due regard at all if the decision maker or those advising it make a fundamental error of fact (e.g. because of failing to properly inform yourself about the impact of a particular decision).*
- 6. What does 'due regard' entail?
 - a. **Collection and consideration of data and information;***
 - b. **Ensuring data is sufficient to assess the decision/any potential discrimination/ensure equality of opportunity;***
 - c. **Proper appreciation of the extent, nature and duration of the proposal or decision.****

7. **Responsibility** for discharging can't be delegated or sub-contracted (although an equality impact assessment ("EIA") can be undertaken by officers, decision makers must be sufficiently aware of the outcome).
 8. **Document the process** of having due regard! Keep records and make it transparent! If in any doubt carry out an equality impact assessment ("EIA"), to test whether a policy will impact differentially or not. Evidentially an EIA will be the best way of defending a legal challenge. See hyperlink for the questions you should consider <http://occweb/files/seealsodocs/93561/Equalities%20-%20Initial%20Equality%20Impact%20Assessment%20screening%20template.doc>
1. Within the aims and objectives of the policy or strategy which group (s) of people has been identified as being potentially disadvantaged by your proposals? What are the equality impacts?

Disabled users with physical needs and visually impaired users.

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

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

All parts of the proposed route will be designed to be compliant with current design standards in terms of gradient and alignment.

The design stage is at RIBA 3 and public consultation is underway. It is intended to progress the design after consultation and proceed to make the planning submission in Autumn 2022.

The Project Manager will be Steve Weitzel overseeing the design team.

3. Please provide details of whom you will consult on the proposed changes and if you do not plan to consult, please provide the rationale behind that decision.

Please note that you are required to involve disabled people in decisions that impact on them

Feedback from key stakeholders, such as Cyclox and members of the public during public consultation, has been received and acted on. We intend to continue to liaise with them as the design progresses.

We will also interact with the Inclusive Transport and Movement group & Equalities Officer at the appropriate milestones.

4. Can the adverse impacts you identified during the initial screening be justified without making any adjustments to the existing or new policy, strategy, procedure, project or service?

Please set out the basis on which you justify making no adjustments

No adverse impacts are intended as the design of the route will remove existing steep paths. It is also intended to provide lighting to the route and ensure the design incorporates clear contrasts to allow visually impaired users to identify the correct route and remain safe.

The route also provides improved options for accessing more locations by cycle, wheelchair and by foot. The route will also be accessible to mobility scooters.

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

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

The impact of the changes will be monitored as part of our routine monitoring and governance arrangements.

Lead officer responsible for signing off the EqIA: Steve Weitzel

Role: Leisure and Regeneration Manager

Date: 20/07/2022

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To: Cabinet

Date: 16 November 2022

Report of: Executive Director (Development)

Title of Report: Implementation of the Housing Infrastructure Funding (HIF) agreement for Osney Mead public realm works and the Oxford Flood Alleviation Scheme (OFAS)-revised implementation arrangements

Summary and recommendations	
Purpose of report:	This report provides an update on the use of Housing Infrastructure Funding (HIF) to support delivery of development at Osney Mead, through the delivery of path works and contribution towards the Oxford Flood Alleviation Scheme (OFAS). The report asks Cabinet to note the revised implementation arrangements and agree to enter into legal agreements to support these.
Key decision:	Yes
Cabinet Member:	Councillor Alex Hollingsworth, Cabinet Member for Planning and Housing Delivery
Corporate Priority:	Pursuing a zero carbon Oxford Deliver more, affordable housing
Policy Framework:	Oxford Local Plan 2036
Recommendations: That Cabinet resolves to:	
<ol style="list-style-type: none"> 1. Note the proposed revisions to the Housing Infrastructure Fund agreement with Homes England, noting that Cabinet, on 20 January 2021, delegated authority to the Executive Director (Development) in consultation with the Cabinet Member for Planning and Housing Delivery and the Head of Law and Governance, to make any changes necessary to facilitate effective delivery of the funding agreement with Homes England; and 2. Delegate authority to the Executive Director (Development), in consultation with the Cabinet Member for Planning and Housing Delivery and the Head of Law and Governance, to enter into legal agreements with: <ol style="list-style-type: none"> (i) Oxfordshire County Council, to provide them with a proportion of the HIF funding secured by the City Council to enable County to deliver the Oxford Flood Alleviation Scheme enabling works as part of the Kennington Bridge works; and 	

- (ii) a tripartite agreement with the County Council and the Environment Agency (EA) regarding the delivery of the HIF milestones, monitoring, and clawback arrangements as necessary.

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 HIF programme is being administered for the Government by Homes England. In November 2019, Cabinet gave approval for the Council to enter into a funding agreement with Homes England for £6.09m to support the delivery of development at Osney Mead.
2. A report on the implementation of the HIF was considered by Cabinet in January 2021. Since that report there has been further work to implement the proposals and this report provides an update and seeks approval for the revised legal agreements required with the County Council and the Environment Agency (EA).
3. The funding bid was called the “Osney Mead Innovation Quarter” (OMIQ), the programme is known as Osney Mead HIF. The funding is to be used for the purpose of contributing to the Oxford Flood Alleviation Scheme (OFAS), and walking and cycling improvements. The agreement is one of three HIF funding agreements (OMIQ, Blackbird Leys & Oxford North) the City Council has in place with Homes England.
4. A summary of the proposed interventions to be funded, in part, or fully is set out below:
 - a. **£4.35m contribution to OFAS.** This is to be used to fund part of the Kennington Bridge OFAS related works. The proposal is that the HIF funds will be claimed by the City Council and then paid by the City Council to the County Council to undertake the Kennington Bridge Works (‘the OFAS Bridge Works’) which will facilitate the OFAS scheme, and that the County Council will, upon completion of the Bridge Works, make a payment of the same amount to the EA.
 - b. **£1.74m for the public realm improvements for walking and cycling.** The original proposal was to fund improvements to the path alongside the Thames between Osney Mead and Grandpont nature reserve. These works will complement the Local Growth Fund funded path works through Osney Mead itself that have been delivered by the University, and the proposed Oxpens River Bridge which is to be funded through the Oxfordshire Growth Deal. Initial work has identified that there is not sufficient funding to improve the whole route between Osney Mead and Grandpont Nature Park. Therefore it is proposed that the Funding be used to improve the connections from the proposed new bridge through Grandpont Nature Park as far as the existing rail bridge.

5. OFAS, the proposed improvements to the path alongside the Thames, and the proposed Oxpens Bridge, support future development at Osney Mead on land allocated in the Local Plan.
6. The EA have advised that the HIF is the last element of funding required to be secured for OFAS. The HIF was awarded in the light of the marginal viability for residential accommodation at Osney Mead and therefore it is important that the funding is secured to support the measures that facilitate the development.

Summary of what was agreed at 21 January 2021 Cabinet

7. Cabinet agreed to 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:
 - (i) 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;
 - (ii) 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;
 - (iii) 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;
 - (iv) Enter into a legal agreement with the University of Oxford, if necessary, regarding the delivery of the residential development identified in the HIF agreement;
 - (v) 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
 - (vi) 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.

Revised Implementation Arrangements

Deed of Variation with Homes England

8. The Cabinet report dated 20 January 2021 set out the reasons for the delays to the OFAS scheme as a result of the need for the Kennington Bridge Works. The report sought approval of a revised funding agreement with Homes England to extend the period for draw down of the HIF funding. A Draft Deed of Variation has now been received from Homes England and an extension of the funding period to March 2024 has now been sought and will be secured through the Deed of Variation. This is the latest date the funding can be drawn down from Homes England.

Agreement between Oxford City Council, Oxford County Council and EA

9. The Council had intended to grant part of the HIF Grant to the EA (see paragraph 7 bullet point 3) for the purposes of the Oxford Flood Alleviation Scheme, but with the Oxford Flood Alleviation Scheme delayed, and the EA not yet in a position to commence the Oxford Flood Alleviation Scheme, this is not possible within the timeframes.
10. Discussions and negotiations have therefore taken place with Homes England, Oxfordshire County Council and the EA to instead enable the HIF funding to be drawn down by the City Council and passed to the County Council to be used for the enabling works associated with the Kennington Bridge Works, which are necessary for the delivery of the OFAS scheme. It has been established that a funding agreement between the City Council and County Council is required, to pass on relevant requirements from the Homes England agreement with the City Council. A tripartite agreement with the County and EA is also required which sets out which of the HIF milestones each party is responsible for delivering in order to facilitate housing development at Osney Mead. This report seeks approval for further delegation to enter into these legal agreements.

Agreement with Oxford University (OU)

11. In addition to the revisions included in the Deed of Variation and the tripartite agreement to remove the risk of claw back of the funding from the City Council, an agreement is also required with OU. This will cover the collaboration on meeting the HIF milestones related to delivery of residential accommodation, and in the circumstances that housing is not delivered at Osney Mead, OU would be responsible for the payment of any claw back of the HIF. The HIF Agreement has residential development as the primary aim, but in the case of Osney Mead it now allows for the residential development to be delivered after the infrastructure has been provided and the funding has been claimed and spent. An agreement is necessary to mitigate the risk to the City Council of being responsible if housing was not delivered and Homes England sought the claw back of funding. At the time of the previous report it was not clear if a separate agreement with OU would be required and the matter was agreed to be delegated. It is now clear that an agreement is required with the detail to be delegated.

Revised scope of the HIF pathworks

12. Feasibility work has been undertaken to develop a scheme to improve the path between Osney Mead and Grandpont Nature Park, including replacing the Bullstake Stream Bridge. Initial cost estimates have resulted in a scheme cost beyond the funding available. Therefore, with the agreement of OU, it is proposed to use the HIF to undertake path improvements linked to the Growth Deal funded bridge over the river. The focus of the HIF being on the pathworks between the new bridge and the existing Railway Bridge to the west. Cabinet in January 2021 agreed to delegate the entering of contracts associated with the delivery of the path works, see paragraph 7 bullet 6. The completion of path works, between the Railway Bridge and Osney Mead, are likely to be necessary for future residential development at Osney Mead as part of a dry route at times of flood. As such it is likely further improvements would come

forward in the future and be funded as part of wider Osney Mead development proposals.

13. The funding contribution for OFAS and capital costs associated with the path works can be covered by the HIF funding, once pre draw down conditions are met.
14. Homes England have also advised they have some funding available for capacity support to help local authorities dealing with HIF. A submission for capacity funding is being prepared to cover staff, legal and other costs associated with administering the HIF funding for 2022/23. These costs are anticipated to be up to £100k. In the absence of being able to secure funding for any elements that cannot be capitalised or qualify for HIF or capacity funding the risk can be mitigated by minimising costs through the use of internal legal resource or if necessary costs would be pursued from existing budgets through Development Board to seek feasibility funding.

Other implications

15. This report relates primarily to the revised implementation agreements necessary to enable the drawdown of the HIF funding. The County Council will deliver the Kennington Bridge Works and will include measures to deal with the flow of floodwater as part of the wider scheme. OFAS is subject to planning, which has been submitted, and compulsory purchase requirements, as well as approval of the full business case to enable its implementation. These requirements will be undertaken by the Environment Agency who are delivering the OFAS scheme. Upon completion of the Kennington Bridge Works the County Council will make a payment (of the same amount as the grant monies received from HIF) to the EA.
16. 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 agreements.

Financial implications

17. The Council has already agreed to accept the HIF funding. The proposals in this paper relate to the implementation of the HIF Agreement and in particular agreements that are needed to enable the contribution to OFAS to be passed from the City Council to the County Council and to protect the City Council should housing not be delivered at Osney Mead without exposing the City Council to the risk the reclaiming of the funding once it has been spent.
18. A capital budget has been established for the £6.09m HIF funding. Due to the delays in delivering the HIF infrastructure the budget now needs to be reprofiled. An initial claim was made for £100k in 2021/22. A further £100k of spend on the pathwork design is anticipated 2022/23 with the pathwork delivery costs and OFAS funding of £5.85 million falling in 2023/24.
19. Subject to receipt of capacity funding other costs in administering the HIF will be funded by Homes England. If this is not possible costs will be minimised by using existing internal resources.

Legal issues

20. 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 included in the report will help to mitigate the risks to the Council in drawing down the HIF and spending it. Appropriate legal advice has been 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

21. Risk Register as attached at Appendix 1.

Equalities impact

22. An Equalities Impact Assessment exists to ensure no discrimination, direct or indirect exists within the project planning and structure. The HIF funding is to be used towards two pieces of infrastructure as outlined above. The improvement of the path through Grandpont between the proposed bridge and the existing rail bridge is to be undertaken by the City Council. The works funded will improve the existing path by increasing the width of the path and reduce the gradients to make the path more accessible and user friendly for pedestrians and cyclists. The design will be compliant with current standards and therefore will be an improvement on the current situation for all users. The contribution to the OFAS scheme will assist with the delivery of the scheme which is designed to protect existing properties from flooding. The detailed design of the scheme has been undertaken by the Environment Agency who will have needed to address Equalities Impact as part of the process.

Conclusion

23. The recommendations are sought to enable the implementation of the HIF funding awarded for Osney Mead. The proposed funding for the OFAS Kennington Bridge Works and the OFAS and walking and cycling improvements remain necessary to facilitate housing development in Osney Mead.

Report author	Elaine Swapp
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Service area or department	Regeneration and Economy
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Background Papers:	
1	Cabinet report: Implementation of the Housing Infrastructure Funding for Osney Mead (20 January 2021)
2	Cabinet report: Appointment of a Contractor for the Oxpens River Bridge (16 November 2022)

Appendix 1 - Risk Register

Osney Mead HIF

As at: 3 October 22

Ref	Title	Risk Description	Opp / Threat	Cause	Consequence	Risk Treatment	Date Raised	Owner	Gross		Current			Target		Comments	Control / Mitigation Description	Date Due	Action Status	% Progress	Action Owner
									P	I	P	I	Score	P	I						
	HIF not drawn down	It is not possible to claim the HIF funding to enable the HIF infrastructure to be delivered	Threat	Inability to have evidence to meet milestones and/or claim funding	Infrastructure would not be delivered and future development would not be facilitated or costs of funding the infrastructure would not be met	Transfer	03/10/22	ES	3	3	2	5	10	1	5		Agreements sought with Ox County and EA to transfer requirements from the HIF funding agreement in relation to OFAS funding	31/12/22	In Progress	60%	Legal
	HIF Agreement not reached with Ox County and EA	Agreement not reached with Ox County and EA re back to back funding agreement	Threat	Inability to agree terms of the funding agreement, address risk or deliver within funding envelope	Funding would not be drawn down and there would be a funding gap for OFAS	Accept	03/10/22	ES	3	4	2	4	8	1	4		Work being undertaken to ensure agreement with Ox County and EA are prepared and agreed	31/2/22	In Progress	60%	Legal
	HIF Agreement not reached with OUD	Agreement not reached with OUD re the delivery of Housing at Osney Mead	Threat	OUD unable to meet HIF requirements or meet the HIF timescales for development	OCC would be at risk of clawback if funding was drawn down and HIF outputs were not delivered	Transfer	03/10/22	ES	3	4	2	4	8	1	4		Work being undertaken to ensure agreement with OUD to protect OCC from clawback of funding	31/12/22	In Progress	20%	Legal
	HIF Deed of Variation not agreed	Homes England do not agree HIF Deed of Variation	Threat	Homes England do not agree or Government does not agree that changes can be made to HIF funding agreements	It may not be possible to meet the terms and conditions of the existing agreement, or transfer them and therefore it may not be possible to claim the HIF	Accept	03/10/22	ES	3	4	2	4	8	1	4		Seek to confirm Deed of Variation as soon as possible	31/12/22	In Progress	60%	Legal
	Early draw funding not provided	Homes England do not honour agreement for an early draw of funding for the pathworks	Threat	Although early draw funding agreed claims require the DoV to be agreed	Unable to claim funding and budget gap for pathworks costs incurred to date	Reduce	03/10/22	ES/SW	2	3	2	3	6	2	3		Seek to confirm DoV and seek capacity funding for costs to date	31/12/22	In Progress	60%	Legal/JB
	Infrastructure delivery delayed	Infrastructure not delivered within HIF timescales	Threat	Delay to projects due to construction or legal issues	Unable to claim funding after HIF deadline	Reduce	03/10/22	ES/SW	3	4	3	4	12	1	2		Seek to ensure regular claims to minimise risk of works not being funded	30/03/24	In Progress	10%	ES
	Infrastructure costs increase	Construction costs increase beyond initial HIF budget	Threat	Increased costs from construction cost increases, prolonged programme, changed scope	Reduction in the works that can be funded by HIF	Avoid	03/10/22	ES/SW	4	2	4	2	8	2	2		Reduce scope of work to fit funding available	30/03/24	In Progress	10%	ES

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To: Cabinet
Date: 16 November 2022
Report of: Acting Head of Planning Services (Planning Policy)
Title of Report: Draft West End and Osney Mead Supplementary Planning Document (SPD)

Summary and recommendations	
Purpose of report:	To ask Cabinet to consider the public comments made on the Draft West End SPD, the proposed changes in response, to consider adoption of the revised SPD and supporting documents.
Key decision:	Yes
Cabinet Member:	Alex Hollingsworth, Cabinet Member for Planning and Housing Delivery
Corporate Priority:	Pursue a zero carbon Oxford; Support thriving communities; Deliver more, affordable housing; Enable an inclusive economy
Policy Framework:	This SPD seeks to provide further detail and advice on the implementation and delivery of key West End policies within the adopted Oxford Local Plan 2036.
Recommendations: That Cabinet resolves to:	
<ol style="list-style-type: none"> 1. Adopt the revised West End and Osney Mead Supplementary Planning Document (SPD), having considered the public comments received on the Draft West End SPD; the Spatial Framework and Design Guide and the proposed changes in response; 2. Approve the West End and Osney Mead SPD as a 'material consideration' in determining planning applications on sites in the West End; 3. Authorise the Acting Head of Planning Services (Planning Policy), in consultation with the Cabinet Member for Planning and Housing Delivery, to make any necessary editorial corrections to the West End and Osney Mead SPD prior to publication; and 4. Approve the revocation of the Oxpens Masterplan SPD and the Oxford Station SPD. 	

Appendices	
Appendix 1	Draft West End and Osney Mead Supplementary Planning Document (SPD)
Appendix 2	Statement of Public Consultation
Appendix 3	Spatial Framework
Appendix 4	Design Guide
Appendix 5	Risk Assessment
Appendix 6	Equalities Impact Assessment

Summary and background

1. The spatial framework and design guide for the West End and Osney Mead area were prepared by consultants, Levitt Bernstein, and provide the evidence base for this supplementary planning document (SPD). The purpose and status of an SPD is to provide further detail and advice on the implementation of existing adopted policies. The Oxford Local Plan 2036 includes a number of key policies in the West End area of the city, which includes the designation of the area as an 'Area of Change' (Policy AOC1), that set out the principles for the development of the area, together with Policy SP1 which supports mixed-use developments and the delivery of housing on key sites. Policy SP2 allocates Osney Mead for a mixed-use development including employment and academic uses, as well as some housing and student accommodation.

The purpose and status of the SPD

2. The Town and Country Planning (Local Planning) (England) Regulations 2012 (paragraph 8(3)) states that: '*Any policies contained in a supplementary planning document must not conflict with the adopted development plan.*' The SPD gives greater detail to policies of the Oxford Local Plan 2036 explaining how to meet the policy requirements in the West End, setting out in more detail what is expected. The SPD will be a material consideration in the determination of any planning application made on sites in the West End.
3. The purpose and status of a Supplementary Planning Document (SPD) is to provide further detail and advice on the implementation of existing adopted policies. There are many adopted policies in the Oxford Local Plan 2036 that are likely to be relevant to new development. The SPD is intended to give detail to show how and where these should be applied to development within the West End and Osney Mead area. Of particular importance to the West End are the following policies:
 - **Policy AOC1:** which designates the West End and Osney Mead area as an 'Area of Change' and sets out principles for development in the area including that it creates high-density urban living that makes efficient use of land, maintains a vibrant mix of uses and maximises the area's contribution to Oxford's knowledge economy, following the intention of the Local Industrial Strategy (LIS) to create an innovation district.

- **Policy SP1:** that supports mixed-use developments across the West End with the aim to deliver at least 734 homes across key sites which include Oxford Station / Becket Street; Student Castle, Osney lane; Worcester Street car park; Land between Park End and Hythe Bridge Street (Island site) and Oxpens; and
 - **Policy SP2:** which allocates Osney Mead Industrial Estate for a mixed use development including employment and academic uses, as well as affordable housing, employer-linked affordable housing, open market housing, and student accommodation.
4. The continued success of Oxford's economy is critical to the creation of more diverse, cleaner, greener and better paid jobs for its residents, and those of the wider region. The city centre is a very suitable location for this activity, integrated into the heart of the city, and the region, with activity at all times of day and with sustainable transport links. As such, the creation of an innovation district in the West End will support the resilience of Oxford and Oxfordshire's economy for the benefit of local communities. The need for Oxford to build on its economic strengths and make its contribution to the local and national economy aligns with the key objectives for both the Oxfordshire Local Industrial Strategy (2019), the Draft Oxford Economic Strategy and City centre Strategy.
 5. The West End and Osney Mead SPD provides an overarching spatial framework, which will help to co-ordinate public realm improvements, infrastructure, design and movement across the area, as key sites are brought forward by developers over time. It seeks to ensure that the wider vision for the area as a whole is fully considered and planned for by setting out strategies for different aspects of development such as public realm, green infrastructure, movement, built form, etc. Each of these strategies is underpinned by the golden threads of sustainability (including reducing and adapting to climate change), social value and building an inclusive economy on the route to zero carbon.
 6. The SPD provides greater certainty for the public and developers and will help to inform applicants on the design principles of place-making. The SPD then highlights some of the key issues from the spatial framework and Design Guide that are particularly relevant for the development of key sites within the West End to help guide and inform the schemes that come forward.

The content of the SPD

7. The West End and Osney Mead SPD provides an overarching spatial framework, which will help to co-ordinate public realm improvements, infrastructure, design and movement across the area, as key sites are brought forward by developers over time. It allows for the wider holistic vision for the West End as a whole as an innovation district with a mix of uses and homes as part of a strong and sustainable community to be fully considered and planned for.
8. The SPD summarises and explains how to use and apply the place-making and design principles of the Spatial Framework and Design Guide (which will be included as appendices to the SPD, and which are appended to this report as Appendix 3 and Appendix 4) to develop and assess new development proposals. The SPD explains what is needed in different areas, or types of areas, in the West End and Osney Mead in order to meet the individual strategies, and aspects from

the Design Guide. For all sites this can be used to identify the parts of the strategy and design guide advice that is most relevant to each part of the area.

9. The SPD and Spatial Framework sets out the place-making principles for new development, which seek to achieve a vibrant community, a creative place, a global enterprise and an accessible and connected place. There are three golden-threads that run through the SPD and Spatial Framework that are important to every aspect of the built and natural environment. These are the sustainability strategy, which includes climate change, a social value strategy and an economic strategy.
10. The SPD and Spatial Framework includes strategies for individual aspects of development in the area, such as enhancing the green and blue network, public realm and movement. The Design Guide adds more detail on what aspects to consider in design terms within these strategies in order to ensure high quality and cohesive design across the area. These pieces of work help to consider the area cohesively and ensure the various developments coming forward are set within a holistic overarching framework.
11. A Sustainability Appraisal has been carried out to assess the alternative options against the Sustainability objectives that were assessed previously as potentially being impacted by the SPD. This has built on the Sustainability Appraisal Screening and Scoping Report that was published last year. This work has informed the drafting of the SPD.
12. The Oxpens SPD (Nov 2013) and Station SPD (Nov 2017) currently form part of the adopted Local Plan 2036. The West End and Osney Mead SPD covers both the Oxpens and Station sites, and therefore includes the areas previously covered by the respective SPDs. This SPD provides more up-to-date analysis and consideration, based on recent engagement exercises. Therefore, it is recommended that the Oxpens SPD and Station SPD are revoked.
13. The Statement of Public Consultation (Appendix 2) and the Appendices to this document set out the proposed changes that will be made to the SPD.

How to use the SPD

14. The SPD summarises and explains how to use and apply the principles of the Spatial Framework (Appendix 3) and Design Guide (Appendix 4) in helping to develop, design and assess new proposals. The SPD explains what is needed in different areas or types of locations in the West End and Osney Mead in order to meet the individual strategies, and pulls in the relevant details from the Design Guide. For all sites this can be used to identify the parts of the strategy and design guide advice that is most relevant to each part of the area.
15. The SPD then picks out some key development sites, including Osney Mead, the 'Island site' between Hythe Bridge Street and Park End Street, Oxpens and the Station and goes into more detail about the design principles and the interventions that need to take place. This does not replace the general sections sites contained in the Spatial Framework and Design Guide but should be read alongside them.
16. Some further advice and guidance is provided on the key infrastructure priorities and delivery requirements needed to implement the individual place-making strategies and for the major development sites.

Objectives of the SPD

17. The key objectives and intended benefits of the SPD are to:

- set out the scope and parameters for development proposals;
- set out a clear Vision and show how it can be realised;
- help decision makers assess planning applications in terms of their contribution to achieving the vision for the area of change in Policy AOC1;
- help to unlock sites by identifying infrastructure needs generated by the cumulative developments of the area and setting out how they can best be delivered;
- set out guidance and a framework to enable a comprehensive masterplan for Osney Mead in accordance with Policy SP2; and
- provide continuity.

Public consultation undertaken

18. The Council ran an initial public consultation on the issues that needed to be considered in developing an SPD for the West End early in 2021¹. As part of the preparation of the Spatial Framework by the consultants, a stakeholder workshop consultation on the vision and scope of this work took place later in 2021. The vision for the area which informed this work was to transform the West End into a vibrant mixed use area including new homes, as well as a globally recognised Innovation District, and went on to set out some initial thoughts in terms of themes on what should be included in the SPD to best guide development in the area.

19. There are statutory requirements for the preparation of a supplementary planning document (SPD) which the Council must follow. These are set out in The Town and Country Planning (Local Planning) (England) Regulations 2012 (Part 5) and provide the statutory framework for this project. In addition the Statement of Community Involvement 2021 provides some advice on how the public, key stakeholders and landowners will be involved in the preparation of planning policy documents.

20. A programme for consultation was carried out with the public, key stakeholders and landowners, which is guided by the statutory planning regulations for preparing a Supplementary Planning Document and the requirements of the Statement of Community Involvement (SCI). The Statement of Public Consultation sets out in detail how and when the public and key stakeholders were engaged in the consultation for the Spatial Framework, Design Guide and SPD together with a summary of the comments received and an officer response including suggested changes to the documents.

21. The Draft West End and Osney Mead SPD went out for public consultation on the 29th June 2022 and was planned to run for a 6 week period closing on 10th August. However in response to representations seeking an extension of time, a further

¹ Consultation report:

https://www.oxford.gov.uk/downloads/file/7691/west_end_spd_and_osney_mead_spd_consultation_report

week was added. The consultation therefore formally closed on 17th August 2022, having run for a total period of 7 weeks.

Summary of public comments received and issues key raised

22. The Statement of Public Consultation (Appendix 2) provides a detailed summary of the comments received from both the questionnaire and individual letters / emails received on the SPD, Spatial Framework and Design Guide. The statement also provides an officer response to the comments, concerns and issues that have been raised together with the changes that are proposed to be made to these documents in response.

Questionnaire

23. The City Council's Consultation Portal was used to consult the public, landowners and stakeholders. A questionnaire was used to assess the level of support or concern for the approach taken in the Draft SPD, Spatial Framework and Design Guide. The consultation questionnaire was completed by 92 respondents through the consultation portal. The Statement of Public Consultation, in the Appendices, provides a detailed summary of the comments raised, however the following summary seeks to highlight some of the main concerns expressed on the vision and the Core Strategies for the SPD and Spatial Framework which include green and blue infrastructure, movement and public realm.

Vision

24. **Comments in relation to this topic:** There was a consensus that development and regeneration in the West End and Osney Mead area is important to the prosperity of the city as a whole. However, there were areas of contention to the proposed approach of the SPD. Common themes expressed by several respondents about climate change/sustainability and the balance between housing and employment as applied to the West End and by extension the city as a whole.

25. There was a view that Climate change is not sufficiently addressed in the vision and a need for a dedicated climate emergency strategy. Sustainability needs to be a front and centre guiding principle, ensuring all developments are net zero, and the perception was that the SPD does not have adequate commitment to delivering net zero objectives. The comments suggest there is much discussion on sustainability but little evidence that the SPD focusses on issues such as climate resilience and proper Net Zero approach. No commitment to quantifying carbon footprint of e.g. construction works, tree losses, emissions of work spaces etc.

26. Several respondents considered that the SPD does not propose enough housing and does not reflect the level of Oxford's housing crisis. Some said significantly more housing is required in this location to start to address the level of need and the allocation of 400 homes as set in the SPD/local plan is not sufficient. They said the balance between residential and commercial/employment land usage in the document is inappropriate, with too much emphasis given to developing additional employment space, particularly high tech and specialised jobs.

27. **Officer response:** Support for the vision for the regeneration of the West End and Osney Mead area is welcomed. Sustainability and climate change is one of the 'golden-threads' that runs through the SPD and Spatial Framework, each of the individual strategies is assessed according to how they are applied to the 'golden-

threads'. However additional supporting text has been added to make this point clearer in the SPD.

28. The SPD is a high-level document that provides strategic advice and guidance for the development of key sites within the West End and Osney Mead Area. It sets a framework for new development to be considered in a cohesive manner that takes into account the importance of co-ordinating transport and movement, together with future infrastructure and public realm requirements. Within this broad context the approach taken in both the SPD and Spatial Framework does in principle support 'innovative responses' to living and making use of space in the context of the 'golden threads' and the individual strategies.
29. The purpose of the SPD is to provide specific detailed advice at the local level on how the adopted policies comprising the West End Area of Change (AOC1) and West End Sites can then be applied to the development of key sites in the West End and Osney and in different areas of the West End. The Oxford Local Plan 2036 was tested at Examination and found by the Inspector to provide the right balance for future housing and employment development within the Plan period.

Green/Blue Infrastructure Strategy

30. **Comments in relation to this topic:** There was support for the inclusion of a green and blue infrastructure strategy – specific ideas such as the greening of major routes such as Oxpens Road. However there were concerns raised that the strategy will create opportunities for overdevelopment resulting in the loss of biodiversity and existing habitats. Most concerns related to the impact on the waterways and the loss of natural surfaces as a result of their being 'opened up' with enhanced routes including leisure use. More detail was considered necessary to show how existing natural features / biodiversity will be retained and maintained with future development having due regard to their preservation.
31. Several respondents expressed concern that there has not been sufficient acknowledgement of flooding risks, and the danger it poses for any development or newly created routes in areas affected. Further perceived omissions were cited, including the existence of existing informal routes and connections that have not been noted by the SPD, the impact of mitigation measures such as the Oxford Flood Alleviation Scheme (OFAS), and cumulative impact on existing drainage infrastructure.
32. **Officer response:** support for the green and blue infrastructure strategy is welcomed. As detailed schemes come forward on key individual sites and locations any future development will have to have regard not only to the principles and strategies set out in the SPD as a 'material consideration', but also to the adopted Local Plan 2036 policies that seek to protect and improve biodiversity, retain natural features and make sure that flood risk is properly managed.

Movement

33. **Comments in relation to this topic:** Some respondents considered that whilst the idea of reducing car usage is good, it cannot be done without an alternative traffic route from the north or south towards the west, otherwise the traffic situation will always remain gridlocked, especially along Oxpens road. Concern was expressed about the increased vehicular traffic as a result of new development. Consideration should be given to at least a bus only route. More bus services and connections

were considered necessary if housing and employment uses are to be increased. Other transport solutions were proposed which include a Park and Walk facility and an 'Air Cable' project.

34. **Officer response:** New development on the key sites will seek car-free development and promote walking, cycling and public transport as sustainable travel options. In relation to the creation of bus only routes and additional bus services this will be discussed further with the County Council as highway authority together with the bus operators and considered in the context of the new County transport strategy (Central Oxfordshire Travel Plan).

Public Realm

35. **Comments in relation to this topic:** There was a perceived lack of inclusive principles in the public realm strategy – to take into account the needs of disabled, less mobile, neuro-divergent etc non-vehicular users. Some respondents questioned the need for public spaces of a notable size, on the grounds that there are other spaces elsewhere in the city. There were concerns expressed that public space interventions such as the Frideswide Square and Westgate development have had mixed results, resulting in wariness on the outcomes. There were objections to considering some green spaces and waterways as potential key public spaces, due to the risk of loss of biodiversity and ecological function and the potential impact of flood risk.
36. **Officer response:** The SPD and Spatial Framework principles are fundamentally grounded in 'place-making' of which the provision of new and improved public realm facilities is essential to the movement through and enjoyment of the West End and Osney Mead area. These documents are high-level and strategic in nature although some additional text will be added to the SPD to ensure that the detailed designs that emerge from these individual proposals do properly respond to the needs of people with disabilities and those less mobile.
37. The creation of new key public spaces will need to take into account the impact on biodiversity / ecology and flood risk, which would be necessary through the application of relevant adopted Local Plan policies that would be triggered by any new development proposals.

Individual responses

38. There were a total of 31 representations which were separately made by email, largely comprised of organisational responses and statutory consultees. These representations have been summarised and set out in the Appendices to the Public Consultation Statement. A brief summary of the main points made in relation to the key development sites within the West End and Osney Mead area is provided below together with the officer response and changes proposed as follows.

Osney Mead

39. **Oxford University Development partner (OUD) comments:** provided support and endorsement for the SPD and its objectives. Concerns were raised about the lack of technical and viability assessment. A list of infrastructure requirements was needed together with the delivery mechanism, such as CIL. OUD wish to work jointly with City Council and other landowners to prepare a masterplan and seek clarification on its planning status / weight. The Spatial framework was considered too long. Consider the specification of storey heights should be removed.

40. **Officer response:** Support for the SPD and objectives welcomed. Further viability work will need to be undertaken at the master planning stage, when key elements of the scheme are developed. The infrastructure cost estimates are considered helpful to provide some idea of magnitude. The SPD and Spatial Framework provide the principles for the development of a joint masterplan. Whilst the Spatial Framework is long it is considered accessible through an Executive Summary, and the SPD, which shows how the key principles should be applied to new development.
41. Changes to the text to the SPD will be made which will include confirmation in paragraph 5 to say that the SPD is a 'material consideration'; and a change to para 119, which will state that whilst the development of a masterplan will rely on a majority landowner carrying out more detailed work, ideally this will be in collaboration with the City Council.

Oxpens

42. **OxWED comments:** OxWED, the joint development partnership between Nuffield College and the City Council, supported the coordination and co-operation between landowners and promoters which is promoted as a key principle of the SPD. Given the multiple landownerships identified across a number of the allocated sites, OxWED believe that reference should be made to compulsory purchase powers (CPO) across the West End to help supplement where willing landowners are unable to bring forward adjacent land outside of their control. OxWED felt there should be a greater focus on the shared proportionate delivery of identified infrastructure through the allocation of CIL to support West End infrastructure. Greater clarity on infrastructure delivery mechanisms in particular Oxpens/Osney Mead Bridge which is referred to within the Oxpens site but this will not come forward as part of the Oxpens planning application, but will be separate. The SPD should be clear on superseded or updated documents addressed by the SPD, including the replacement of the 2013 Oxpens Masterplan SPD D14.
43. **Officer response:** An additional reference to the potential use of CPO powers, for additional sites outside OxWed will be included and whilst a comprehensive scheme to deliver the vision for the site is sought it may come forward in phases. The SPD & SF recognise the need for a shared delivery of infrastructure, CIL will be referred to as a potential mechanism. A reference will be made to other infrastructure delivery mechanisms and potentially subject to separate detailed planning application proposals. An updated map to show the latest emerging proposal for the Oxpens site together with the proposed position for the Oxpens Bridge will be included in the SPD and SF.
44. On adoption of the West End and Osney Mead SPD the current Oxpens and Station SPD's will be superseded and therefore Cabinet's approval is sought for their revocation, which would be confirmed by a note on the City Council's website.

Station Gateway

45. **Network Rail comments:** Network Rail (NR), as the principle landowner, considered it is not clear what is meant by 'an integral approach to the provision of bus stands, cycle storage and taxi pull ups'. Assumptions have been made in the evidence base regarding NR's operational land ownerships which have not yet been tested/agreed. Also suggestion that the NR depot could be used for bus parking - this is operational land which will be required to support planned rail infrastructure

improvements. The initial character map on design framework shows the lower half of Becket St car park falling within the Oxpens character area, not Station Gateway area (later shown in this area). Station gateway movement principles state plans should aim to limit parking provision - it is unclear if this relates to parking to support new development on Becket Street or rail parking. We would suggest that there is more emphasis on investment and improvement in the station area being implemented on a phased basis, as business cases are approved

46. **Officer response:** The reference to using the NR depot for bus parking will be removed. The SPD cannot set a requirement to retain trees, it merely mentions that they are an important consideration. The SPD does not say that parking should be flush towards the railway line but merely says that it provides an opportunity, which it does. This leaves room for further testing, which may show it not to be the optimal solution, which would not become an issue as a result of the wording in the SPD. The SPD is already very clear that the Rail Regulator has control over the number of parking spaces, stating in paragraph 129: 'The Rail Regulator has ultimate control over the number of car parking spaces, but there is a general ambition to reduce parking in the city centre.' The movement principal aim to limit parking, reflects this aspiration, but is not a requirement. The word 'limit' will be changed to 'minimise' to be clear the SPD cannot set a limit on parking at the station, but can set the aspiration that it is minimised and to seek the largest possible reduction on the site in keeping with both the City and County Council's strategic priorities. The character design framework map will be amended to show Becket Street within the Station Gateway area. The addition of the word 'phased' in front of 'investment' is proposed in paragraph 20 of the SPD to make it clearer that that station may well come forward through phases of investment.

Frideswide Square, Island site and Worcester St Car Park

47. **Nuffield College comments:** supports the Framework, their assets in the area include the Island site, Worcester Street car park site, South Frideswide Square parade and Becket Street. The SPD needs to be fit for purpose. Heritage, there will be instances where new development will in fact create new views of key heritage assets. Public Realm, additional point should be added that public realm quality can be impeded and impacted by street clutter such as bikes/scooters for hire. Land Use Strategy, include a further paragraph to capture the importance of creating the Innovation District and the need for city centre business space as part of the mixed use area. Recommend that the South Frideswide Square parade and Becket Street be incorporated in the Character Area 3 as it has a stronger relationship to the Station Gateway Character Area.
48. **Officer response:** Support for the Framework is welcomed. The SPD does not include new policies and provides a context for the implementation of adopted local plan policies. The SPD refers back to Policy DH2 and this remains the Policy for assessment of height, as the suite of design and heritage policies in the Local Plan remain relevant for assessing heritage impacts. Reference to, for example, limited bulk, refers back to this policy and should not be deleted. An amendment will be made to the text regarding short views, for clarity. It is considered that the reference to the design of proposals is clear. A reference in para 57 to the responsibility of the County Council in the delivery of public highway is not considered necessary as this is clear enough. The Vision section goes into detail about the Innovation District concept and the potential of a mixed use cluster at the centre of the city. It

is considered that the land use strategy strikes the right balance and that there is no need to add further wording about the benefits of creating an innovation district. There is no need to add commercially-led to mixed-use development as a mixed-use development may be commercially-led, assuming policy requirements of the local plan are met. Character Areas were defined as part of a Townscape Assessment which forms part of the evidence for the adopted local plan.

Climate change / environmental impact

49. The SPD together with the Spatial Framework, which provides the evidence base includes amongst its 'golden threads' running through the whole document, a 'sustainability' strategy. So in considering each individual themed place-making strategy it will be necessary to show how it responds to sustainability / climate change and its impacts on the environment which is an important consideration that will be fully taken into account.
50. Some particular themes such as green and blue infrastructure include an in depth analysis, both in the Spatial Framework and summarised in the SPD, on the environmental impacts of key issues such as flooding and how new developments need to positively respond to green and blue infrastructure needs together with their impacts, links and mitigation measures to the network. This approach to sustainability is reflected in the SPD as well, which includes a brief summary to show how each individual strategy and key development sites will be required to positively respond to these important issues.
51. The council is fully committed to addressing the effects of, and reducing our contribution towards, climate change. In 2019, the council declared a climate emergency and has committed to a series of actions. The most relevant to the West End and Osney Mead SPD project are: raising energy efficiency of new homes and community buildings; cutting transport emissions; boosting renewable energy installation; and expanding biodiversity. This has been considered in developing every strategy, as well as the Design Guide, because all aspects of development in the West End and Osney Mead must be viewed in the context of the need to reduce carbon emissions and tackle the climate emergency alongside achieving the other policy objectives for the area.

Financial implications

52. The SPD has been prepared internally by Planning Policy officers and represents a succinct document that sets out the key design principles that will be used to shape the future development of the West End and Osney Mead area and in particular some of the major sites.
53. The proposed changes to the SPD will therefore not require any additional funding other than internal staff time used in making any changes to the SPD in response to the public, stakeholder and landowner comments. The changes proposed to the Spatial Framework and Design Guide will require both internal staff time together with additional work to be undertaken by the consultants, Levitt Bernstein. This public consultation is a task that forms part of the programmed work for the Planning Policy team, the staff resources and other costs such as printing and mailing have already been incorporated in the existing budget.

Legal issues

54. Section 19 of the Planning and Compulsory Purchase Act 2004 requires the SPD to be prepared in compliance with the Statement of Community Involvement. Section 19 further sets out what the Local Planning Authority must have regard to in preparing an SPD, including: national policies, advice and guidance, other adopted Local Development Documents, the resources likely to be available to implement the proposals, and other matters prescribed by the Secretary of State in the Town and Country Planning (Local Planning) (England) Regulations 2012 (the Regulations). Regulation 10 sets out additional matters to which the SPD must have regard, including the long term need to maintain appropriate safety distances between establishments and residential areas. Part 5 of the Regulations sets out the procedures around public participation and the adoption of an SPD.

Level of risk

55. The SPD does not propose new planning policies or identify new development sites, but through the consultation process has given the opportunity for the public and key stakeholders to provide comments on the content of this document and suggest proposed changes. Officers have set out in this report and associated appendices the proposed changes that need to be made to the SPD and accompanying documents to positively respond to the comments received during the consultation period. The Statement of Public Consultation (Appendix 2) and the Appendices to this document set out the proposed changes that will be made to SPD.

56. The City Council as the Local Planning Authority have a legal requirement to prepare an SPD in accordance with the regulations. Failure to follow this procedure could present legal risks for the adoption of this document, and subsequently in being able to afford due legal status to the SPD as a 'material consideration' in determining planning applications.

57. The risk register is attached as Appendix 5.

Equalities impact

58. Consideration has been given to the public sector equality duty imposed by s149 of the Equality Act 2010. Having paid due regard to the need to meet the objectives of that duty in connection with the production of the draft SPD the view is taken that the duty is met. The SPD seeks to ensure opportunities for participation in the local planning processes, including for equalities groups. The Statement of Community Involvement provides detailed advice and guidance on how the City Council will actively engage in public consultations on planning policy documents, such as this SPD. The 'golden threads' of the SPD include an inclusive economy, meaning the aim of achieving inclusiveness underpins the proposals. It is acknowledged that the duty is an on-going one and due regard will be had to the duty throughout the SPD process.

59. An Equalities Impact Assessment is at Appendix 6. This concluded that the strategies, guidance and proposals that form the contents of these documents have been developed in order to be in accordance with the Local Plan and its objectives. The local plan through its development has been assessed with respect to potential impacts on equalities, and as adopted it has been designed to make efforts to improve the relevant equality strands where possible, and to otherwise have a neutral impact.

60. It is therefore expected that the Spatial Framework and SPD will also each have a similar impact on equalities. It is not anticipated that there will be a direct impact on equality issues related to gender reassignment, sex, sexual orientation, pregnancy and maternity, or religion and beliefs as a result of the strategies and guidance contained within them; whilst it is considered that these strategies and resulting development patterns are likely to have some positive effect on the age and disability equality strands.

Conclusion

61. The Draft West End and Osney Mead SPD has been out for public consultation for 7 weeks, from the 29th June to 17th August 2022 according to the consultation statement to meet the requirements of both the statutory regulations and the Statement of Community Involvement for the preparation of planning policy documents.

62. This report includes a Statement of Public Consultation which sets out how and when the public and key stakeholders were consulted during the course of the preparation of the SPD, Spatial Framework and Design Guide and how the comments made have helped to inform its context. It also provides a summary of the comments received during the public consultation on the Draft SPD together with the changes that have been made to these documents in response and which are recommended in this report for approval.

63. Cabinet is asked to consider the proposed changes to the SPD, Spatial Framework and Design Guide to reflect the comments / responses received from the public, key stakeholders and landowners to the public consultation and adopt the SPD accordingly, subject to any necessary editorial corrections that are made after consultation with the Cabinet Holder. To approve the West End and Osney Mead SPD as a ‘material consideration’ in determining planning applications. On adoption of this SPD the Oxpens Masterplan SPD (2013) and Oxford Station SPD (2017) would effectively be superseded and it is therefore recommended that they are formally revoked by Cabinet.

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Background Papers: None

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West End and Osney Mead

Supplementary Planning Document
June 2022



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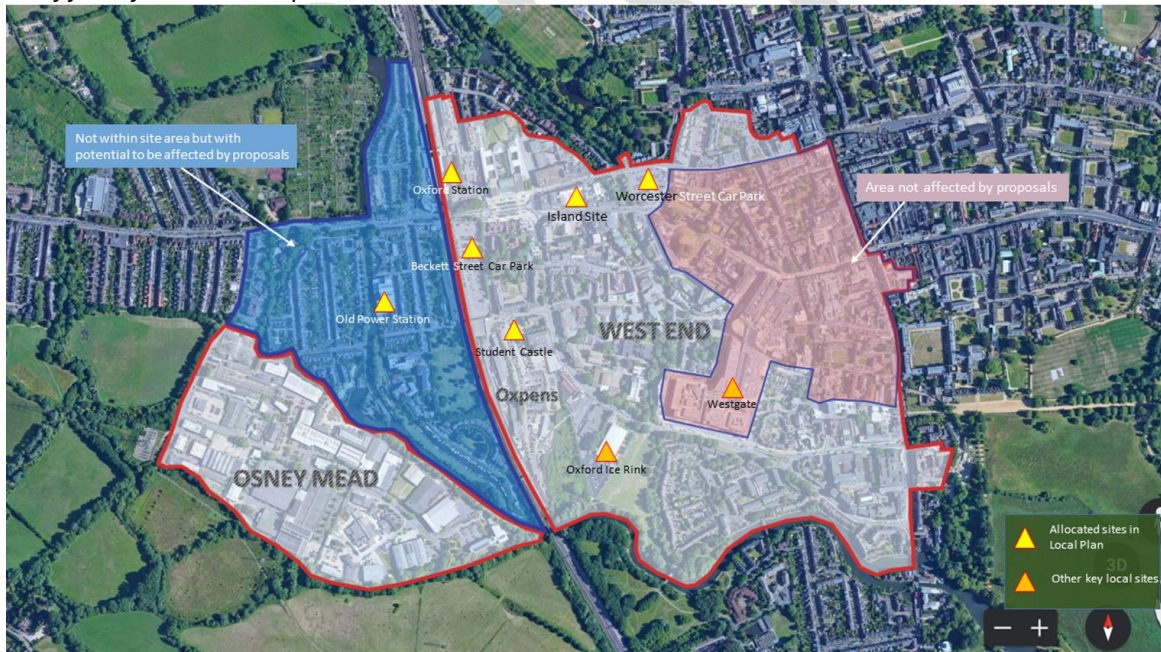
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1. INTRODUCTION

1.1 The West End and Osney Mead area

1. The West End and Osney Mead presents an exciting once in a generation opportunity to bring transformational benefits to this area to include new mixed-use developments that seek to complement existing uses in the city centre. The area already contains a wide variety of buildings and uses including retail, residential, community, cultural and evening economy uses, City of Oxford College, University of Oxford colleges and the Said Business School, offices, a community centre, and the city's key areas of public transport provision and interchange, including Oxford Station and Gloucester Green bus and coach station. The area must continue to provide these facilities and functions, whilst also maximising opportunities for regeneration. The map shows the site area considered in this document.
2. Whilst much of the West End area falls within the current city centre boundary, the greatest potential for regeneration and transformational change is in the western part of the area and at Osney Mead. There are multiple landowners across the area, and development will come forward on individual sites at different times. Some development sites comprise more than one landowner, which will require co-ordination and co-operation between different parties to realise a holistic vision.

Figure 1: Map showing the West End and Osney Mead site allocations, key sites within the area and showing the area of focus for new development.



1.2 Status of the SPD

3. A Supplementary Planning Document gives detail and advice on the implementation of existing adopted policies. There are many adopted policies that are likely to be relevant to development on the site in Oxford Local Plan 2036. The SPD is intended to give detail to show how these should be applied in the West End and Osney Mead

area. Many of the Policies of the Oxford Local Plan 2036 will be relevant to schemes across the West End and Osney Mead area, but particularly relevant are:

- Policy AOC1, which designates the area as an ‘Area of Change’ and sets out principles for development in the area including that it creates high-density urban living that makes efficient use of land, maintains a vibrant mix of uses and maximises the area’s contribution to Oxford’s knowledge economy
 - Policy SP1 of the Oxford Local Plan 2036 supports mixed use development across the West End, aiming to deliver at least 734 homes across five named sites: (a) Oxford Station / Becket Street; (b) Student Castle, Osney Lane; (c) Worcester Street Car Park; (d) Land between Park End and Hythe Bridge Street known as the ‘Island site’; and (e) Oxpens.
 - In addition, Policy SP2 allocates Osney Mead Industrial Estate for a mixed use development including employment and academic uses, as well as affordable housing, employer-linked affordable housing, open market housing, and student accommodation.
4. The Town and Country Planning (Local Planning) (England) Regulations 2012 (paragraph 8(3)) state that: ‘Any policies contained in a supplementary planning document must not conflict with the adopted development plan.’ The SPD gives greater detail to policies of the Oxford Local Plan 2036 explaining how to meet the policy requirements in the West End, setting out in more detail what is expected and how policy requirements can be met in the context of the West End. It does not and cannot override the policies of the Local Plan.
5. The SPD is a material consideration in the determination of any planning application made on sites in the West End. The Spatial Framework and Design Guide, Appendix 1 and 2, form part of this SPD. Once the landowners are ready, detailed plans for the sites can be drawn up based on the guidance in this SPD. The West End and Osney Mead SPD provides an overarching spatial framework, helping to co-ordinate public realm improvements, infrastructure and design across the area, as sites are brought forward by developers over time. It ensures that, even as sites come forward at different rates, the needs of the West End and the wider vision for it as a whole are fully considered and planned for. As such, the SPD helps provide greater certainty for the public and developers and will help applicants to inform on design principles of place-making.

1.3 How to use this SPD

6. The City Council appointed consultants, Levitt Bernstein, to undertake work on a spatial framework for the West End, which is attached as Appendix 1. In addition, Levitt Bernstein has produced a Design Guide for the area, which is attached as Appendix 2. The Spatial Framework sets out the principles for development and strategies for individual aspects of development in the area, such as enhancing the green and blue network, public realm and movement. The Design Guide adds more detail on what aspects to consider in design terms within these strategies in order to ensure high quality and cohesive design across the area. These pieces of work help to consider the area cohesively and ensure the various developments coming forward

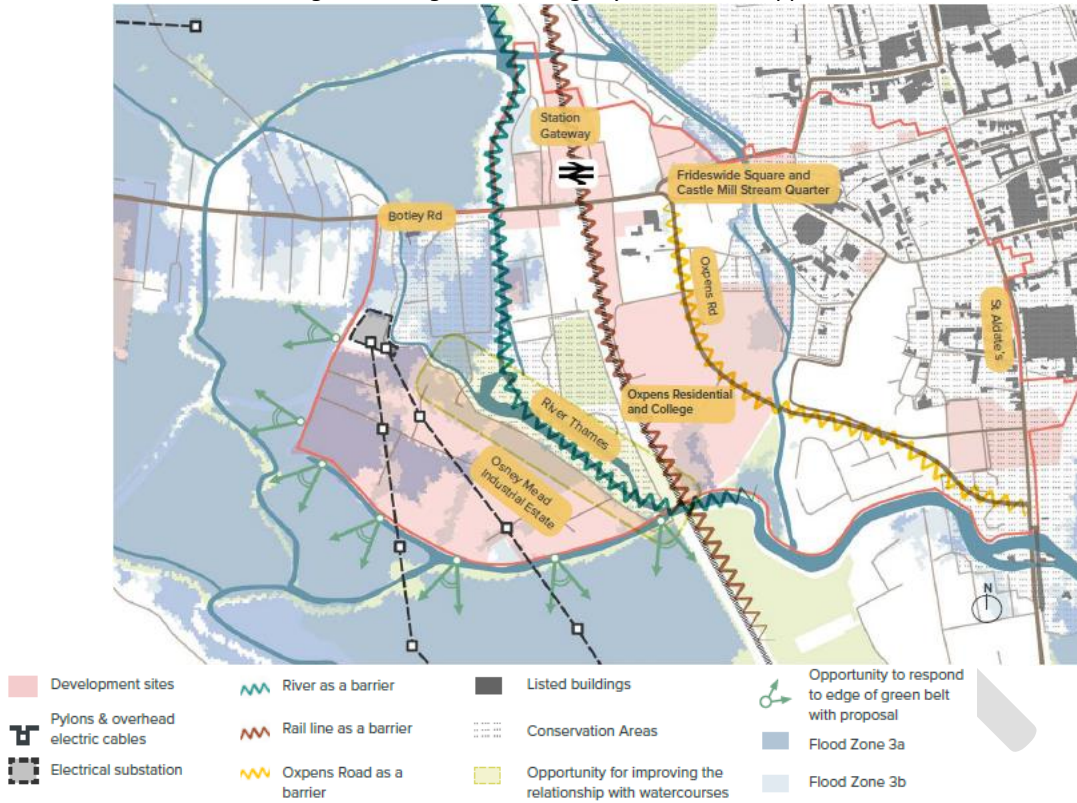
are set within an overarching framework. Prior to this public consultation, they have been informed by stakeholder meetings and workshops and extensive collection and interrogation of an evidence base. These pieces of work are appended to the Spatial Framework, found in Appendix 1 of the SPD.

7. The main body of the SPD summarises and explains how to use and apply the principles of the Spatial Framework and Design Guide in developing and assessing proposals. The SPD explains what is needed in different areas or types of area in the West End and Osney Mead in order to meet the individual strategies, and pulling in the relevant details of the Design Guide. For all sites this can be used to identify the parts of the strategy and Design Guide advice that is most relevant to each part of the area. The SPD then picks out some key sites and goes into more detail about the interventions expected there. This does not replace the other sections for these sites but should be read alongside them.

1.4 Objectives of the SPD

8. The key objectives and intended benefits of the SPD are to:
 - Set out the scope and parameters for development proposals;
 - Set out a clear Vision and show how it can be realised;
 - Help decision makers assess planning applications in terms of their contribution to achieving the vision for the area of change in Policy AOC1;
 - Help to unlock sites by identifying infrastructure needs generated by the cumulative developments of the area and setting out how they can best be delivered;
 - Set out guidance and a framework to enable a comprehensive masterplan for Osney Mead to be taken forward in accordance with Policy SP2;
 - Provide continuity and a framework for development to come forward at different times and phases.
9. The Spatial Framework attached as Appendix 1 is based on significant contextual analysis, including on policy, emerging developments, historic context, demographics, activity, character, public realm, movement and flooding. This concludes with an identification of the strengths, weaknesses, opportunities and threats within the West End.

Figure 2: Diagram showing key threats and opportunities



10. This shows that there are significant opportunities but also that there are significant infrastructure needs in order to fully realise these, and that these will require a holistic view of the whole West End and Osney Mead area. Therefore, the principal aim of the SPD is to help ensure development takes place in a cohesive way that contributes to the wider vision for the area. The West End and Osney Mead is a large and sensitive area on the edge of the city centre with a great deal of potential.
11. The West End and Osney Mead area is capable of accommodating significant additional development, which would help transform the area, but there are challenges to achieving successful development in the West End. Beyond environmental constraints such as large areas of flood risk, challenges also result from the fact that the West End and Osney Mead is a large area with a variety of landowners, as well as the need to continue to provide city-wide functions such as Oxford station and significant through-routes for traffic and buses. To realise the regeneration potential of the area it will be important to strike the right balance of uses, which extends the City centre, making the best and most efficient use of land, by delivering a series of new mixed-use neighbourhoods that complement existing uses and established communities.
12. Furthermore, redevelopments in the area are at various and differing stages. This SPD offers the opportunity to ensure these different developments, by different landowners, are not designed in isolation and that they all contribute to the transformational benefits for the area that are part of the vision. The SPD provides specific advice and guidance for major development sites in the West End and Osney Mead area and in addition requires developers and landowners to respond to the key

strategies set out in detail in the spatial framework and through the broader design guide principles.

13. The potential of the area, the importance of its existing uses and its significance to the city means that it is vital that any redevelopment of the sites is carefully managed from the outset. The SPD is a way of managing these developments, helping to unlock development sites and to ensure development that is piecemeal nevertheless comes forward cohesively, within a clear spatial framework.

1.5 Public consultation

14. The City Council has prepared a draft Supplementary Planning Document (SPD) to set a framework for future developments in the West End and Osney Mead area of Oxford. This follows the consultation on the vision and scope that took place in 2021. This early stage consultation set out a vision for the area to transform it into a vibrant mixed use area including new homes, as well as a globally recognised Innovation District, and went on to set out our initial thoughts on what we should include in the SPD in order to best guide development in the area.
15. Since the early consultation informed development of the scope and vision, consultants have lead work on a Spatial Framework and a Design Guide for the area. Stakeholder workshops informed this work, which was incorporated into the draft SPD.
16. A public consultation on the SPD draft was carried out between 29 June and 17 August 2022. A summary report has been produced that includes an analysis of the collated responses, as well as a schedule of proposed amendments. The report will be published separately and will be made publicly available for review.

1.6 Next steps

17. We will collate comments, make any changes necessary to the draft SPD document and publish a consultation report.

2. VISION

18. The transformation and redevelopment of the West End and Osney Mead area will see significant change in one of the busiest parts of Oxford. The City Council and its partners wish to see the area transformed from an underperforming, underdeveloped edge of city centre location, to a liveable quarter of the city where innovation as part of Oxford's knowledge economy is integrated with a strong community and a vibrant mixed use quarter. The West End and Osney Mead area includes the residential communities of St Ebbe's and St Thomas', with a diverse existing population including families. We wish to strengthen and grow this community, and the development of the area will therefore contain high quality housing at an appropriate density that responds to the historic and environmental context of the West End.

19. New residential development in the area will make an important contribution to Oxford's high housing needs, and will need to integrate both with existing communities, and with the range of other new uses coming forward in the area. Housing will be provided that meets a variety of needs. Policies in the Oxford Local Plan require that at least 50% of housing should be affordable, including a total of 40% of housing being provided as social rented housing, although the requirement for First Homes has meant this has had to be amended, as set out in the First Homes Policy Statement, to require 25% of Affordable Housing to be First Homes, 5% intermediate and 70% social rented¹. Residents, both new and old in the West End will need to be supported by good amenities and facilities. Student accommodation will also help to meet needs in this city centre location, where it is particularly well suited, and help to reduce pressure on existing housing stock elsewhere in the city.
20. Oxford Station will be subject to major infrastructure investment, supported by enabling development to create a new and improved gateway to the city. This phased investment will provide an improved public transport hub as part of the railway station development (providing both east and west frontages) and will be a significant upgrade for the city. Its' early delivery will help to set a new transport / movement context that will promote more pedestrian, cycling and use of buses creating a multi-modal hub to support the development of key sites within the West End. The new Station would facilitate the re-opening of the Cowley branch line to passengers linking this area to the large residential communities in south and east Oxford, as well two of the city's other major innovation hubs at the Oxford Science Park and Oxford Business Park. The planned multi-modal improvements at the Oxford station, being detailed in a forthcoming masterplan, will cement the already unrivalled accessibility of the West End, and therefore its position as the most sustainable employment location in Oxfordshire. Such connectivity is a key priority for R&D firm's when choosing a location.
21. The continued success of Oxford's economy is critical to the creation of vibrancy and of more diverse, cleaner, greener and better paid jobs for its residents, and those of the wider region. It is also vital to the success of the national economy, supporting globally significant innovation and a supply chain that benefits the wider UK economy. The city centre is a very suitable location for this activity, integrated into the heart of the city, and the region, with activity at all times of day and with sustainable transport links. As such, the creation of an innovation district at the West End and Osney Mead will support the resilience of Oxford and Oxfordshire's economy for the benefit of local communities and UKPLC.
22. Innovation Districts are a relatively new concept for revitalising industrial and city centre areas for creating research and development spaces. These uses have often tended to be concentrated in inward-facing business parks peripheral to cities and city centres. Innovation Districts seek to reverse this trend, recognising that innovation in technology happens when professionals in different fields collaborate in pleasant working environments and where talent and entrepreneurs want to live, work and

¹ [Technical Advice Note 16: First Homes](#)

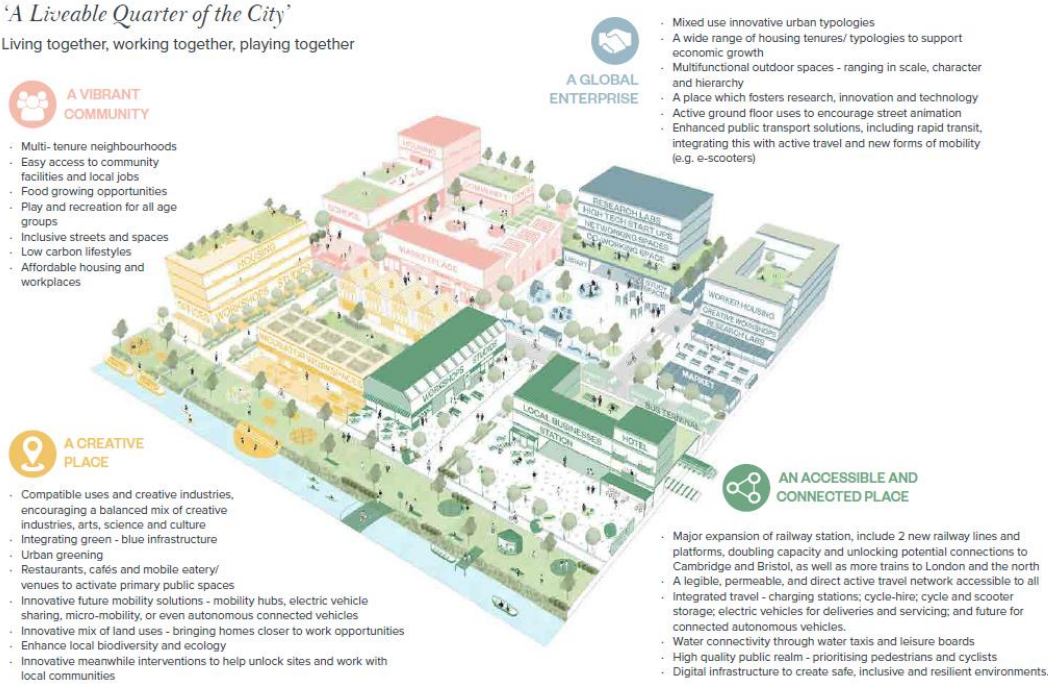
play. They host a variety of residential solutions, from homes to student housing and hotels. They have a defining focus on the quality of life and enabling social interaction outside the formality of the working environment. A wide range of focal points, facilities and amenities encourage people to dwell and create a dynamic and compelling place.

23. The opportunities in the West End and Osney Mead to create an area of collaboration, where research and developments helps find solutions to significant global issues such as climate change and pandemics, in the accessible heart of the city, are unmatched. The West End and Osney Mead should be an environment where leading-edge anchor institutions and companies cluster and connect with start-ups, business incubators and accelerators. Innovation districts help to revitalise and regenerate city centres by encouraging entrepreneurship as well as in Oxford's case providing an opportunity to build on the city's key strengths in research and development, alongside the retention of existing assets and delivery of new housing and other city centre uses.
24. The innovation district will: *"provide a flagship, gateway development into the innovation ecosystem, providing a new district for business growth and innovation as an extension of Oxford's city centre encompassing A-Grade office space R&D HQ facilities for spin-out companies across multiple sites, so forming the largest scale mixed use development project in generations. This project is focused on delivering a sustainable, integrated and connected district encompassing Osney Mead, Oxford National Railway Hub and Station, Oxpens, and other development sites with retail, hotel, university, lab and office, and residential spaces"* (Oxfordshire Local Industrial Strategy Investment Plan, August 2020).
25. An 'inclusive economy' seeks to provide a wider range of job opportunities, promote more skills and training prospects for local people, require the supply chain to offer greater potential for local firms and support well-paid employment, which in turn helps to promote greater equality and opportunities for all and realise added social value. This may be achieved within the West End and Osney Mead area by providing opportunities for a range of businesses, including start-ups, studios, collaborative workspace and meanwhile uses, within the area; together with community skills plans prepared by the developers of major sites that offer new training and skills prospects for local people. The opportunity for land owners across the West End to co-ordinate on this is also encouraged.
26. The innovation district will need to provide spaces for social interaction including wherever possible maximising the opportunities for collaboration across different fields. These could be formalised areas such as shared workspaces, coffee shops or food halls; childcare; public open space; or leisure facilities. These uses will also ensure that the West End remains a vibrant extension of the city centre outside of standard working hours, providing services and attractions for visitors and residents within and nearby the area.
27. These new uses will be supported by a transformation of the public realm and key infrastructure in the area. The West End is also strategically located on several

movement corridors, notably occupying a significant portion of land between the station and main retail centre. Introducing a mix of uses, including residential, will help create an area that is active beyond the working week and make these routes more attractive for pedestrians and cycling. It is important that the area can be easily accessed, and also that it can be enjoyed. Integrating this range of uses with the wider city centre, which will provide activity and footfall throughout the day and into the evening, will also support the existing businesses and cultural & leisure attractions in the city, providing greater economic resilience.

28. The public realm strategy will help ensure that rather than it being experienced as just a transport corridor, opportunities are realised for an enhanced public realm and green infrastructure network, making it an area in which to wander, stop and relax. The public realm strategy will transform the currently unattractive routes through the West End and provide for good wayfinding throughout the area. These will connect a series of new public open spaces with opportunities to find tranquillity and access to rivers and the natural environment. These open spaces will also contribute to net gains for biodiversity and form part of the area's and city's climate change adaption and mitigation strategy.
29. The design guide and Spatial Framework will ensure new development is sensitively designed to conserve the rich historic environment of the area, and wider skyline of Oxford. Policies in the Oxford Local Plan 2036 already provide a general toolkit to ensure high quality design that is informed by the local context. However, the SPD's design guide provides specific guidance for the area, to make sure that it works as a whole and has an identity, whilst also reflecting the local character.

Figure 3: The Spatial Framework in Appendix 1 is based on this vision. It encapsulates it in this diagram, which sets out key principles:



Golden threads

30. The Spatial Framework also sets out three golden threads, which run through each of the strategies because of the important part they play in every aspect of the built environment. These golden threads include the:

- Sustainability Strategy;
- Social Value Strategy; and
- Economic Strategy.

31. Sustainability includes climate change, which is a key priority. The council is committed to addressing the effects of, and reducing our contribution towards, climate change. In 2019, the council declared a climate emergency and has committed to a series of actions. The most relevant to the West End project are: raising energy efficiency of new homes and community buildings; cutting transport emissions; boosting renewable energy installation; managing flood risk and expanding biodiversity. This has been considered in developing every strategy, because all aspects of development in the West End and Osney Mead must be viewed in the context of the need to reduce carbon emissions and tackle the climate emergency.

32. Social value has also been considered in the development of all of the strategies. All strategies and interventions should create social value in order realise the vision. Consideration of this as a golden thread throughout the development of the strategies in the Spatial Framework ensures this will be the case. Linked to this, the draft Oxford Economic Strategy and its delivery plan has been considered throughout.

33. The economic strategy recognises the vision for the West End which has regional and national importance, as set out in the Oxfordshire Local Industrial Strategy (2019) and is a key component of the Oxfordshire – Cambridge Arc. This approach is taken forward in Oxford’s Economic Strategy (2022), which provides a new focus for the city’s economy that introduces measures to promote an ‘inclusive’ economy, to build on its global strengths and support the transition towards ‘zero carbon’.

3. STRATEGIES TO INFORM DESIGNING AND ASSESSING PROPOSALS

3.1 Green and Blue Network strategy and natural spaces

34. Green infrastructure includes natural features such as trees, meadows and hedgerows and blue infrastructure is water features such as rivers, streams and canals. These are particularly beneficial in networks and they form part of ecological systems and provide important benefits such as flood management, shading, biodiversity, food production, better air quality and healthy soils, as well as being important for people’s general sense of wellbeing. The West End is an area of ecological value with its proximity to the Green Belt and the River Thames. Preserving and enhancing the ecosystem will make the area resilient in the face of changing temperatures, weather events and other effects of the climate crisis.
35. The Green and Blue Network strategy diagram in the Spatial Framework (page 62) shows a vision for green and blue infrastructure across the West End, which includes greening of existing corridors and also proposed new streets. The Thames and Castle Mill Stream are key existing green corridors. New development alongside existing corridors should lead to enhancements including to public access.
36. The following summary shows what is expected in different types of locations across the West End:
- **Development with new streets and along existing streets:** Tree planting is expected where feasible, and greening along major routes. Street trees should be well integrated into the design and consideration given to the character of the street and wider area. Also, consideration should be given to integrating sustainable drainage into the green and blue network.
 - **On large new development plots of Osney Mead and Oxpens** new streets should be strategically designed to have a hierarchy of green and blue routes. Green and blue infrastructure should underpin the development plots. It should be multifunctional, incorporating SuDs to mitigate flood risk, providing public spaces and enhancing biodiversity. The green and blue network on these sites will need to be highly effective in flood mitigation, promoting ecology and providing amenity space for the community using the site. The riverside should become a place of activity, leisure and play.
 - **Developments alongside waterways** should ensure the waterways are made more accessible, enjoyable and safe for pedestrians as well as making sure individual proposals recognise the need to protect existing trees and biodiversity

and promoting improvements where possible, such as the need for buffers or bank restoration.

- **Where developments include new or existing green spaces** these should be designed with the community in mind, taking opportunities for community food growing and making improvements to existing spaces and where possible creating new playspaces.
- **On all development sites** nature should be present and opportunities for planting should be maximised such as through installations of green, blue and brown roofs. Further details of what’s expected in designing for nature are included in the nature section of the Design Guide (page 30).

Key infrastructure priorities are:

- Establishing a green and blue network on Osney Mead
- Activation of the riverside edge at the Thames and Osney Lock
- Urban greening along major routes.

37. Most of the Green and Blue Network Strategy and infrastructure needed to achieve it will be delivered by careful design of new developments. In some cases, contributions will be needed to enhance the green and blue infrastructure on routes that pass along and beyond sites.

Table 1: Key infrastructure priorities in relation to the green and blue network

Strat	Key Priority	Detail of Priority	Known Infrastructure Cost
Green and Blue Landscape	1. Establishing a green and blue network on Osney Mead	<ul style="list-style-type: none"> • New green and blue elements introduced to Osney Mead’s existing routes will need to precede comprehensive development and will work to unlock the site for development • Green and blue infrastructure effective for flood mitigation, promoting biodiversity, and amenity space • Designs must consider works from the Oxford Flood Alleviation scheme (OFAS) and ongoing works to watercourses 	<ul style="list-style-type: none"> • Osney Mead and Thames improved cycle paths - £4.9m – delivery 2021–23
	2. Opening up the Thames riverside and Osney Lock	<ul style="list-style-type: none"> • Opportunity for the Thames riverside to be a key place of activity, biodiversity, flood mitigation, leisure and play • Works must respond to the different characters present on the River Thames and the nearby Castle Mill Stream 	
	3. Urban greening along major routes	<ul style="list-style-type: none"> • Greening and rationalising of movement on key roads such as Oxpens, Ferry Hinksey, and Botley Road • Ensuring streets and surrounding development sites contribute positively to active travel, biodiversity, and active street frontages 	

Golden threads

38. Promotion of a Green and Blue network throughout the area has important sustainability benefits. Integration of sustainable drainage into green infrastructure helps adaptation to greater flood risk. The shading and cooling effects of green infrastructure are likely to be increasingly important. Green infrastructure adds social value as it can be a place for community interaction and play, it can provide peace and opportunities to exercise, all of which contribute to health and wellbeing. For these reasons, and because of the added value and desirability it brings to a place, the green infrastructure network also helps to achieve the economic aims.

3.2 Heritage strategy

39. Oxford benefits from a rich heritage of assets. This strategy seeks to ensure that heritage assets are retained and conserved, but also ensure that their value is promoted to fully realise the important contribution they can make to help define the

distinctive character of the area and create a 'sense of place'. Heritage assets can play a key role in helping people to navigate their way around the West End Area, and together with the use of appropriate signage can re-enforce the distinctive character of the West End area.

40. The heritage of an area includes both key assets but also local places, features and associations, minor buildings, paths and open spaces, view points and events. The history and heritage of the West End are important to those who live and work in the city and contribute to a sense of belonging and ownership.
41. **Key principles of heritage strategy:** to celebrate diverse heritage by enhancing and opening up their settings, conserving heritage using sensitive design and refurbishment, using the character of the assets to promote a sense of place and character, use heritage as a tool for wayfinding, and to retain and recycle the built form recognising the contribution this can make to sustainability principles. The map on page 107 provides a vision for where these principles could be used and shows how they relate to existing heritage assets.
42. **Application of principles:** How and where these principles should be applied and what is expected in different types of locations across the West End:
43. **Development adjacent to the River Thames:** the heritage strategy seeks to re-establish the historic relationship of the River Thames to its heritage assets. By opening up the remnants of Osney Abbey and Osney Mill Cottage with public realm improvements, new connections and activity along the riverside. This seeks to bring the river back into the heart of the Osney Conservation Area. The potential for opening up of the EA depot and its bridge connection to the public would significantly improve accessibility from Bridge Street to the river and should be explored as part of any proposals.
44. **On existing streets which have a strong heritage and character value:** the strategy seeks to protect and mitigate the effect of increased footfall and traffic on heritage assets. The following areas therefore need to be protected:
 - Osney Mead's Bridge, East, West and South Street;
 - Becket Street and the surroundings of St Thomas the Martyr Church;
 - Osney Mead's Cemetery; and
 - Walking routes across the green belt to North Hinksey village.
45. **On new or existing areas of public realm: in conjunction with the public realm strategy, the heritage strategy seeks to celebrate key assets with improved settings.** the strategy seeks to make improvements to or create new areas of public realm to significantly improve the settings of heritage assets. This could include using key assets / buildings as a focal point for new development to respond to, or re-purposing heritage assets with community uses and meanwhile uses for example. Interventions may be landscape improvements and making greater and more active use of the public realm, creating attractive areas for people to sit, dwell and enjoy or enabling them to learn about the heritage of various assets.

Key areas where public realm improvements could benefit heritage assets are:

- Osney Abbey and Lock
- St Thomas the Martyr's Church
- St Frideswide's Church
- Nuffield College Sites
- Oxford Castle

46. **New development which may impact on views of key spires and or structures of height:** The strategy considers that key heritage assets in the West End are important in themselves but equally for their setting and how they provide a focus for people to move and navigate their way around the area.
47. The heritage strategy requires new development to show that it:
- has regard for the impact on short views of key heritage assets, such as Nuffield College, the Castle Mound and Tom Tower at Christ Church, ensuring views remain, even if altered, and considering how they may be incorporated and enhanced;
 - positively responds to the setting of heritage assets; and
 - does not restrict long views of the city, for example of particular significance are the proposals for Osney Mead Industrial Estate and Oxpens, and their impact on the historic view from Raleigh Park.
48. **New development within the Core Area of the City centre:** the proposed height of new development needs to be sensitive and respond to existing heritage assets. It should comply with Policy DH2 of the Oxford Local Plan 2036, and proposals should be well designed to respect key heritage assets within the West End, which include:
- St Thomas's Church and proposals on Becket Street
 - Nuffield College and Castle Mound and proposals on Nuffield College Sites
 - Christchurch Old Buildings
 - Rewley Abbey Scheduled Monument
 - Rewley Road Fire Station and Oxford Station depot site.
49. **New development on Osney Mead:** Osney Mead has few heritage assets, but its massing and urban form will need to be considered in relation to its impact on longer distance views.
50. **Development comprising existing buildings and or structures:** The Heritage Strategy encourages proposed schemes to re-use, recycle or retain the existing built form wherever possible and integrate this into the new urban fabric of the emerging new destinations. This could be retaining a historic wall within a piece of public realm, re-using bricks from a demolished building within the public realm, or using an old warehouse for a new vibrant activity. This has benefits for carbon (embodied) as well as heritage.
51. **Key infrastructure priorities**

- Opening up of Osney Mill and Osney Lock to public: Osney Mill square recognising heritage of Osney Abbey
- Bulstake stream: new street lower in the hierarchy with a focus for its use by residents and for access
- Green belt routes: connections from existing network into Osney mead / Oxpens
- St. Thomas Church, Becket Street: enhanced public realm to enable better appreciation of the heritage asset

Delivery

52. Requires working in partnership with key landowners and the local highway authority to develop schemes in collaboration with the local community and sourcing of funding, through for example funding opportunities arising from comprehensive developments.

Golden threads

53. Sustainability can be achieved by retaining and recycling the built form wherever possible. Social value is delivered by making greater and more active use of the public realm and riverside settings. Economic benefits are derived through conserving and enhancing heritage assets and their settings.

3.3 Movement strategy

54. The overarching aim of the movement strategy is to provide for safe travel, prioritising active travel & public transport options. Vehicular dominance, particularly in the West End is to be reduced with car-free developments & reductions in car parking. Public transport provision will continue to play an important role in promoting sustainable travel access and movement in the West End. Currently the West End area is quite constrained in terms of movement and connectivity, with streets which are poor in quality with limited connections through the area and beyond and a reliance on constrained streets and towpaths. There are, however, significant opportunities to improve movement and connectivity in the future which can be tied into wider strategies to improve 'active travel' through new and improved walking and cycling links; bus connections and movements, and to deliver a net zero carbon Oxford. There is also the opportunity to integrate the West End's development with the wider aspirations for the railway station as a key gateway into the area.
55. The Movement Strategy diagram in the spatial framework (page 71) sets out a vision for how people should be supported to move around the West End area, including how they walk, cycle, drive and travel by bus. It sets out the importance of supporting low carbon and active lifestyles, the need for a clear hierarchy of streets and routes, and the importance of physical connections and strategic land use placement in order to support movement. The strategy also pays special attention to how more significant barriers such as the River Thames and the railway ought to be improved upon.
56. The following summarises what is expected in relation to movement in different types of locations across the West End:

- **On all proposals where interventions are to be made within the streetscape** active transport options should be prioritised, with pedestrian and cyclist friendly design measures maximised to ensure that all users are safe and comfortable within the movement network.
- **On larger plots, or where proposals include the creation of new streets and routes** care should be given to defining the intended street hierarchies and the scale of movement they may sustain, with particular attention paid to supporting the transition to zero carbon travel. New east-west links should enable improved movement within the West End between existing and new sites as well as centres of activity. The Design Guide (pages 14 to 20) sets out expectations for what would be expected on streets/routes at different levels of the street hierarchy (primary, secondary and tertiary routes).
- **On sites adjacent to waterways and the railway line** attention should be paid to the barriers to movement that these features present and opportunities sought to improve or support connections across them. The SPD sets out an analysis of routes across the River Thames and railway. Some of these are existing with opportunities to open up further, others, like the Oxpens River Bridge, are entirely new bridge connections.
- **On all development sites, particularly those with proximity to key routes connecting into the station,** opportunities should be sought to build upon the re-development of the Oxford station, supporting its establishment as a key gateway into the city. The central location and strategic importance of the station should be capitalised upon with a focus towards establishing seamless onward connections by walking and cycling within the West End to areas such as Osney Mead, Oxpens and the core of the city centre.

Key infrastructure priorities in relation to movement are:

- Railway Station gateway
- Oxpens River bridge
- Opening up the EA depot & Osney Lock for access
- Oxpens Road

57. Many of the principles set out within the Movement Strategy will be delivered by careful design of new developments. Due to the interconnected nature of the topic of movement and connectivity, attention will also need to be paid to planned interventions in the locality that may already be in place as well as having regard to supporting strategies/frameworks that address these issues more broadly across the city (such as the Local Cycling Walking and Infrastructure Plan LCWIP², Oxfordshire County Council's Local Transport Plan 4, Oxford Transport Plan, emerging Local Transport and Connectivity Plan & Central Transport Area Strategy / Core Schemes

² Link to [Local Walking and Cycling Infrastructure Plans \(LCWIP\)](#)

that will supersede LTP4 & OTS. Additional funding may be required to deliver some of the infrastructure priorities.

58. The majority of the key infrastructure priorities benefit from some level of external funding to ensure their delivery. In some cases, contributions will be needed to support other larger interventions and pieces of infrastructure where an alternative delivery body has responsibility for the project and where funding has not been secured.

Table 2: Key infrastructure priorities in relation to movement (indicative cost figures correct at time of writing)

Movement	4. Railway station gateway	<ul style="list-style-type: none"> Strengthening Oxford Railway station as a local and regional transport hub through public realm and infrastructure improvements Improving east-west connectivity to sites such as Osney Mead and Oxpens through pedestrian and cyclist prioritisation Creating a new sense of arrival at the station 	<ul style="list-style-type: none"> Oxford Station West side improvements - £80-160m Oxford Station East side improvements - £350-550m Connecting Oxford - £60-100m- new and improved bus services and associated bus and cycle infrastructure 	<ul style="list-style-type: none"> Becket St to Oxford railway station Rd pedestrian / cycle bridge - £10m-16m – delivery by 2028 Cowley branch line reopening - £50-150m – required by 2028
	5. Oxpens bridge	<ul style="list-style-type: none"> Creating an important new connection between the developments at Osney Mead and Oxpens Improving access and improving value to the area around Grandpont Nature park, Thames riverside and the green belt 	<ul style="list-style-type: none"> Oxney Mead to Oxpens pedestrian and cycle bridge - £6m – delivery in 2023 	
	6. Opening up the EA depot & Osney Lock	<ul style="list-style-type: none"> Improving public access to the River Thames Opening up key route through the EA depot connecting Osney Town and Osney Mead and introducing new permeability between the two banks of the river 	<ul style="list-style-type: none"> West end public realm and movement interventions - £500k – to design and development of project proposals 	
	7. Oxpens Road	<ul style="list-style-type: none"> Interventions could include tree planting, cycle infrastructure, building frontages, swales, and a central reservation Oxpens road as a holistic site for delivery of infrastructure, from Frideswide Square to St Aldate's 	<ul style="list-style-type: none"> Zero Emission Zone - £2m – delivery dependent on Connecting Oxon Connecting Oxford £60-100m – new and improved bus services and associated bus and cycle infrastructure 	<ul style="list-style-type: none"> West end public realm and movement interventions - £500k – to design and development of project proposals

Golden threads

59. Facilitating movement through the West End as well as to and from the area will have a range of sustainability benefits. Supporting people to take up active travel (walking and cycling) has social benefits in respect of physical and mental health but also encourages social cohesion and interaction with other people. Supporting active travel as well as a shift away from private car to travel by public transport options like bus and rail will support the decarbonisation of the transport network, with additional benefits for air quality, noise and congestion on the roads too. Enabling better connections and mobility through the West End can also support economic objectives, enabling more people to enjoy and spend time in the area, discovering and accessing local businesses and arts and culture venues that they may not have used before. The future programming, management and maintenance of the public spaces will need to be fully considered as part of the infrastructure delivery and implementation plan for major new development sites.

3.4 Public Realm strategy

60. The West End and Osney Mead area is limited in terms of high quality public space, but its redevelopment offers the opportunity to invest into existing spaces and to create a range of new interconnected spaces throughout the area. Public realm is considered to be just as important as the design of the buildings themselves, investing in high quality public spaces such as streets, squares and green areas can encourage people to move through the West End more actively, build social cohesion and a sense of community, as well as inspire a true sense of place and identity.

61. Whilst some of the strategies set out in the SF are fairly independent, much of the guidance within the public realm strategy is supported by and closely related to other strategies in the SF. These other strategies often take a greater focus on particular elements or features which are intrinsic to a successful public realm, including the arts and cultural strategy, green and blue infrastructure, movement and heritage; as such it is recommended that these should be read in conjunction with it. The Design Guide (pages 21 to 29), goes on to set more specific advice and guidance for practical measures that ought to be implemented by developers and infrastructure delivery partners within the public realm of the West End.
62. The public realm strategy diagram in the Spatial Framework (page 86) sets out a vision for how public spaces should be designed and includes six principles/characteristics that need to be embedded in all areas of the West End. These principles, including the need for spaces to be comfortable, characterful, enjoyable, resilient, flexible, and connected, are then analysed in more detail with practical examples set out for how each principle can be successfully incorporated into design proposals. As detailed designs come forward for individual proposals they will have to show how they respond positively to the needs of people with disabilities and those less mobile.
63. Whilst much of the guidance on public realm will apply everywhere, the SF goes on to set out some specific expectations for the public realm in different scenarios, across different locations and types of development within the area:
64. **New public spaces** should take opportunities to connect up existing spaces and establish gateways, which will be important for attracting activity into the area, improving legibility and wayfinding, and making it easier and more pleasant to navigate and move through.
65. **All routes** should be designed as spaces that are friendly for pedestrians and cyclists and should incorporate significant greening in order to support people to take up active travel and to make the experience positive and encouraging. Existing streets like Botley Road; Oxpens Road and St Aldate's are often dominated by vehicles, and are not friendly to those travelling on foot or bike, but various interventions could support people to shift away from the car.
66. **Proposals along watercourses** should improve public realm to create a high quality destinations within the West End that can significantly boost Oxford's riverside character. The SF identifies points of focus such as that running to the north-east of the Osney Mead Regeneration site, the public realm by the northern section of Castle Mill Stream, located adjacent to Worcester car park and routes along the Osney Mill Marina. These spaces offer multi-faceted opportunities, not only for creating spaces for social interaction and engagement with nature, but also movement corridors to the wider city and flood mitigation.
67. **All public realm** consideration should be given to how these spaces might form part of the setting for heritage assets and celebrate heritage and also bhow the wider historic

character of the area might potentially be integrated or repurposed within the design of such spaces. As the Arts and Culture strategy highlights, this can be an important means of establishing character and sense of place for the area, alongside other creative measures.

68. **On all developments between Osney Mead and the city centre**, opportunities should be sought to create or improve east-west connections for pedestrians from Osney Mead to the city centre as this is likely to become a critical link for future residents and users of the site for work or pleasure. Key public spaces such as Oxpens Meadows; Grandpont Nature Park; Oxpens new public square and the new improved riverfront at Osney Mead regeneration site could be linked up via these connections including via new or improved routes over/along the river, including the provision of Oxpens Bridge.

Key infrastructure priorities

69. A range of localised interventions spread across three categories (routes, exceptional public spaces and junctions) are identified in the public realm strategy section of the Spatial Framework via a map and table (pages 98 to 101). These should be considered as part of design proposals for sites in their proximity as they come forward. Aside from these, the Spatial Framework also identifies a number of more major priorities:
- Station gateway
 - Oxpens Bridge
 - Oxpens Road
 - Becket Street Link
 - Frideswide Square/ Castle Mill Stream sites
 - Opening up the riverside
 - Osney Mead riverside square
70. Many of the principles set out within the Public Realm Strategy will be delivered by careful design of new developments. Some of the key infrastructure priorities benefit from some level of external funding to ensure their delivery, others have remaining costs to be identified in part or in the whole. In some cases, contributions will be needed to support other larger interventions and pieces of infrastructure where an alternative delivery body has responsibility for the project and where funding has not been secured.

Table 3: Key infrastructure priorities in relation to the public realm

Strat	Key Priority	Detail of Priority	Known Infrastructure Cost
Public Realm	8. Station gateway	<ul style="list-style-type: none"> Strengthening Oxford Railway station as a local and regional transport hub through public realm and infrastructure improvements Public realm improvements to all surrounding streets and spaces including Frideswide Square 	<ul style="list-style-type: none"> Oxford Station West side improvements - £80-160m Oxford Station east side improvements - £350-550m Becket Street to Oxford railway station pedestrian / cycle bridge - £10m-16m – delivery by 2028 Cowley branch line reopening - £50-150m – required by 2028 Connecting Oxford - £60-100m
	9. Oxpens Road	<ul style="list-style-type: none"> Developing a consistent public realm experience from the station down to new developments at Oxpens and Osney Mead Improved public realm connecting Oxpens and the adjacent meadows to Westgate 	<ul style="list-style-type: none"> West end public realm and movement interventions - £500k – to design and development of project proposals Connecting Oxford £60-100m – new and improved bus services and associated bus and cycle infrastructure Zero Emission Zone - £2m – delivery dependent on Oxford Station East side improvements - £350-550m
	10. Becket Street link	<ul style="list-style-type: none"> Rationalising the bus network necessary to determine the character of Becket Street and its relationship with its surroundings Considering the sensitive context of St. Thomas the Martyr Church 	<ul style="list-style-type: none"> Becket Street to Oxford railway station Botley Road pedestrian / cycle bridge - £10m – delivery by 2028 West end public realm and movement interventions - £500k – to design and development of project proposals
	11. Frideswide Square/Castle Mill Stream sites	<ul style="list-style-type: none"> Public realm improvements along Hythe Bridge Street and Park End Street will be critical in unlocking the site Consideration of the station as a gateway and how the site can contribute to this 	<ul style="list-style-type: none"> West end public realm and movement interventions - £500k – to design and development of project proposals
	12. Opening up the riverside	<ul style="list-style-type: none"> Making the most of the West End's natural resources to create high quality public space Opening up the Thames riverside from Oxpens meadow to the EA depot site 	<ul style="list-style-type: none"> West end public realm and movement interventions - £500k – to design and development of project proposals
	13. Osney Mead riverside square	<ul style="list-style-type: none"> A new riverside square to activate Osney Mead as a new activity hub and innovation quarter Meanwhile uses during early phases of development may aid delivery and the fostering of community support 	<ul style="list-style-type: none"> West end public realm and movement interventions - £500k – to design and development of project proposals

Golden-threads

71. Sustainability is achieved by positively responding to climate change and seeking to balance the issues of the natural environment, such as flooding, with the need to support sustainable development. Public realm helps to provide the connections and links that access an area and the space to enjoy it. It draws on the distinctive local character of the area, its buildings, streets and public spaces. Social value is created by providing and improving public realm to support well-being and peoples' ability to access and enjoy spaces. Economic benefits are derived from providing better access/connections to the West End generating activity and making it easier to navigate through the area for visitors, workers and local community.

3.5 Arts and cultural strategy

72. The redevelopment of the West End area is an opportunity to put culture and art at the heart of the community and to use it as a means to galvanise positive economic and social change.

73. The Arts and Culture Strategy diagram in the Spatial Framework (page 112) sets out the vision for how investment in art and culture can garner multiple socio-economic benefits for the West End and the wider city, as well as countering the negative impacts that the Covid-19 Pandemic has had on this sector over the last couple of years. The vision in the Spatial Framework highlights the importance of aiming to establish a strong sense of identity and belonging through culture and establishing a community led environment with a culture of innovation and strong partnerships that can drive regeneration and revitalisation of the West End.

74. Arts and culture can be encouraged through a wide variety of spaces, and the Spatial Framework highlights a selection of uses including:
- Creative workspaces
 - Rehearsal studios
 - Recording studios
 - Production studios
 - Artist and maker spaces
 - Cinemas
 - Sports and leisure venues
 - Galleries and museums
 - Heritage buildings
 - Performance venues
 - Libraries
 - Community spaces
 - Artistic installations in the public realm
75. The following summarises what is expected in how arts and culture should be incorporated within developments across the West End:
76. **Promote arts and culture through establishing vibrant mixed-use neighbourhoods** by ensuring that buildings can accommodate a mixture of uses alongside more typical residential and employment spaces, for example by mixing co-working and leisure uses side-by-side.
77. **Make space for culture to thrive, a place where people can share in and experience it** thus establishing the West End as a destination for the enjoyment of art and culture. Ensuring that there are a range of spaces that are affordable and allow for a diverse range of stakeholders to come together to collaborate and create. Such spaces should not wholly necessitate creation of new buildings, but could also make use of existing buildings repurposed for a mixture of functions. There are a number of under-utilised spaces within Osney Mead's Industrial Estate and within vacant shop units within the city centre that could play an important role in realising this vision.
78. **Incorporate the public realm as a contributor to the cultural identity of the area**, ensuring that the spaces between buildings can act as a channel for people to experience artistic and cultural endeavours. Existing space and new spaces can act as an important venue for hosting permanent and temporary public art, performances and other community-led projects and the Design Guide (page 28) includes further guidance on how this could be implemented in a successful and inclusive way. The SF identifies a couple of key areas in the West End that are envisioned to serve as focal points for culture including the waterfront square in Osney Mead and the area surrounding Oxpens Meadow.
79. **Celebrate the cultural heritage of the West End area** designing in a way that is sympathetic to and enhances the rich heritage of the area. The heritage strategy has further guidance on how heritage should be treated, but it should be recognised that

features such as historic buildings can make an invaluable contribution to the cultural identity of the area which is difficult to replicate. Repurposing old buildings where appropriate, enhancing their setting and celebrating the heritage of the area through smart design choices are all to be encouraged in helping to promote a strong sense of belonging and place.

80. Most of the Arts and Culture Strategy will be delivered by careful design of new developments. A key part of the design process will be the need for it to be underpinned by strong and meaningful engagement with the local community and other key stakeholders.

Golden threads

81. Sustainability and social value are both achieved through the creation of a strong sense of identity and belonging and by promoting active partnership working between the local community and partners on agreed projects. Economic benefits will be realised by encouraging greater use of buildings and spaces for arts and cultural activities that will serve new and existing uses, the community and the local economy.

3.6 Meanwhile use strategy

82. The West End has a number of vacant and under-utilised areas of land and buildings. Meanwhile uses and the introduction of new uses for spaces can play an important role in stimulating activity and help change the feeling of an area. The Spatial Framework (page 116) identifies some key opportunities to help unlock sites, create better footfall through and to areas and attract investment in strategic locations. The strategy seeks to generate social value, build resilience and create a long legacy for the area.
83. The key principles of meanwhile uses require collaboration between public and private partners with a shared vision; using meanwhile uses as catalysts for change; introducing new uses to buildings and spaces to generate activity; and using meanwhile uses to positively change the perception of areas within the West End. The map on page 117 provides a visual representation of where these meanwhile uses could take place in the area. The temporary nature of these 'meanwhile' uses provides activity and interest, whilst longer-term proposals for a site are being developed.
84. **Application of principles:** How and where these principles should be applied and what is expected in different types of locations across the West End:
85. **On existing walking and cycling routes and where new links are created to promote active travel:** Better connectivity is required to support new uses in the area. Meanwhile uses will then be able to positively improve the footfall, attractiveness, activity and legibility of the area. These new links could potentially include the east-west route of Woodins Way; key crossings at Oxpens and Botley Road; and the Botley Road underpass.

86. **Under-used buildings on Osney Mead and other new development sites:** could provide the opportunity for the creation of new hubs of activity for local business and enterprises to be supported. This could include for example community space, exhibition space, studio space and local food and drink businesses.
87. **On spaces on Osney Mead and other new development sites:** meanwhile uses can help to develop and foster a new community by setting up new events and use of spaces can help bring residents, visitors and workers together. The role of the local community will be key in developing meanwhile uses and activities.
88. **In vacant buildings, such as on Osney Mead and other development sites:** these buildings can be re-used and re-purposed to include new uses which promotes a sustainable approach to the use of the built form. It could include for example using industrial buildings for incubator space, and or rooftops for food growing.

Delivery

89. The key to delivery will be working with partners, developers and local community to explore the potential for meanwhile uses. Landowners should be alive to the possibilities of meanwhile uses on their sites as a way of ensuring their continuous use.

Golden threads

90. Sustainability is achieved by introducing new uses that would make better use of vacant land and buildings. Meanwhile uses will seek to generate social value by building resilience, creating a long legacy and promoting collaboration with the community and partners in taking forward new projects and programmes. Economic benefits would flow from attracting investment and activity by supporting new uses.

3.7 Land use strategy

91. The Local Plan 2036 under different site allocations provides minimum housing requirements which respond to the existing and future needs of the area in the context of each site. In practice, and subject to viability, many of these sites may be able to take more housing which will bring vibrancy to the areas. The housing requirements set by the Local Plan 2036 are a direct response to Oxford's urgent need for more homes as a response to the city's housing supply crisis. Housing delivery is necessary for the city's economic, environmental, and social health. Economically, housing provision attracts and retains people to support the economy. Socially, it prevents the disconnection of social networks caused by housing unaffordability and environmentally lessens the impact of commuting. Ultimately, Oxford's West End is looking at a significant influx of homes in the coming decades. Those need to be designed carefully with other uses and to work as part of the mixed use schemes that are expected on all sites and the complementary intention to create an innovation district in the West End and Osney Mead area.
92. The adopted Local Plan 2036 allocates a number of sites for development in the West End, which will bring significant change in the future. The spatial framework provides

the setting for these new buildings, increase in population, new land uses including innovative and meanwhile uses, new activities, new and improved links throughout the area, improvements to the public realm and green spaces.

93. Consideration of land use distribution will need to respond to the following key principles: the promotion of mixed-use neighbourhoods seeking to provide a balanced mix of uses within local neighbourhoods (20 min distance), innovative urban typologies aim to bring this mix of uses together in well-designed buildings, which will generate activity for the areas of public realm, flexibility and adaptability will be important to ensure that buildings and spaces around them can respond to changing future needs, the lifecycle of buildings as a principle reflects the need to promote sustainability using recycled materials, and the creation of activity hubs that support an intensity of uses and good connections to ensure successful place-making.

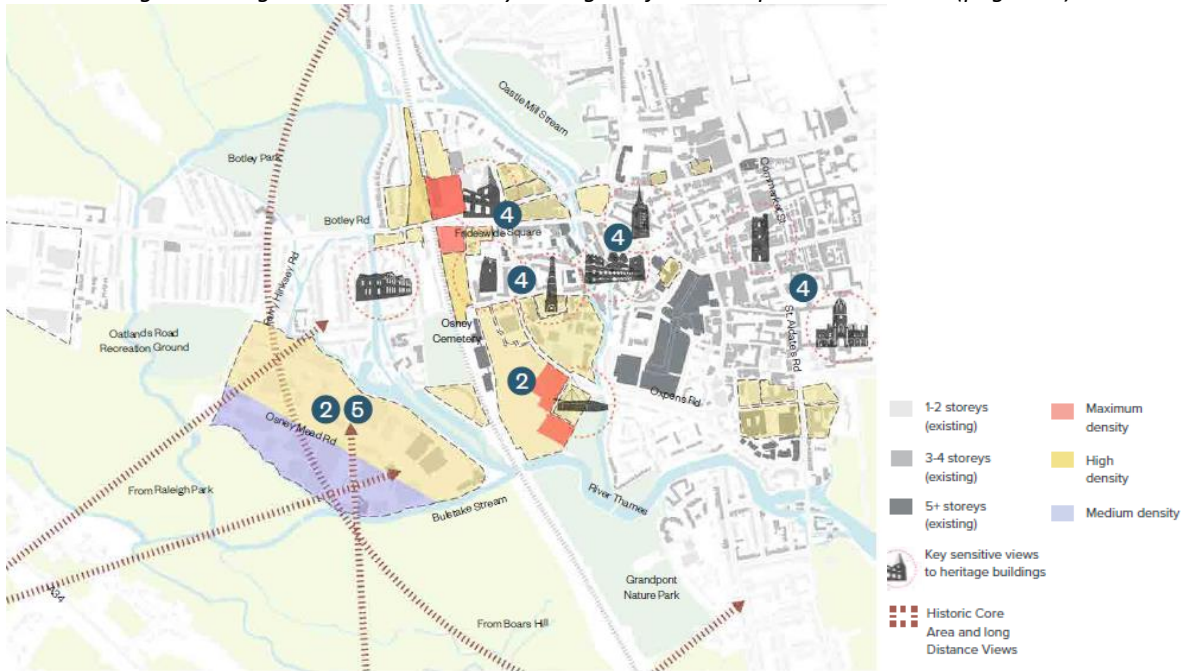
Golden-threads

94. Sustainability is achieved by the promotion of mixed-use neighbourhoods that seek to support a mix of uses within local neighbourhood areas. It supports re-use of buildings and materials, and making sure that their layouts have flexibility to respond to changes in future needs. Social value is realised through the support for local neighbourhoods which creates activity hubs and a sense of belonging and connection to the area. Economic benefits are derived from the support for local firms, businesses and arts and culture activities together with the balanced mix of uses and a range of job opportunities.

3.8 Built form

95. The framework addresses built form, which encompasses much of the physical and spatial elements of the built environment. The Spatial Framework and Design Guide address design, quality of buildings and spaces, including considerations for appropriate scale, massing and roofscape. In line with the aspirations of the Area of Change policy in the Local Plan, the strategies also consider how to make use of density, block typology/morphology and overall design approaches in order to achieve the most efficient and effective use of land.

Figure 4: Heights and densities analysis diagram from the Spatial Framework (page 123):



Heights and densities

96. Oxford is particularly renowned for its iconic skyline, which can be particularly sensitive to the impacts of development of unsuitable heights and roof forms. The West End offers several opportunities for sensitive yet statement moments of built height to add fresh new additions to Oxford’s ‘dreaming spires’, as well as gateways that serve as wayfinding landmarks and key character features. The framework includes a number of strategies on how to manage the heights of development proposals in order to result in a net positive impact to the skyline. The West End High Buildings Study (2018) specifies more contextual height parameters based on location. Broad principles to consider are:

1. Celebrating the West End’s existing points of height, and strategically adding more
2. Enhancing the long distance views by improving the roofscape and form of the West End
3. Ensuring height of new development is informed by immediate surroundings
4. Building heights and massing should respond to existing heritage assets
5. Balance of new development with spaces in between Buildings

Roofscape

97. With Oxford having many long distance views into the City the aesthetics of the roofscape is important. Policy DH2 in the Local Plan 2036 asks proposals to ensure a positive contribution to the roofscape. The Assessment of the Oxford View Cones (2015) highlights the opportunity to improve long distance views from the west. It suggests that the existing industrial estate’s roof surfaces could be amended. Using darker or less reflective material would be of benefit and tree planting could be used to break up the area. Utilisation of rooftops is essential in an urban area such as Oxford

where land is limited. Roof spaces provide a real opportunity to support biodiversity, mitigate flood risk, improve building insulation and thermal efficiency; and provide key amenity space for communities.

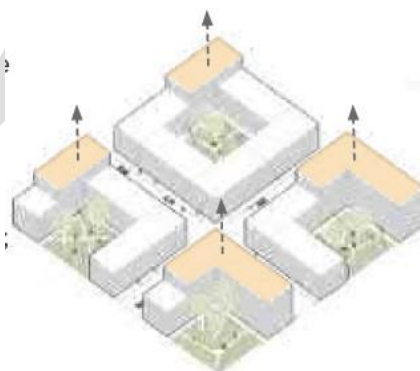
98. The Design Guide has assessed and identified three levels of built densities that may be appropriate for the West End context, including indicative numbers of storeys, although these are not definitive and heights will be subject to testing through the detailed design process for individual sites:
99. **At development sites adjacent to existing low-rise buildings or heritage buildings or where height will impact on heritage- medium:** urban block parameters which are 2/3-4 storeys with larger external spaces. Larger floor plates can be accommodated within these blocks - depending on the uses which need to be accommodated within the parameter.

Figure 5: medium urban block parameters as set out in Design Guide (page 35)



100. **Much of the new development sites- high:** tighter urban blocks. Fulfilling the need for different uses and limiting height as set out in Policy DH2 of the Local Plan 2036 allows for tight perimeter blocks which accommodate a multitude of uses. Existing examples of these are the redevelopment of Northgate and Clarendon Centre.

Figure 6: higher and tighter urban block parameters as set out in Design Guide (page 35)

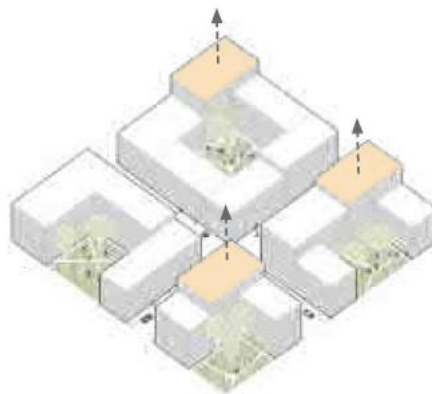


101. **At strategically designed 'moments'- maximum:** key buildings which maximise development potential and are located at strategic moments. These could potentially

be more than 5 storeys tall in places, although the impacts would need to be carefully tested through the design process. No existing precedents of such height have been found in Oxford City Centre. Careful design and sensitive planning for the setting of these taller moments/ buildings is essential. They could be developed as part of a wider wayfinding strategy for the West End.

102. Maximum densities will only be considered in certain locations and will need to be justified by place-making strategies. As the Local Plan 2036 states, development exceeding the limit of 18.2m will need to be limited in bulk and of high design quality. Extensive justification of higher building blocks will be required and all relevant policy guidance for listed or other heritage buildings must be followed.

Figure 7: maximum urban block parameters as set out in Design Guide (page 35)



Urban Block Typologies

103. The applicability of the different types of urban block typologies is dependent on site context, existing built morphology and urban grain and the ability to project height in the face of height limitations. The framework identifies a number that may be applicable in the West End setting:
104. **More constrained sites and infill sites- Individual Block typology:** Individual buildings which stand-alone but should be integrated into surrounding context with careful consideration given to public realm aspects for spaces between the buildings.
105. **Where a continuous building line around the boundaries of an urban block with shared space within is desired- Courtyard (perimeter) Block typology:** Courtyard blocks can vary in size and shape, and careful consideration is needed to ensure good levels of daylight/ sunlight are achieved within the interior courtyard spaces. Should the urban block be developed at ground level with larger non-residential functions, raised courtyards in the form of podiums are possible.
106. **Where more flexibility and prominent points are required- Hybrid block typology:** Hybrid blocks combine the characteristics of courtyard and individual block typologies; they offer more plot flexibility as they are not made up by a continuous block. Hybrid blocks offer opportunities to introduce building height at prominent points. This creates a block that is both visually interesting and capable of meeting ambitious floor space targets while minimising footprints at ground level. The urban block can also

provide secondary access routes through - ground floor uses should be carefully designed to create active and animated frontages along the external perimeter and the internal route.

Massing

107. Massing of buildings will need to vary considerably across the West End and will be significantly dependent on the land uses needed. How different scales and uses of buildings sit together and how these interface with the public realm will be particularly important.
108. Considerations of how different scales of buildings (for example large floor plates for non-residential uses like labs, research spaces with smaller footprints of residential and/or offices above) sit together will also be important.

Mix of uses

109. A compatible mix of land uses is desirable for most buildings to maximise the efficiency of land usage and to create vibrant and multi-functional spaces within buildings. It is however recognised that there are operational and management challenges with the practical delivery of these developments. The Osney Mead and Oxpens Character Areas will be characterised by large amounts of employment space, and the aspiration will be to integrate a mix of employment types, as well as space for residential dwellings, food and drink, shops, leisure, and community facilities.

Figure 8: mixing of uses example as set out in Design Guide (page 37)



110. Such mixes of use should be done with careful consideration to the needs of new and existing users for the avoidance of conflict on the grounds of amenity and service provision. The types of uses employed on the ground floors of buildings should be designed in close alignment with the intended character of the public realm around it. In order for there to be a positive contribution to the public realm, buildings should be designed with an 'active' frontage that offers a degree of interface with the street. Buildings with façades that are obscured through a lack of windows or advertisements, breaking street character are in effect dead frontages. This is possible to achieve regardless of the type of building or the land use at ground floor level.

Golden Threads

111. Care in the design of the built form is essential for achieving sustainability. Maximising use of space, ensuring a comfortable living and working environment in more extreme temperatures and saving energy can all be achieved by careful design of the built form. Social value can also be achieved. There is a disparity in impacts of climate change between more deprived and less deprived areas. Well designed and insulated

buildings available to all help to minimise this disparity. Cheaper running costs for employment buildings and built in flexibility also helps their affordability for a variety of workspace types, helping to achieve economic aims.

3.9 Transformational sites

112. Four areas of the West End and Osney Mead are expected to see transformational change that will be key to the successful development of the whole area, which are Osney Mead, Oxpens, The Frideswide Square and Castle Mill Stream Gateway and the Station Gateway. These four areas have a particular focus in the West End Spatial Framework and the Design Guide in the emerging masterplans section. It is essential the details relating to these sites in the Spatial Framework and Design Guide, and in the emerging masterplans section, is referred to, carefully understood and followed.

Expectations for development on Osney Mead

113. Osney Mead's location and opportunity for change is instrumental in realising the wider vision for the area. It's a site which provides significant opportunity for more innovation, a new working and residential community and a place for culture, arts and leisure. Allocated in the Local Plan 2036 (Policy SP2), Osney Mead is earmarked as a place for a mixed-use development which accommodates employment uses, academic uses, student accommodation, employer linked affordable housing and market housing.
114. The place-making vision for this site is to:
- Take the opportunity for green and blue infrastructure to address not only environmental challenges but be adapted into a friendly and comfortable public realm network
 - Build upon existing urban structure and existing access routes to create a practical urban armature of movement, connections and infrastructure
 - Allow intimate and lively public spaces to emerge from the processional design of streets and flexible urban block typologies
115. There are key opportunities to unlock the site around access, place-making and sustainable infrastructure. These measures make the most efficient use of land to fully achieve development goals and to unlock the full potential of Osney Mead as a world leading innovation and sustainable urban quarter. Some of these opportunities can only be achieved by comprehensive development across the site, the potential benefits of which may in future justify a Compulsory Purchase Order. There are particular key interventions that can significantly enhance the development potential of the site that require a large-scale redevelopment, including relocation of the Environment Agency's depot to create a new route into the site (although alternative means of storing and deploying the flood defences for Osney Island would be needed). Undergrounding the electric cables is also likely to only be achievable as part of a full redevelopment of the site, as is comprehensive flood risk management through integrated SuDS and green infrastructure across the site, potentially helping to reduce flood risk to Osney Island also. Development of the site as one piece would also have

an advantage in terms of place-making, ensuring the comprehensive consideration of activity, public spaces and so on across the site. Connectivity, access and movement around the site, including for example potentially accommodating public transport, could also be considered fully.

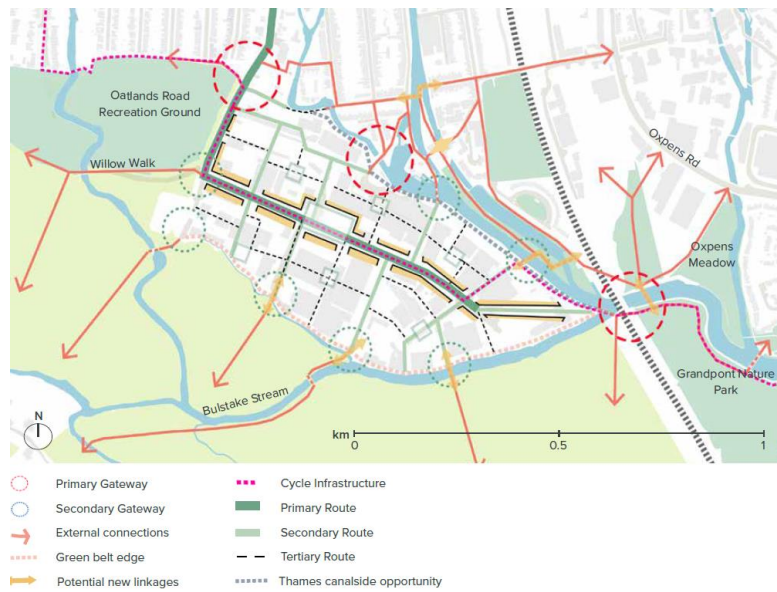
116. Comprehensive development should follow the vision and design principles set out in the Spatial Framework. This includes the **Green Infrastructure Strategy**, which is illustrated by the following diagram:

Figure 9: Osney Mead blue and green infrastructure strategy



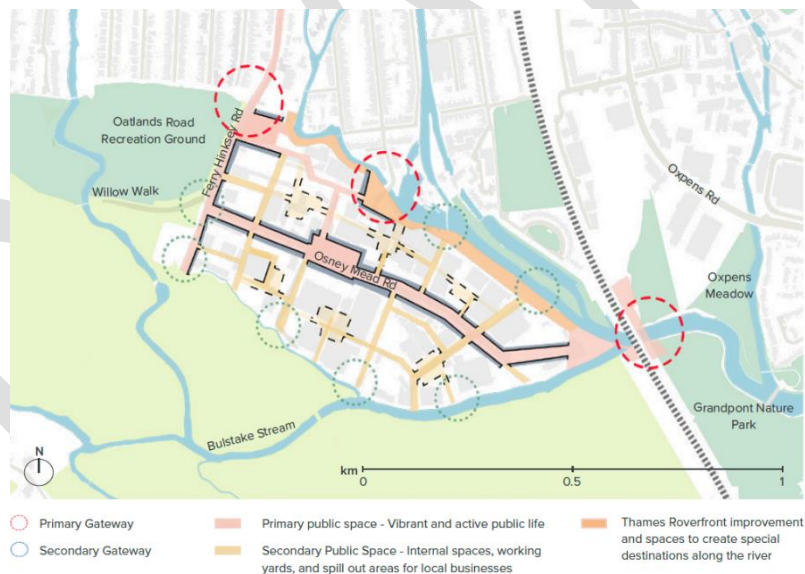
117. This also includes the **Movement Strategy**, as illustrated by the following diagram. The off-site connections will not necessarily be achievable through the development of Osney Mead but it will be necessary to show that the site is adequately connected and integrated into the wider area:

Figure 10: Osney Mead movement strategy



118. The **Urban Armature Strategy** should also be applied, as illustrated by this diagram showing the structure of public spaces across the site:

Figure 11: Osney Mead urban armature strategy



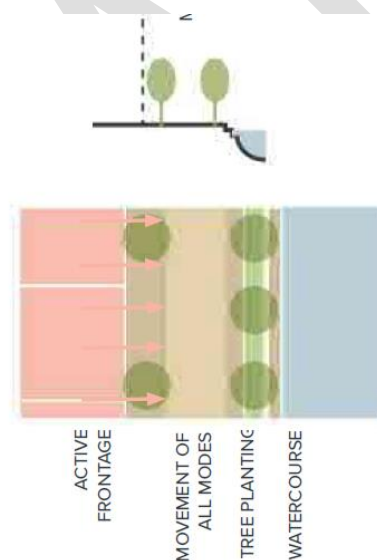
Individual proposals ahead of any comprehensive development

119. Even with any smaller individual proposals within the Osney Mead site it is important that they contribute to the delivery of the overall vision and do not compromise it. This means that the location should be identified on the strategy diagrams and proposals designed around this to ensure future delivery of the vision is not compromised. Policy SP2 states that planning permission will not be granted for development that prejudices the comprehensive development of the whole site and that a masterplan approved by the City Council should be developed prior to any

development, which all development should comply with. Whilst development of a masterplan will rely on a landowner carrying out more detailed work, ideally in collaboration with the City Council, this SPD enables smaller incremental developments to come forward and be considered in the context of their impacts on delivery of the vision for the site. Any large-scale comprehensive development of the site should follow development of a masterplan in collaboration with city council officers and endorsed at Cabinet.

120. Responding to the flood risk is essential for development on the site and it is likely that flood mitigation will be required on most of the site, even when in the context of the Oxford Flood Alleviation Scheme (OFAS). Technical work and detailed surveys will be needed to support proposals and the opportunity should be left for future implementation of the GI strategy.
121. Any development along the Thames should reactivate the interface with the river, designing in a river walk and a green buffer to the river. The Design Guide (page 17) gives the following guidance for developing alongside waterways, which will require an 8-12m gap:

Figure 12: Movement guidance alongside waterways



122. The SF gives guidance about mixed uses and innovative urban typologies, for example providing worker housing with private shared courtyards, stacking uses within buildings and rooftop meadows.

Expectations for development on Frideswide Square and Castle Mill Stream

123. The placemaking vision for this site is that it will be a vibrant mixed-use quarter which is a place to work, live, study, socialise, play and visit. Its redevelopment should deliver an eco-system of workspace and innovation, achieved through a mix of uses integrated with a high quality public realm, activated waterside space and a new residential community. The location on a key transport axis in close proximity to the

station makes the site immediately within a site of activity. For this reason, the public realm alongside the sites and the interface of the development with the public realm is very important. The public realm will need to support significant movement particularly of buses, cycles and pedestrians.

124. There are site specific principles within the SF that should be applied as proposals are developed, and that proposals will be assessed against to help determine whether they will enable the vision for the site and its role in the West End to be met.

Movement

- Development should enhance Frideswide Square to facilitate the creation of a western gateway;
- Development should add some additional north-south connectivity between Hythe Bridge Street and Park End Street and allow active and public transport on one or both of Hythe Bridge Street and Park End Street, with enhancements for walking and cycling such as wider pavements and cycle lanes.

Green and blue network

- Development should include the creation of a public space adjacent to the Castle Mill Stream which is active and celebrates the site's history
- Development should add to the greening of Frideswide Square where it is actively affecting public realm
- Development should retain existing trees where possible and consider opportunities for planting new trees, especially on Hythe Bridge Street and Park End Street
- Development should consider potential for ecology on rooftops

Public realm improvements and activation

- Require celebration and sensitivity towards existing heritage walls
- Greening of streets and public realm is expected
- Wayfinding interventions are expected which improve legibility and navigation.
- Complement opportunities for enhancement to the public realm and streets around the Nuffield West End sites as part of a holistic strategy that prioritises pedestrians and cyclists
- Ground floor activation will be essential
- The opportunity should be taken to provide enhancements to the public realm on Becket Street to improve the setting of the heritage assets of St Thomas the Martyr Church and Abbey, and to respond to proposals coming forward on the Becket Street Car Park

Urban grain: mixed uses and built form

- Buildings should include diverse built typologies and flexible floor-plates
- Buildings should be designed to be sensitive to surrounding heritage assets
- Development could include moments of height to aid legibility on the Island and Worcester Street Car Park sites, if it can be sensitively incorporated.

- Development on Worcester Street Car Park should create a strong relationship with the built form of Nuffield College
- Opportunities should be taken to accommodate a range of types and sizes of businesses and to enhance the evening economy.

Oxpens

125. The Oxpens site is strategically located where the urban city meets nature, providing an opportunity for the masterplanning of the site to be landscape driven by the River Thames, Oxpens Meadow, Green Belt and the heritage of the West End as a seat of industry and productivity. It has an important relationship with Osney Mead, the Station and the City centre's Core Area.
126. The vision for the place-making of Oxpens is to provide a mixed-use neighbourhood that opens up the riverside to provide a new public space for Oxford. The development of this site has the potential to provide new homes and jobs through residential and commercial uses as part of the Area of Change in the Local Plan 2036.
127. There are site specific principles within the Spatial Framework that should be applied as proposals are developed, and that proposals will be assessed against to help determine whether they will enable the vision for the site and its role in the West End to be met. Many of these may be most easily achieved through comprehensive development, so a Compulsory Purchase Order (CPO) across the whole site could have many benefits for the successful delivery of these priorities.

Green and blue infrastructure

- The development needs to demonstrate a strong biodiverse green and blue infrastructure response through the site showing how the river links to the city centre
- The development is required to expand the meadows into the heart of the Oxpens site area and for buildings to respond to its riverside setting

Movement

- The development should allow for the landing of the new Oxpens Bridge providing pedestrian and cycle access from south of the city, Grandpont and Osney Mead to the Station and City centre, which would significantly improve east-west connectivity links
- The development should contribute towards the cost of new infrastructure improvements to the public realm along Oxpens Road including better pedestrian and cycle crossing links as well as new cycle lanes
- The development should seek to improve east-west links over the railway line, such as next to Student Castle
- Strengthen the link to the Castle Mill Stream and Westgate

Urban grain, mix of uses and built form

- The Oxpens development as a whole needs to provide 450 homes to help meet the city's housing needs
- Commercial buildings should be designed to include flexible footprints and typologies to meet a diverse size and range of innovative businesses
- The comprehensive development of this site will bring significant benefits and help to deliver and phase the provision of key elements of infrastructure. However co-operation and collaboration between landowners and partners is important in realising this place-making vision
- The development could include a hotel to attract visitors to this City centre site and help to activate the scheme
- An amphitheatre as a focus for outdoor events could be supported to further activate the development and promote social value and well-being

Urban armature

- The development should include a new river plaza opening up the river to the city
- Buildings should include a dynamic roofscape that contributes to both the city's skyline and green infrastructure provision
- New buildings facing Oxpens Road and within the development should have 'active' frontages both at ground level and wherever possible on upper floors
- The development should support public realm improvements along Oxpens Road including landscaping and tree planting

The Station Gateway

128. Establishing Oxford Station as a world-class multi-modal transport hub will be critical in realising the regeneration potential of the West End area of the city and forming an important gateway into the city. The Oxfordshire Rail Corridor Study (ORCS) has highlighted the importance of the Station, locally, regionally and nationally and the need for significant improvements to be made to increase the station capacity and achieve greater connectivity. The capacity of the station needs to provide two new lines/new rail bridge over Botley Road, new ticket office to facilitate EWR, CBL and deliver greater connectivity to London, South-East, Midlands and the North; in addition to a new interchange for walking, cycling and bus, all within its tightly constrained existing site. These are all needed to deliver wider Oxfordshire Connect plans to support 100,000 new homes across the County. These infrastructure improvements to the Station will help to facilitate the delivery of the Cowley Branch Line to be opened up for passengers, which will make a significant difference to improving the accessibility and connectivity for those living in the south-east of the city together with both the planned urban extensions and access to the Business Park and Science Park.
129. The provision of two additional railway lines will place pressure on available space on the eastern side of the station, with the need to accommodate adequate interchange with pedestrians, cycle, bus and taxi. Consideration of Becket street as part of the solution will be needed. The size, scale and design of the car parking provision at Becket Street will need to be re-considered. The Rail Regulator has ultimate control

over the number of car parking spaces, but there is a general ambition to reduce parking in the city centre. Development on Becket Street car park will also be important to create value that helps enable development of the station.

130. Some preliminary options for the Oxford Station masterplan, which includes the Station site (both east and west of the station) and Becket Street car park are being developed and tested. There are a range of scenarios which differ in how they deal with buses, car parking, development plots and movements around the site. This initial work will be taken forward further through the preparation of a more detailed masterplan for the Station. It is expected that investment and improvement in the station area will need to be implemented on a phased basis, as business cases are approved.
131. The place-making vision is:
- **To create a strong sense of arrival.** This requires high quality public realm linked to strong legibility and wayfinding for those arriving and leaving from the station. Opportunities to link to Frideswide Square and south to Becket Street will be important to create a comprehensive public realm network and Gateway for the Station;
 - **To provide a multi-modal hub.** This needs to be accessible for pedestrians, cyclists and public transport users, which is important for both visitors and local people. The hub needs to include adequate infrastructure comprising cycle parking, hire and routes; accessible and attractive bus stops; high quality public realm and buildings; and a mix of uses with active frontages;
 - **To create a mixed-use precinct.** A rich mix of uses provides activity and contributes to a sense of arrival. Uses can include cafes, restaurants, studios and arts and community uses. These activate both the buildings and the spaces / public realm areas.
132. There are site specific principles within the Spatial Framework that should be applied as proposals are developed, and that proposals will be assessed against, to help determine whether they will enable the vision for the site and its role in the West End to be met.

Movement

- Becket Street is recognised as a key sustainable transport link with potential to support an active and public travel interchange, which requires enhancement
- The creation of a new pedestrian/cycle bridge over the Botley Road is important to provide access to and from the new Station development
- Last mile solutions should be fully explored to show how an integrated approach to travel has been proposed for bus stops, cycle parking, and taxi-ranks
- The aim should be to minimise car parking provision to respond to a sustainable approach to travel, congestion measures and zero-emission
- Opportunities for improved bus accessibility and appropriate bus layover should be fully explored
- The provision of a western entrance has positive benefits for meeting the needs of those arriving from the west and serving Osney Mead.

Urban grain, mix of uses and built form

- New buildings in Frideswide Square should demonstrate how their design and the uses proposed positively activate and enhance the square

Urban Armature

- New development needs to celebrate and enhance the setting of St. Thomas's Church and the Abbey
- The new development should have due regard to the existing protected trees

Green and Blue infrastructure

- Existing and new trees should be considered within the context of a landscaping scheme that assesses their value both from a biodiversity and amenity point of view.

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West End and Osney Mead SPD

Appendix 2

Statement of Public Consultation

Regulation 12 (a) Town and Country Planning (Local Planning) (England) Regulations 2012

September 2022

1. Introduction

- 1.1 This Statement of Public Consultation sets out how Oxford City Council has engaged and consulted with stakeholders on the West End and Osney Mead Supplementary Planning Document (SPD) in accordance with Regulation 12 of the Town and Country Planning (Local Planning) (England) Regulations 2012¹, and the adopted Statement of Community Involvement (SCI).
- 1.2 A report entitled, public involvement project briefing, setting out how the City Council would involve the public, stakeholders and landowners was presented to the Public Involvement Board prior to the preparation of the Draft West End and Osney Mead SPD in March 2022. Following comments received suggesting modifications to the proposed approach were sought. Changes were then made to the project brief, which was subsequently approved.
- 1.3 This statement provides details of the early stage consultation. It includes the formal public consultation engagement on the key issues and scoping for the preparation of the spatial framework together with a subsequent workshop. A summary of the public consultation responses on the Draft West End and Osney SPD together with the officer responses and the proposed changes to the SPD.

2. Background

- 2.1 The City Council appointed consultants, Levitt Bernstein, to undertake work on a spatial framework for the West End and Osney Mead. In addition, Levitt Bernstein produced a Design Guide for the area. The Council ran an initial consultation on the issues that needed to be considered in developing an SPD for the West End early in 2021. As part of the preparation of the Spatial Framework by the consultants, a stakeholder workshop consultation on the vision and scope of this work also took place in 2021. In preparing the spatial framework the consultants work, and in particular, the vision, has been informed and developed through stakeholder meetings and workshops and extensive collection and interrogation of an evidence base. These pieces of work are set out in full in the appendices to the Spatial Framework.
- 2.2 The Spatial Framework is based on significant contextual analysis, including on policy, emerging developments, historic context, demographics, activity, character, public realm,

¹ With effect from 6th April 2012, the Town and Country Planning (Local Development) (England) Regulations 2004 (Statutory Instrument 2004 No. 2204) were replaced by the Town and Country Planning (Local Planning) (England) Regulations 2012 (Statutory Instrument 2012 No. 767). Therefore 2004 Regulation 18 was replaced by 2012 Regulations 12(b) and 13.

movement and flooding. This concludes with an identification of the strengths, weaknesses, opportunities and threats within the West End.

- 2.3 This analysis shows that there are significant development and regeneration opportunities, but also that there are key infrastructure needs in order to fully realise these, which will require a holistic view of the whole West End and Osney Mead area. The principal aim of the SPD is therefore to help ensure development takes place in a cohesive way that contributes to the wider vision for the area. The West End and Osney Mead is a large and sensitive area on the edge of the city centre with a great deal of potential.
- 2.4 The Spatial Framework sets out the place-making principles for new development, which seek to achieve a vibrant community, a creative place, a global enterprise and an accessible and connected place. There are three golden-threads that run through the spatial framework and the SPD that are important to every aspect of the built and natural environment. These are the sustainability strategy, social value strategy and economic strategy.
- 2.5 The Spatial framework and the SPD include strategies for individual aspects of development in the area, such as enhancing the green and blue network, public realm and movement. The Design Guide adds more detail on what aspects to consider in design terms within these strategies in order to ensure high quality and cohesive design across the area. These pieces of work help to consider the area cohesively and ensure the various developments coming forward are set within a holistic overarching framework.

3. Purpose and status of the SPD

- 3.1 The purpose and status of a Supplementary Planning Document (SPD) is to provide further detail and advice on the implementation of existing adopted policies. There are many adopted policies in the Oxford Local Plan 2036 that are likely to be relevant to new development. The SPD is intended to give detail to show how and where these should be applied to development within the West End and Osney Mead area. Of particular importance to the West End are the following policies:
 - **Policy AOC1:** which designates the West End and Osney Mead area as an 'Area of Change' and sets out principles for development in the area including that it creates high-density urban living that makes efficient use of land, maintains a vibrant mix of uses and maximises the area's contribution to Oxford's knowledge economy, following the intention of the Local Industrial Strategy (LIS) to create an innovation district.
 - **Policy SP1:** that supports mixed-use developments across the West End with the aim to deliver at least 734 homes across key sites which include Oxford Station / Becket Street; Student Castle, Osney lane; Worcester Street car park; Land between Park End and Hythe Bridge Street (Island site) and Oxpens; and
 - **Policy SP2:** which allocates Osney Mead Industrial Estate for a mixed use development including employment and academic uses, as well as affordable housing, employer-linked affordable housing, open market housing, and student accommodation.

- 3.2 The Town and Country Planning (Local Planning) (England) Regulations 2012 (paragraph 8(3)) states that: *'Any policies contained in a supplementary planning document must not conflict with the adopted development plan.'* The SPD gives greater detail to policies of the Oxford Local Plan 2036 explaining how to meet the policy requirements in the West End, setting out in more detail what is expected. The SPD will be a material consideration in the determination of any planning application made on sites in the West End.
- 3.3 The continued success of Oxford's economy is critical to the creation of more diverse, cleaner, greener and better paid jobs for its residents, and those of the wider region. It is also vital to the success of the national economy, supporting globally significant innovation and a supply chain that benefits the wider UK economy. The city centre is a very suitable location for this activity, integrated into the heart of the city, and the region, with activity at all times of day and with sustainable transport links. As such, the creation of an innovation district in the West End will support the resilience of Oxford and Oxfordshire's economy for the benefit of local communities and UKPLC. The need for Oxford to build on its economic strengths and make its contribution to the national and local economy aligns with the key objectives for both the Oxfordshire Local Industrial Strategy (2019), the Draft Oxford Economic Strategy and City centre Strategy.
- 3.4 The West End and Osney Mead SPD provides an overarching spatial framework, helping to co-ordinate public realm improvements, infrastructure, design and movement across the area, as key sites are brought forward by developers over time. It seeks to ensure that the wider vision for the area as a whole is fully considered and planned for by setting out strategies for different aspects of development such as public realm, green infrastructure, movement, built form, etc. Each of these strategies is underpinned by the golden threads of sustainability (including reducing and adapting to climate change), social value and building an inclusive economy on the route to zero carbon. As such, the SPD helps provide greater certainty for the public and developers and will help to inform applicants on the design principles of place-making. The SPD then highlights some of the key issues from the spatial framework and Design Guide that are particularly relevant for the development of key sites within the West End to help guide and inform the schemes that come forward.

4. How to use the SPD

- 4.1 The SPD summarises and explains how to use and apply the principles of the Spatial Framework and Design Guide in helping to develop, design and assess new proposals. The SPD explains what is needed in different areas or types of locations in the West End and Osney Mead in order to meet the individual strategies, and pulls in the relevant details from the Design Guide. For all sites this can be used to identify the parts of the strategy and design guide advice that is most relevant to each part of the area.
- 4.2 The SPD then picks out some key development sites, including Osney Mead, the 'Island site' between Hythe Bridge Street and Park End Street, Oxpens and the Station and goes into more detail about the design principles and the interventions that need to take place. This does not replace for these the general sections sites contained in the Spatial Framework and Design Guide but should be read alongside them.

4.2 Further advice and guidance is provided on the key infrastructure priorities and delivery requirements needed to implement the individual place-making strategies and for the major development sites.

4.3 The key objectives and intended benefits of the SPD are to:

- set out the scope and parameters for development proposals;
- set out a clear Vision and show how it can be realised;
- help decision makers assess planning applications in terms of their contribution to achieving the vision for the area of change in Policy AOC1;
- help to unlock sites by identifying infrastructure needs generated by the cumulative developments of the area and setting out how they can best be delivered;
- set out guidance and a framework to enable a comprehensive masterplan for Osney Mead in accordance with Policy SP2;
- provide continuity for developments to come forward at different times / phases but within a co-ordinated framework.

5. Early stage consultation

5.1 The Council ran an initial consultation on the issues that needed to be considered in developing an SPD for the West End early in 2021.

5.2 A public involvement project briefing report, setting out how the City Council would involve the public, stakeholders and landowners was presented to the Public Involvement Board prior to the preparation of the Draft West End and Osney Mead SPD in March 2022, minor modifications were sought to the proposed approach that were included and the report was subsequently approved.

5.3 As part of the preparation of the Spatial Framework by the consultants, a stakeholder workshop consultation on the vision and scope of this work also took place in 2021. In preparing the spatial framework the consultants work, and in particular, the vision, has been informed and developed through stakeholder meetings and workshops and extensive collection and interrogation of an evidence base. These pieces of work are set out in full in the appendices to the Spatial Framework.

5.4 The vision for the area which informed this work was to transform the West End into a vibrant mixed use area including new homes, as well as a globally recognised Innovation District, and went on to set out some initial thoughts in terms of themes on what should be included in the SPD to best guide development in the area.

6. Strategic Environmental Assessment Screening Consultation

6.1 A Sustainability Appraisal was carried out to assess the alternative options against the Sustainability objectives that were assessed previously as potentially being impacted by the SPD. This has built on the Sustainability Appraisal Screening and Scoping Report that was published last year. This work has helped to inform the drafting of the SPD. The

Sustainability Appraisal was published alongside the draft SPD and was also made available for public consultation.

7. Consultation on the Draft SPD

- 7.1 The Council has legal planning requirements for the preparation of a supplementary planning document (SPD). These are set out in The Town and Country Planning (Local Planning) (England) Regulations 2012 (Part 5) provide the statutory framework for this project. In addition the Statement of Community Involvement 2021 provides some advice on how the public, key stakeholders and landowners will be involved in the preparation of planning policy documents.
- 7.2 The following consultation methods were used to seek public, stakeholder and landowner comments on the draft West End and Osney Mead SPD:
- A press release was issued which generated articles in both the Oxford Mail and Oxford Times;
 - Notification by email (or letter where no email available) to all those listed on the existing planning policy database and who responded to the previous round of consultation;
 - Publicity and documents were made available for public comment on the Council's website, including both the public consultation portal and the Planning Policy pages of the website;
 - Publicity through social media (including twitter);
 - Posters were placed on community notice boards 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
 - 'Hard copies' of the SPD, Spatial Framework, Design Guide and SEA were made available for public inspection at the City Council's Reception Area within the Central Library during the consultation period.
- 7.2 A report was taken to Cabinet on 15th June 2022, which sought approval for the Draft West End SPD to go out to public consultation. Approval was given by Cabinet and the Draft West End SPD was subsequently put out for public consultation which ran for a period of 6 weeks from Wednesday 29th June to Wednesday 10th August 2022. A request was made for an extension of time for an additional week which was granted. So the closing date for comments was Wednesday 17th August 2022. The public consultation therefore ran for a total of 7 weeks.
- 7.3 A presentation of the Draft West End and Osney SPD was given by the consultants Levitt Bernstein to the members of the West End Strategic Board on the 7th July 2022.
- 7.4 The City Centre Task Force, comprising a mix of officers from the City and County Council together with representatives of businesses within the City centre were given a presentation of the Draft SPD and invited to read this document together with the Spatial Framework and Design Guide and provide comments within the consultation period.

7.5 On the 20th July a ‘virtual’ public consultation as held by officers to explain how the SPD should be used and its relationship to the Spatial Framework and Design Guide. Invitations were sent to those who had been involved in the earlier scoping work together with the stakeholders invited to the visioning workshop, by Levitt Bernstein, alongside landowners, amenity groups and local residents associations. Following the presentation some additional comments and points of clarification were sent into officers. The presentation was published for others to view as well on the City Council’s website. An officer response to the comments received was sent to those who had asked further supplementary questions.

8. Comments received from public, stakeholders and landowners (issues raised, officer response and changes proposed to SPD)

8.1 The City Council’s Consultation Portal was used to consult the public, key stakeholders and landowners. A questionnaire which identified some of the key issues was used to assess the level of support or concern about the approach taken in the Draft SPD, Spatial Framework and Design Guide. A summary of the responses received based on key themes / issues raised in the questionnaire together with the officer response is attached as Appendix 1. The consultation questionnaire was completed by 92 respondents through the consultation portal.

8.2 There were a total of 31 representations which were made separately by email, largely comprised of organisational responses and statutory consultees. These representations have been summarised separately from the other responses to the questionnaire and are set out in Appendix 2 of this statement, together with the officer response with changes proposed.

9. Next steps

9.1 The SPD will be taken to Cabinet on 19th October 2022. A summary of the public comments received together with the key issues raised will be highlighted in the report. Cabinet will be asked to carefully consider the public comments received together with proposed changes to the SPD, which Cabinet will be asked to approve.

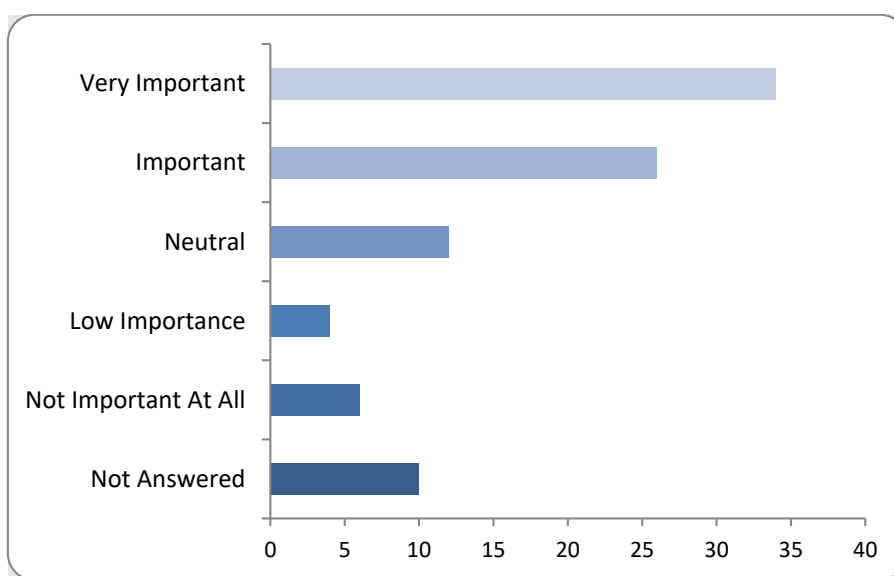
Appendix 1: Summary of Consultation Responses

An analysis of the responses to the consultation have been collated and reviewed and an analysis is presented below. The questionnaire was divided into topic areas as defined by the SPD, and for the summaries are also grouped according to the same topics. Respondents were asked to indicate their level of agreement with the proposed strategy for each topic. It was in a multiple choice format, and the collated results are displayed graphically in this report. There was a follow up open ended question asking whether any issues or matters had been overlooked in the strategy. Toward the end of the questionnaire respondents were asked if they had any overall comments on the SPD, the Spatial Framework document and Design Guide. Most respondents answered this part of the questions and the received answers were summarised for inclusion in this report to draw out the key themes, issues and ideas that arose under each heading.

The consultation questionnaire was completed by 92 respondents through the consultation portal. 31 representations were separately made by email, largely comprised of organisational responses and statutory consultees. A schedule identifying proposed changes to the SPD and supporting documents is attached as a separate appendix.

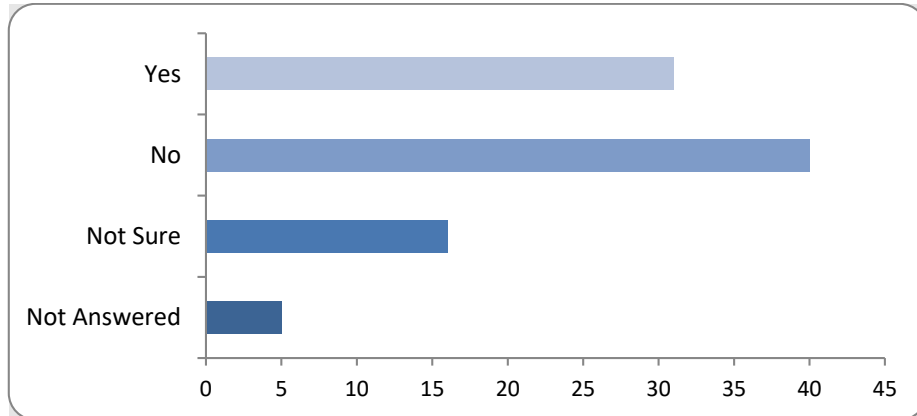
1. Overall Vision

How important do you feel the framework will be to the wider regeneration of the West End and prosperity of the city as a whole?



Response	Total	Percent
Very Important	34	36.96%
Important	26	28.26%
Neutral	12	13.04%
Low Importance	4	4.35%
Not Important At All	6	6.52%
Not Answered	10	10.87%

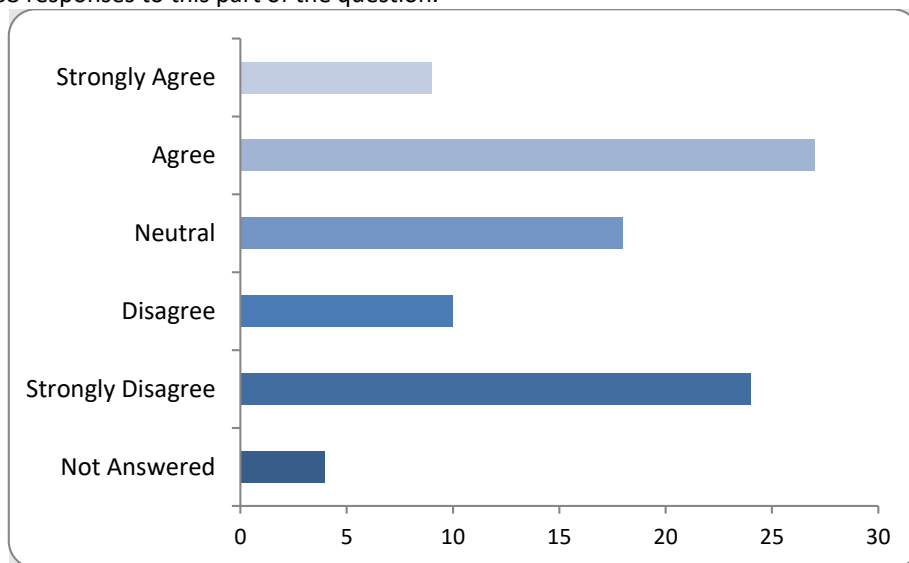
Have the correct issues been raised?



Response	Total	Percent
Yes	31	33.70%
No	40	43.48%
Not Sure	16	17.39%
Not Answered	5	5.43%

Do you agree with the overall approach of the SPD?

There were 88 responses to this part of the question.



Response	Total	Percent
Strongly Agree	9	9.78%
Agree	27	29.35%
Neutral	18	19.57%
Disagree	10	10.87%
Strongly Disagree	24	26.09%
Not Answered	4	4.35%

Summary of additional comments

Among the respondents there was a consensus that development and regeneration in the West End and Osney Mead area is important to the prosperity of the city as a whole. However there were areas of contention in the proposed approach of the SPD. Common themes already started to emerge among several

respondents. The areas that attracted the most comment were climate change/sustainability and the balance between housing and employment as applied to the West End and by extension the city as a whole.

Several respondents were of the view that climate change is not sufficiently addressed in the vision. There was some mention of the need for a dedicated climate emergency strategy. Sustainability needs to be front and centre guiding principle, ensuring all developments are net zero, and the perception was that the SPD does not have adequate commitment to delivering net zero objectives.

There is much discussion on sustainability but little evidence that SPD focusses on issues such as climate resilience and proper Net Zero approach. No commitment to quantifying carbon footprint of e.g. construction works, tree losses, emissions of work spaces etc.

Several respondents commented that SPD does not incorporate enough housing and does not reflect level of housing crisis. Significantly more housing required in this location to start to address level of need. Allocation of 400 homes as set in the SPD/local plan, not sufficient. Balance between residential and commercial/employment land usage in document is inappropriate. There is an imbalance between employment space and housing, and there is too much emphasis given to developing additional employment space, particularly high tech and specialised jobs.

Other matters were raised as follows:

- Biodiversity has been overlooked and development will be detrimental. Need to reconsider at least development along river bank.
- Flooding is mentioned, it is not adequately addressed and should be strengthened to manage future flood risk. Development on flood plain and in connection to that not sufficient consideration given to the expansion of infrastructure (especially sewerage and water management i/s) to handle the increased numbers of people in this area.
- Lots of discussion about public realm, walking and green spaces. Not enough discussion about economic activity and residential use. No sign of joined up thinking between county, network rail or east west railway.
- More could be done to encourage 'innovative approaches' to living and making use of space.
- SPD is informed by outdated assumptions such as the OxCam Arc, the changes arising from COVID, the end of Oxfordshire 2050 plan so there is much that is out of date.

Officer response:

- The SPD is a high-level document that provides strategic advice and guidance for the development of key sites within the West End and Osney Mead Area. It sets a framework for new development to be considered in a cohesive manner that takes into account the importance of co-ordinating transport and movement, together with future infrastructure and public realm requirements. Within this broad context the approach taken in both the SPD and Spatial Framework does in principle support 'innovative responses' to living and making use of space in the context of the 'golden threads' and the individual strategies.
- Support for the vision for the regeneration of the West End and Osney Mead area is welcomed. Sustainability and intrinsically climate change is one of the 'golden-threads' that runs through the SPD and Spatial Framework, each of the individual strategies is assessed according to how they are applied to the 'golden-threads'. However it is considered that the supporting text could be strengthened to make this point clearer in the SPD- new sentence added to paragraph 30.
- The Oxford Local Plan 2036 was tested at Examination and found by the Inspector to provide the right balance for future housing and employment development within the Plan period. The purpose of the SPD is to provide specific detailed advice at the local level on how the adopted policies comprising the West End Area of Change (AOC1) and West End Sites can then be applied to these development of key sites in the West End and Osney and in different areas of the West End.
- The high-level strategic advice in the SPD and Spatial Framework is set out to be ambitious acknowledging the opportunities to deliver the vision for the regeneration of this area whilst recognising the constraints on new development within the West End and Osney Mead Area. However as detailed schemes emerge on individual sites and locations any future development will have to have regard not only to the SPD as a 'material consideration', but also adopted Local Plan

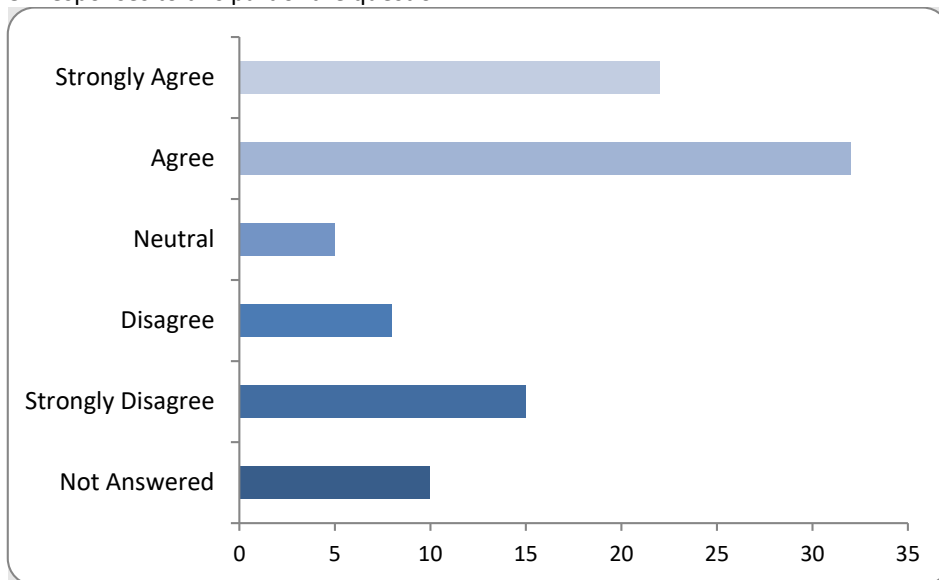
2036 policies that seek to protect and improve biodiversity and make sure that flood risk is properly managed.

- The vision for the West End and Osney Mead Area recognises the important contribution that mixed-use developments including both residential and employment uses will make to the regeneration and vibrancy of the area. How developments positively respond to the ‘economy’ and ‘social value’ are acknowledged through both being ‘golden-threads’ running through the SPD and Spatial Framework.
- The SPD, Spatial Framework and Design Guide were prepared within the overall policy context at the time. Although the Oxfordshire Plan 2050 has now been abandoned, these documents were prepared on the basis of the existing Local Plan 2036 policies. Whilst the COVID-19 pandemic will have some long-term implications such as hybrid working for those able to do it, the city centre will continue to provide a focus for future employment and housing requirements, being such a sustainable location.

2. Green/Blue Infrastructure Strategy

How much do you agree with this strategy?

There were 82 responses to this part of the question.



Response	Total	Percent
Strongly Agree	22	23.91%
Agree	32	34.78%
Neutral	5	5.43%
Disagree	8	8.70%
Strongly Disagree	15	16.30%
Not Answered	10	10.87%

Summary of additional comments

There was support for the inclusion of a green and blue infrastructure strategy – specific ideas such as the greening of major routes such as Oxpens Road. However there were concerns raised that the strategy will create opportunities for overdevelopment resulting in the loss of biodiversity and existing habitats. Most concerns related to the impact of waterways and the loss of natural surfaces as a result of their being ‘opened up’ and enhanced routes and leisure use. More detail was desired on how existing natural features will be retained and maintained with future development having due regard to their preservation.

There was a concern shared by several respondents that there has not been sufficient acknowledgement of flooding risks, and the danger it poses towards any development or newly created routes in areas affected. Further perceived omissions were cited, including the existence of existing informal routes and connections

that have not been noted by the SPD, the impact of mitigation measures such as OFAS, cumulative impact on existing drainage infrastructure.

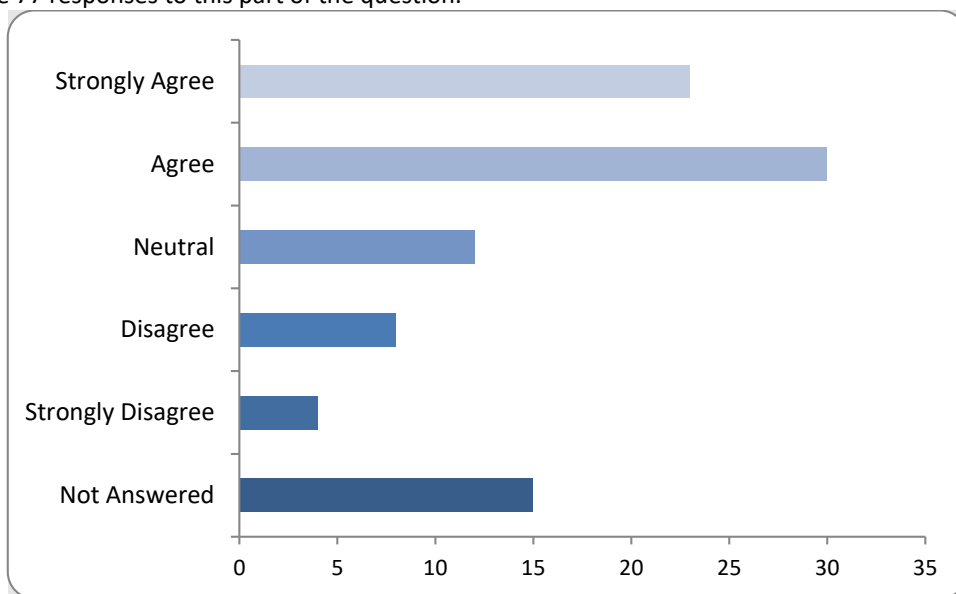
Officer response:

Support for the green and blue infrastructure strategy is welcomed. As detailed schemes come forward on key individual sites and locations any future development will have to have regard not only to the principles and strategies set out in the SPD as a ‘material consideration’, but also the adopted Local Plan 2036 policies that seek to protect and improve biodiversity, retain natural features and make sure that flood risk is properly managed. The Local Plan 2036 sets the policy context and already has policies relating to flood risk and biodiversity, and policy approaches for these matters are currently being considered for the Local Plan 2040.

3. Heritage Strategy

How much do you agree with this strategy?

There were 77 responses to this part of the question.



Response	Total	Percent
Strongly Agree	23	25.00%
Agree	30	32.61%
Neutral	12	13.04%
Disagree	8	8.70%
Strongly Disagree	4	4.35%
Not Answered	15	16.30%

Summary of additional comments

There was an overall recognition of the importance of heritage assets in the area although there was some variation on what should be considered suitable to be conferred with this status. Across the comments there was the acknowledgement that both buildings and open spaces could potentially have heritage importance and make positive contributions to the quality and character of a place. Several comments emphasised the importance of prioritising the reuse and repurposing of existing buildings and spaces, over demolition and new development. A number specifically questioned the approach of developing a new river crossing as opposed to continued use or ‘enhancement’ of existing bridges.

Skepticism was expressed by several respondents on the capability of the SPD to deliver on the aspirations expressed in the strategy, due to what was considered as the open ended nature of the statements. There

were also concerns that development on a substantial scale can have excessive impact on the character of adjoining character areas.

Officer Response:

In the Oxford context, heritage assets are not only limited to individual buildings but also encompass areas, streets and elements of the public realm. This is in order to promote a sense of place and character in addition to safeguarding the heritage value of individual buildings. The SPD specifically identifies areas and streets that have strong heritage and character value with the aim of discouraging inappropriate development and mitigating the effect of increased footfall and traffic.

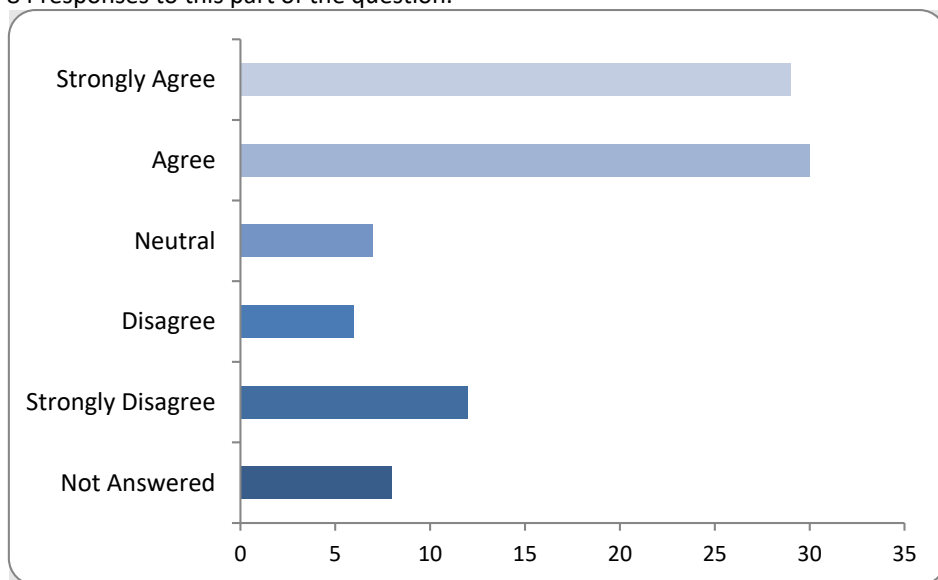
The SPD already encourages the reuse and retention of exiting built fabric as much as possible, not only for the purpose of heritage value but also for the environmental benefits e.g., retention of embodied carbon due to reduced demolition works.

The SPD is in alignment with current local plan policy (DH2) with respect to responding sensitively to heritage assets and their setting, and respecting constraints such as height limits, protected views etc.

4. Movement Strategy

How much do you agree with this strategy?

There were 84 responses to this part of the question.



Response	Total	Percent
Strongly Agree	29	31.52%
Agree	30	32.61%
Neutral	7	7.61%
Disagree	6	6.52%
Strongly Disagree	12	13.04%
Not Answered	8	8.70%

Summary of additional comments

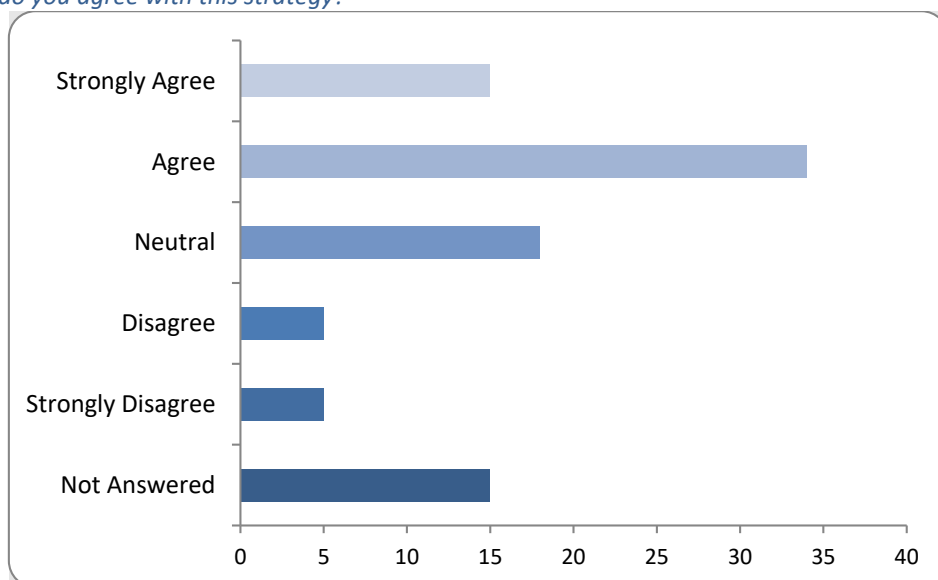
While the idea of reducing car usage is good, it cannot be done without an alternative traffic route from the north or south towards west, otherwise traffic situation will always remain gridlocked, especially Oxpens road. Concern about the increased vehicular traffic as a result of new development. Consideration should be given to at least a bus only route. More bus services and connections if housing and employment use is to increase. Other ideas include Park and walk facility, 'Air Cable' transport proposal.

Officer response:

New development on the key sites will seek car-free development and promote walking, cycling and public transport as sustainable travel options. The County Council sets the transport strategy and is currently consulting on its Central Oxfordshire Travel Plan.

5. Public Realm Strategy

How much do you agree with this strategy?



Response	Total	Percent
Strongly Agree	15	16.30%
Agree	34	36.96%
Neutral	18	19.57%
Disagree	5	5.43%
Strongly Disagree	5	5.43%
Not Answered	15	16.30%

Summary of additional comments

There was a perceived lack of inclusive principles in the public realm strategy – to take into account the needs of disabled, less mobile, neuro-divergent etc. non-vehicular users. Some respondents questioned the need for public spaces of a notable size, on the grounds that there are other spaces elsewhere in the city. There were concerns that public space interventions such as the Frideswide Square and Westgate development have had mixed results, resulting in wariness on the outcomes. There were objections to considering some green spaces and waterways as potential key public spaces, due to the risk of loss of biodiversity and ecological function and the potential impact of flood risk.

Officer response:

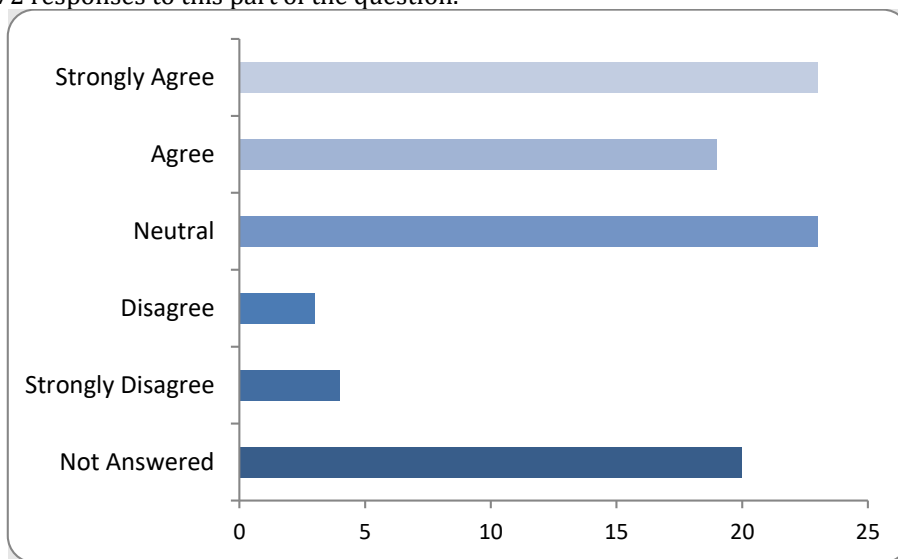
The SPD and Spatial Framework principles are fundamentally grounded in ‘place-making’ of which the provision of new and improved public realm facilities is essential to the movement through and enjoyment of the West End and Osney Mead area. These documents are high-level and strategic in nature but it is suggested that some additional text should be added the SPD to ensure that the detailed designs that emerge from these individual proposals do properly respond to the needs of people with disabilities and those less mobile.

The creation of new key public spaces will need to consider the impact on biodiversity / ecology and flood risk, which would be necessary through the application of relevant adopted Local Plan policies that would be triggered by any new development proposals.

6. Arts and Culture Strategy

How much do you agree with this strategy?

There were 72 responses to this part of the question.



Response	Total	Percent
Strongly Agree	23	25.00%
Agree	19	20.65%
Neutral	23	25.00%
Disagree	3	3.26%
Strongly Disagree	4	4.35%
Not Answered	20	21.74%

Summary of additional comments

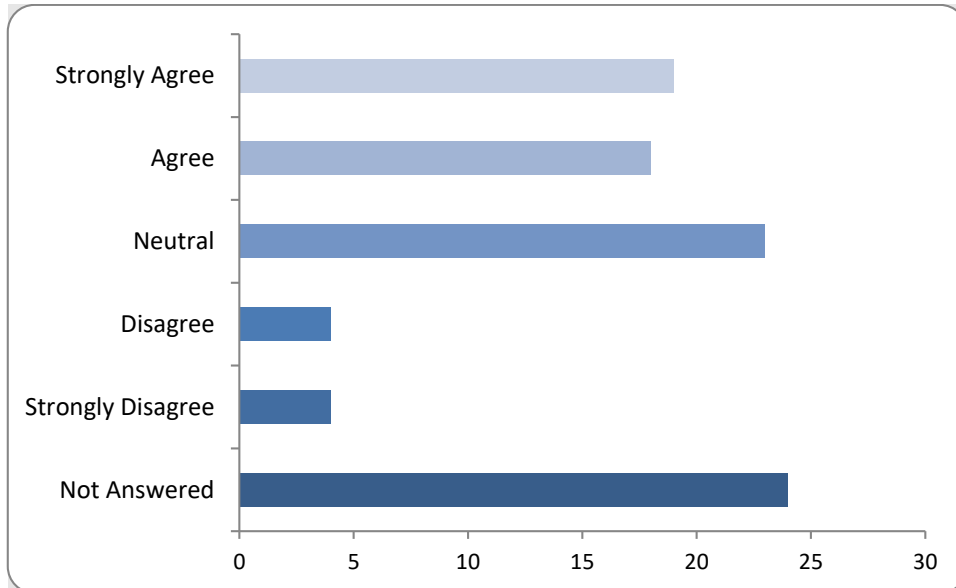
No mention of sports, specifically in the context of the ice hockey rink. A number of respondents mentioned other venues around the city – the proposed Schwarzman Centre was cited a number of times – and concerns were raised about the potential for competition between venues, or what the actual level of need will be for further performance spaces. More detail was requested. The strategy should cater for community and existing arts practitioners with a focus on providing accessible and affordable spaces.

Officer response: The city council has a culture strategy, which is currently under review. That would likely form part of the material considerations with respect to the assessment of specific schemes that may be brought forward in the area that include cultural venues.

7. Meanwhile Use Strategy

How much do you agree with this strategy?

There were 68 responses to this part of the question.



Response	Total	Percent
Strongly Agree	19	20.65%
Agree	18	19.57%
Neutral	23	25.00%
Disagree	4	4.35%
Strongly Disagree	4	4.35%
Not Answered	24	26.09%

Summary of additional comments

The concept was generally received in positive terms, especially in terms of the potential to improve the street scene where buildings have been empty long-term. The main concerns related to the temporary nature of meanwhile use and what approach will be taken towards a longer term strategy of integration, especially if such uses come with community if not primarily economic value. The difficulties of getting land and property owners to engage effectively to bring about a positive outcome. The issue of empty or underutilised space is recognised as being a city wide problem and there is interest in spreading the approach across the city.

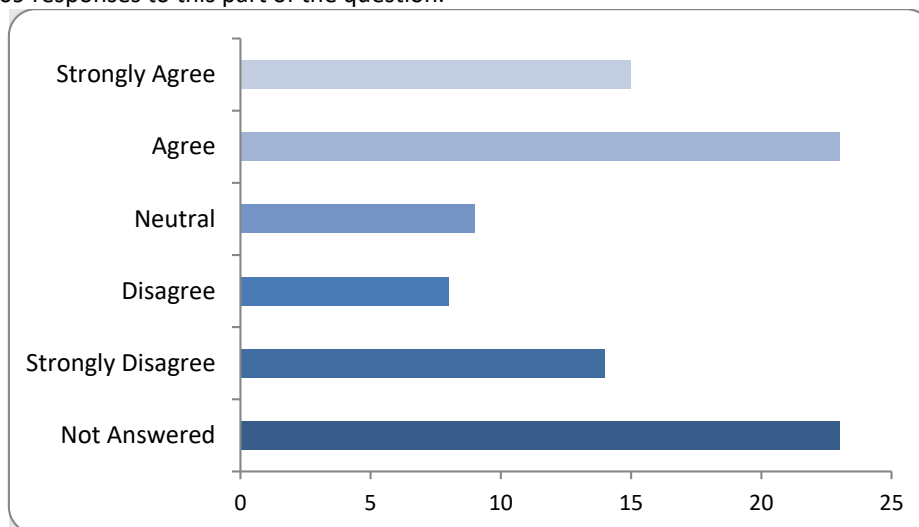
Officer response:

Support in principle for the introduction of temporary 'meanwhile' uses is welcomed and will help to positively encourage the re-use of existing buildings in the West End which may have been empty for long periods of time. It promotes a sustainable approach to development, which responds to the golden-threads of sustainability and social value, the re-use of these buildings provides some individual benefits to the 'economy' as well albeit in some cases temporary uses.

8. Land Use Strategy

How much do you agree with this strategy?

There were 69 responses to this part of the question.



Response	Total	Percent
Strongly Agree	15	16.30%
Agree	23	25.00%
Neutral	9	9.78%
Disagree	8	8.70%
Strongly Disagree	14	15.22%
Not Answered	23	25.00%

Summary of additional comments

There were positive responses to aspects of the strategy, including the promotion of mixed-uses and 15 /20 minute neighbourhoods. The level of need for office and other employment floorspace was questioned, in the context of increased normalisation of home/remote working. Several respondents also questioned the proposed balance between housing and employment use, with the balance deemed to be too heavily skewed towards employment/commercial use on the grounds that Oxford has full employment and additional employment space will cater for workers living outside the city with the need to commute. There is a lot of emphasis on active frontages, and given the changes in the world of retail it should be questioned whether the provision and retention of active frontage should be given as much importance.

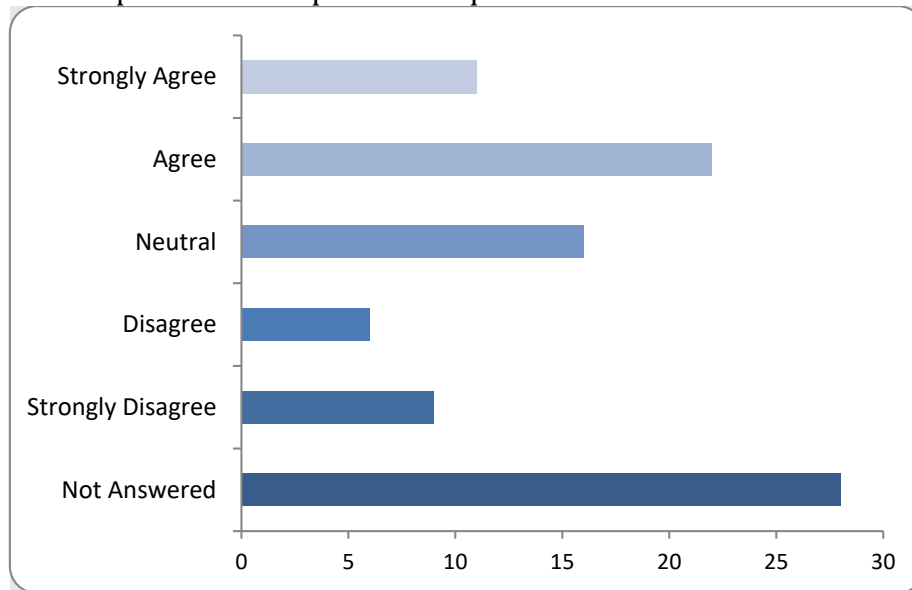
Officer response:

Support for land use strategy, mixed-uses and 15-minute neighbourhoods welcomed. Whilst COVID-19 has accelerated changes to working practices, which has allowed opportunities to work from home remotely, there is still significant demand for commercial floorspace in the City centre, which is the most sustainable location in Oxford. Active frontages (where there is activity and visual connection between those on the street and inside of a building) are important although given there is a recognition that these frontages probably need to support a greater mix of town centre uses to reflect the recent changes to the Use Classes order and trend towards on-line retail shopping.

9. Built Form Strategy

How much do you agree with this strategy?

There were 64 responses to this part of the question.



Response	Total	Percent
Strongly Agree	11	11.96%
Agree	22	23.91%
Neutral	16	17.39%
Disagree	6	6.52%
Strongly Disagree	9	9.78%
Not Answered	28	30.43%

Summary of additional comments

There were respondents that advocated greater built densities and an emphasis on making use of as much of the permissible height limits as possible – mainly for the benefit of creating as much affordable housing as possible. Conversely there were respondents that were negative towards the notion of encouraging building at height and added density, the concerns were with respect to the design quality, impact on views and character of the area, and the lack of infrastructure that can cope with added demand. There were also comments stating that there should be more explicit requirements for sustainability – with specific standards for emissions, embodied carbon and the mandatory requirements such as Passivhaus.

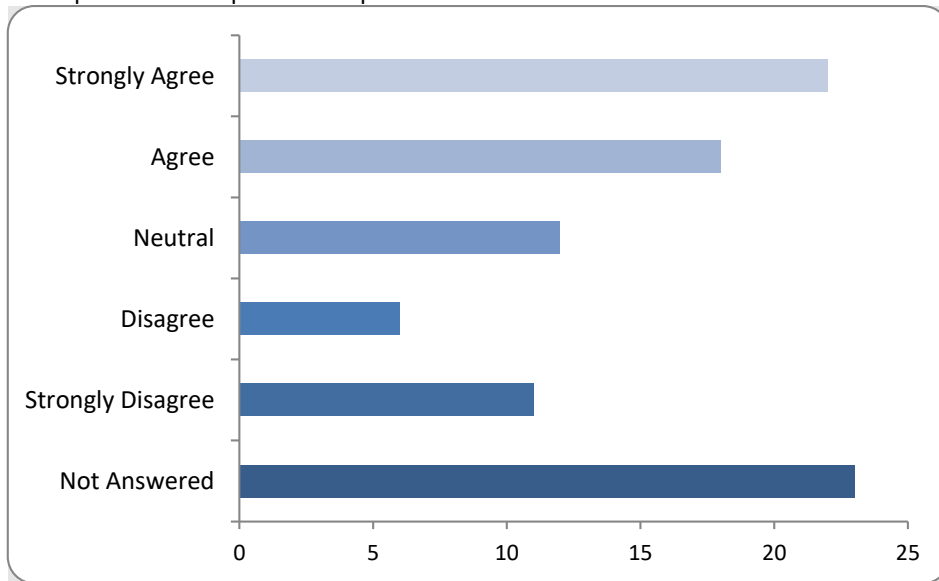
Officer response:

The principles set out in the SPD and Spatial Framework do recognise the need to promote 'sustainable development', which maximises the use of key development sites, providing they respect building heights set out in the adopted Local Plan 2036. The approach supports mixed-use developments which provide both residential and commercial / employment uses, affordable housing would be required to be provided to meet the adopted Local Plan policy.

10. Transformational Sites: Osney Mead

How much do you agree with this approach?

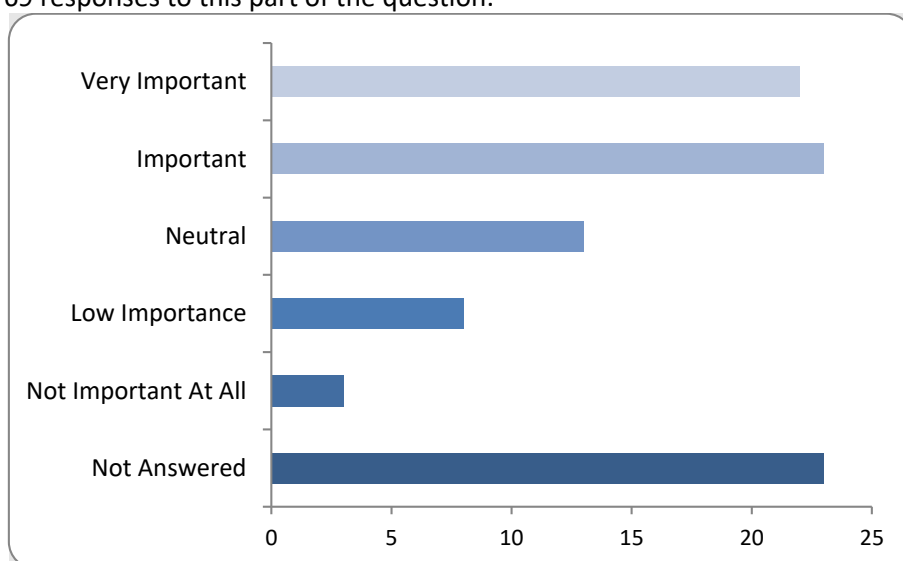
There were 69 responses to this part of the question.



Response	Total	Percent
Strongly Agree	22	23.91%
Agree	18	19.57%
Neutral	12	13.04%
Disagree	6	6.52%
Strongly Disagree	11	11.96%
Not Answered	23	25.00%

How important do you feel the redevelopment of this area will be to the wider regeneration of the West End as well as serving the city as a whole?

There were 69 responses to this part of the question.



Response	Total	Percent
Very Important	22	23.91%
Important	23	25.00%
Neutral	13	13.04%
Low Importance	8	8.57%
Not Important At All	3	3.23%
Not Answered	23	25.00%

Very Important	22	23.91%
Important	23	25.00%
Neutral	13	14.13%
Low Importance	8	8.70%
Not Important At All	3	3.26%
Not Answered	23	25.00%

Summary of additional comments

There was support for some level of regeneration in the area. There was reiteration of points raised in previous sections including the prioritisation of reuse and repurposing of existing buildings, the prioritisation of higher density affordable housing and concerns that the impact of flood risks are sufficiently factored into any development plans. The proposed bridge connection was also raised as an issue by some respondents, querying costs, ecological impacts and the necessity for a new connection.

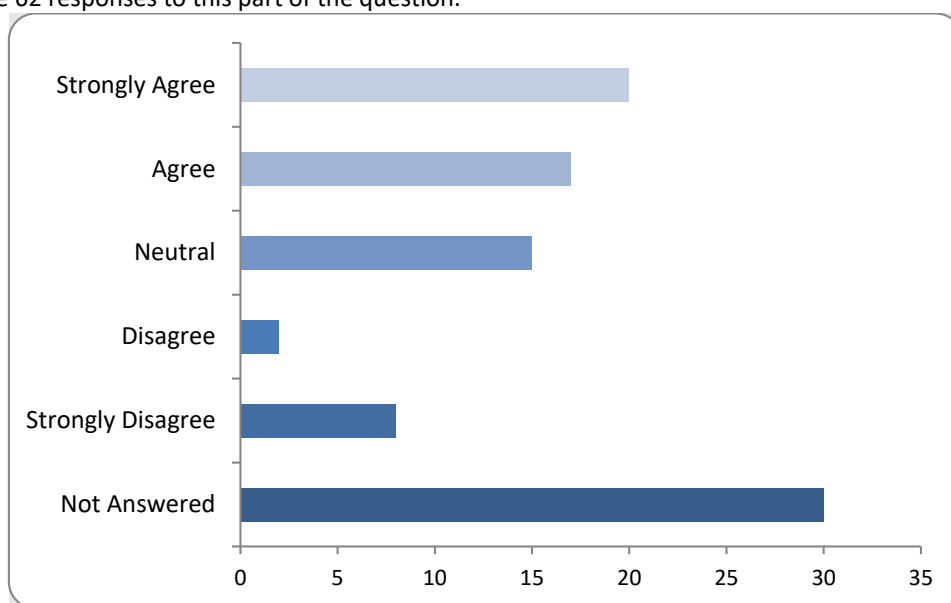
Officer response:

The amount of housing that is required to be provided on key development sites is set out in the West End sites policy of the local plan, which seeks a total of 734 residential units. The level of affordable housing directly relates to the number of residential units proposed for an individual site and should then be provided to meet the adopted Local Plan policy.

11. Transformational Sites – Frideswide Square

How much do you agree with this approach?

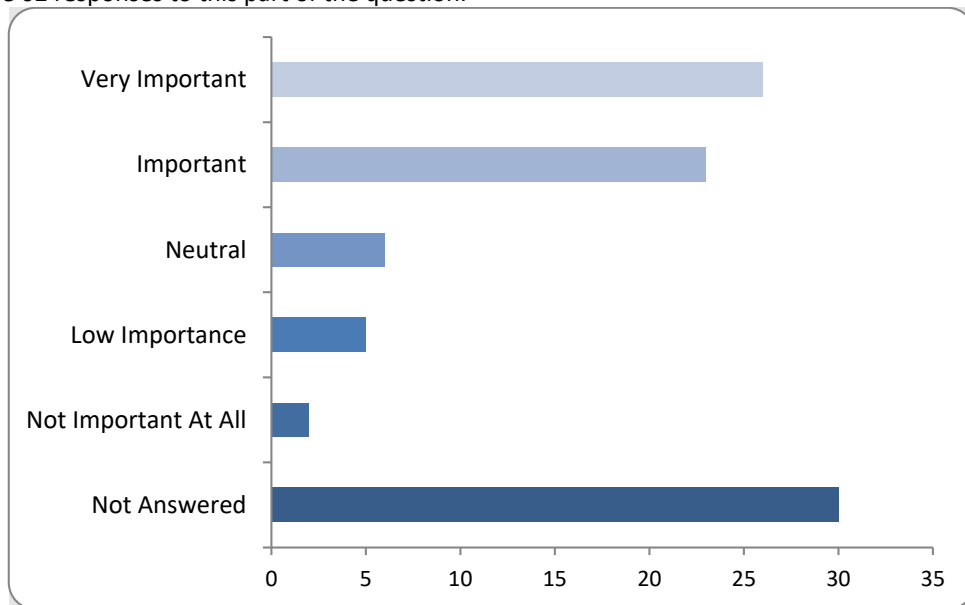
There were 62 responses to this part of the question.



Response	Total	Percent
Strongly Agree	20	21.74%
Agree	17	18.48%
Neutral	15	16.30%
Disagree	2	2.17%
Strongly Disagree	8	8.70%
Not Answered	30	32.61%

How important do you feel the redevelopment of this area will be to the wider regeneration of the West End as well as serving the city as a whole?

There were 62 responses to this part of the question.



Response	Total	Percent
Very Important	26	28.26%
Important	23	25.00%
Neutral	6	6.52%
Low Importance	5	5.43%
Not Important At All	2	2.17%
Not Answered	30	32.61%

Are there any issues or considerations that have been missed?

There were 39 responses to this part of the question. Several respondents noted that the area is lacking in terms of its character and attractiveness, particularly as part of a gateway into the city via the station and other routes. The overall character and street scene was described as not being desirable and of low quality as a result of what was often described as unsympathetic or inappropriate development. Specific locations were noted including the Castle Mill Stream area, Hythe Bridge Street and Park End Street where a number of historic buildings have been lost over the years. There were also descriptions of the area as hostile to pedestrians and cyclists and calls for more natural features and more to give an impression of a historic area.

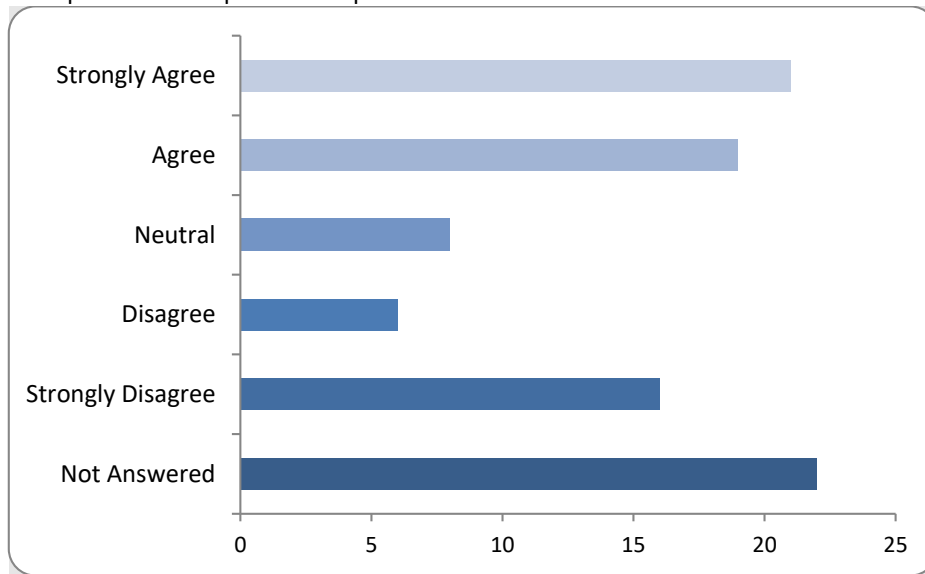
Officer response:

To follow

12. Transformational Sites: Oxpens

How much do you agree with this approach?

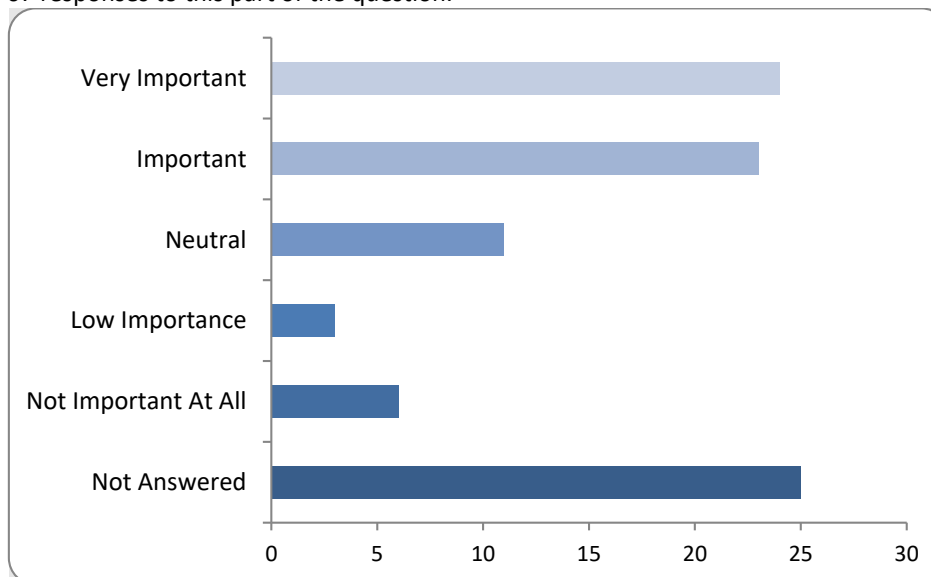
There were 70 responses to this part of the question.



Response	Total	Percent
Strongly Agree	21	22.83%
Agree	19	20.65%
Neutral	8	8.70%
Disagree	6	6.52%
Strongly Disagree	16	17.39%
Not Answered	22	23.91%

How important do you feel the redevelopment of Oxpens will be to the wider regeneration of the West End as well as serving the city as a whole?

There were 67 responses to this part of the question.



Response	Total	Percent
Very Important	24	26.09%
Important	23	25.00%
Neutral	11	11.96%
Low Importance	3	3.26%
Not Important At All	6	6.52%
Not Answered	25	27.17%

Summary of additional comments

As in previous sections, there was a feeling that a far greater amount of housing, particularly affordable housing, could be accommodated on the site than has been allocated. The flooding risk was highlighted by several respondents and there were concerns that this will have an adverse impact on any development in and around the area.

The proposed Oxpens River Bridge was a further point of contention, with concerns about the need, the quality of design and the ecological and other impacts arising from its potential siting.

Officer response:

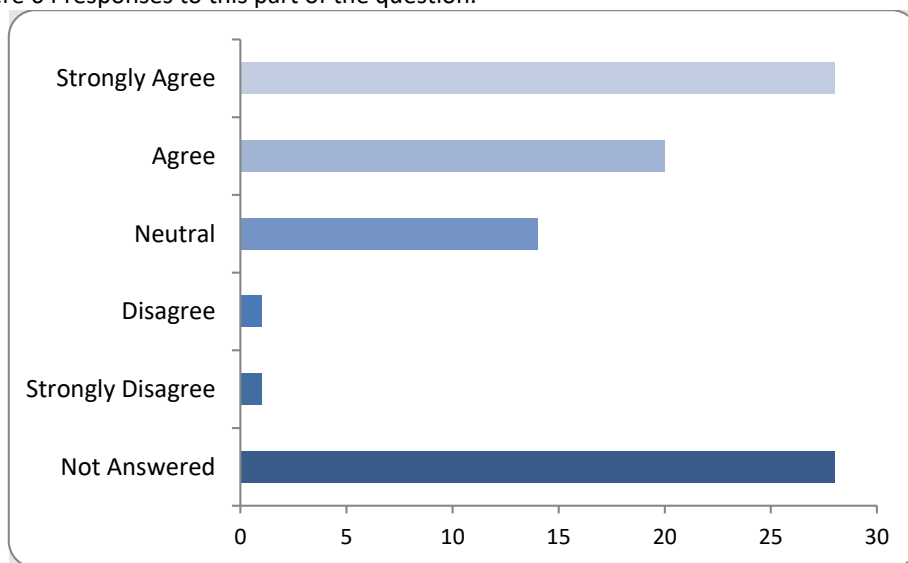
The amount of housing that is required to be provided on key development sites is set out in the West End sites policy, which seeks a total of 734 residential units. The level of affordable housing directly relates to the number of residential units proposed for an individual site and should then be provided to meet the adopted Local Plan policy. The SPD and Spatial Framework include the requirement for new development to positively respond to sustainability / climate change as one of the main 'golden-threads'. In addition the green and blue infrastructure strategy makes it clear that the master planning of the key development sites should fully take into account 'blue infrastructure' considerations to address any flood risk issues.

The Oxpens River Bridge was considered in both the SPD and Spatial Framework to be an important piece of infrastructure that is essential to the ambition to improve connectivity and movement throughout the West End. It provides the opportunity to significantly improve walking and cycling connections for Osney Mead and Grandpont to link with the City centre and Oxford Station. The Oxpens River Bridge will support car free development and enable Osney Mead to function fully as an extension of the city centre.

13. Transformational Sites: Station Gateway

How much do you agree with this approach?

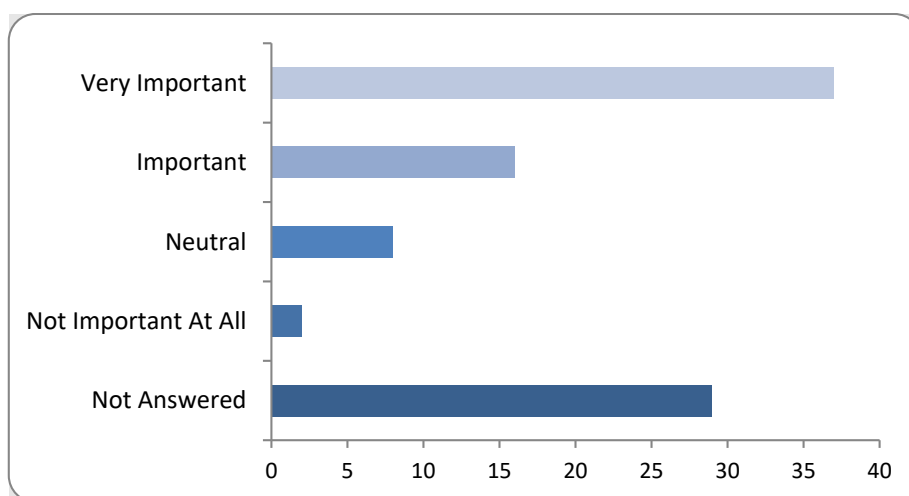
There were 64 responses to this part of the question.



Response	Total	Percent
Strongly Agree	28	30.43%
Agree	20	21.74%
Neutral	14	15.22%
Disagree	1	1.09%
Strongly Disagree	1	1.09%
Not Answered	28	30.43%

How important do you feel the redevelopment of the Station Gateway will be to the wider regeneration of the West End as well as serving the city as a whole?

There were 63 responses to this part of the question.



Response	Total	Percent
Very Important	37	40.22%
Important	16	17.39%
Neutral	8	8.70%
Low Importance	0	0.00%
Not Important At All	2	2.17%
Not Answered	29	31.52%

Summary of additional comments

The traffic issues on Botley Road, and the impact of station works. Considering the effects of changed work patterns towards increased remote working. What is the impact if any of policy changes at national level (e.g. the abandonment of the expressway, less emphasis on Ox-Cam arc etc.)? There were comments on the importance of emphasising integration with other transport modes, and facilities to support active travel modes such as cycle parking, as a priority over the provision of commercial floorspace – shops, cafes etc – which often detract from commuter experience. There should also be improvements to connectivity to the city centre, including pedestrianizing Hythe Bridge St, or making use of waterways as a connecting route.

Officer response:

The SPD, Spatial Framework and Design Guide were prepared within the overall policy context at the time. Although there have been changes in the national and regional policy framework e.g., changes in infrastructure and strategic priorities, the discontinuation of the Oxfordshire Plan 2050, these documents were prepared on the basis of the existing Local Plan 2036 policies which all remain in force until a new local plan is adopted. Whilst the COVID-19 pandemic will have some long-term implications such as hybrid working for those able to do it, the city centre will continue to provide a focus for future employment and housing requirements, being the most 'sustainable location' in Oxford.

14. Other comments on SPD

There were positive comments on the development of an overall strategy for the area which is generally considered to have great potential and in need of improvement and uplifting. Many reiterate points of contention that have been raised in previous sections, the main ones being that that balance between housing and economic use is skewed and a much greater capacity of affordable housing is possible in the area, and that flooding risk is perceived to be minimised or not given enough prominence with respect to the level of development proposed. Other issues raised are that the SPD could have done more to specifically address the climate emergency – such as including mandatory and more specific sustainability goals, and that the impacts on the ecology and biodiversity that is already present in the area.

There were also objections to the overall development process of the SPD and framework, with deficiencies including the extent of consultation, an inadequate amount of time allowed for consideration of the documents. There were also some references to other documents forming the consultation, with some respondents describing them as overlong and over complicated which made engaging with the process difficult.

Officer responses:

- The Oxford Local Plan 2036 was tested at Examination and found by the Inspector to provide the right balance for future housing and employment development within the Plan period. The purpose of the SPD is to provide specific detailed advice at the local level on how the adopted policies comprising the West End Area of Change (AOC1) and West End Sites can then be applied to these development of key sites in the West End and Osney and in different areas of the West End.
- The amount of housing that is required to be provided on key development sites is set out in the West End sites policy, which seeks a total of 734 residential units. The level of affordable housing directly relates to the number of residential units proposed for an individual site and should then be provided to meet the adopted Local Plan policy.
- The high-level strategic advice in the SPD and Spatial Framework is set out to be ambitious acknowledging the opportunities to deliver the vision for the regeneration of this area whilst recognising the constraints on new development within the West End and Osney Mead Area. However as detailed schemes emerge on individual sites and locations any future development will have to have regard not only to the SPD as a 'material consideration', but also adopted Local Plan 2036 policies that seek to protect and improve biodiversity and make sure that flood risk is properly managed.

15. Other Comments on Spatial Framework

There are positive comments on the principle of the framework and the comprehensive scope. A number of weaknesses were cited. The balance of housing and level of emphasis on climate change raised in previous sections was brought up a number of times. There were some complaints about the length and level of technical detail which was made available. A number of respondents mentioned an unclear evidence base, or unclear links to where they were, and also wider policy changes that may make some references to be out of date or irrelevant, such as the defunct Oxfordshire 2050 plan and the lack of clarity on plans for the Ox-Cam Arc. There were also objections to the overall development process for the framework, with deficiencies including the extent of consultation, an inadequate amount of time allowed for consideration of the documents.

Officer response:

- Support for the principles of the Spatial Framework is welcomed. The amount of housing that is required to be provided on key development sites is set out in the West End sites policy, which seeks a total of 734 residential units. The level of affordable housing directly relates to the number of residential units proposed for an individual site and should then be provided to meet the adopted

Local Plan policy. The balance between housing and employment was tested at the Examination into the Local Plan 2036, when the Inspector considered.

- There is considerable evidence in the Spatial Framework, which supports the SPD and performs an integral part of the Supplementary Planning Document.
- At the time of writing the SPD and Spatial Framework the references to the Oxfordshire Plan 2050 were up to date, but circumstances have subsequently changed. The text will be updated to reflect this change and any others that are necessary.

16. Other Comments on the Design Guide

There were 29 responses to this part of the question. There were widely varying responses to the design guide from those who were able to read it. While there were positive comments commending the document, some respondents found it was written too prescriptively which could prevent innovation or creativity in schemes. There were also some that found the document too technical and jargon filled for lay reading. There were further comments that found the document too generic and open ended, lacking in specific detail pertaining to Oxford and its residents. A number of comments also highlighted as an omission specific standards or targets towards achieving the stated aim of carbon neutral development. There were concerns on the approach towards heights in certain areas on the grounds of impact on the amenity of surrounding residents and natural spaces.

17. Demographic profile of respondents

Gender Identity

Gender Identity	Total	Percent
Female	35	38.04%
Male	38	41.30%
In another way	0	0.00%
Prefer not to say	5	5.43%
Not Answered	14	15.22%

Age

Age Cohort	Total	Percent
16 - 19	0	0.00%
20 - 24	1	1.09%
25 - 34	5	5.43%
35 - 44	10	10.87%
45 - 54	13	14.13%
55 - 59	10	10.87%
60 - 64	11	11.96%
65 - 75	18	19.57%
75+	2	2.17%
Prefer not to say	8	8.70%
Not Answered	14	15.22%

Disability/Limitations to daily activity

Extent of limitations to daily activity	Total	Percent
Yes, limited a lot	1	1.09%
Yes, limited a little	3	3.26%
No	67	72.83%
Prefer not to say	6	6.52%
Not Answered	15	16.30%

Ethnicity

Ethnicity	Total	Percent
White British – English, Welsh, Scottish, Northern Ireland	48	52.17%
White Irish	2	2.17%
White Gypsy or Irish Traveller	0	0.00%
Any other white background	14	15.22%
Black or Black British – Caribbean	0	0.00%
Black or Black British – African	0	0.00%
Any other Black background	0	0.00%
Asian or Asian British – Indian	2	2.17%
Asian or Asian British – Pakistani	0	0.00%
Asian or Asian British – Bangladeshi	0	0.00%
Any other Asian background	1	1.09%
Mixed or Multiple Ethnic Group – White and Black Caribbean	0	0.00%
Mixed or Multiple Ethnic Group – White and Black African	1	1.09%
Mixed or Multiple Ethnic Group – White and Asian	0	0.00%
Any other Mixed background	0	0.00%
Arab	0	0.00%
Chinese	1	1.09%
Other Ethnic Group	1	1.09%
Prefer not to say	7	7.61%
Not Answered	15	16.30%

Appendix 2: Additional Responses with OCC Officer Responses and schedule of proposed changes

Organisation or local group name (left blank for private individuals)	Comment Summary	OCC response	OCC Actions (if required)	LB Actions (if required)
Thames Water	<p>Proposed New Water/Waste Water Infrastructure</p> <ul style="list-style-type: none"> - We consider that the SPD should include a specific reference to the key issue of the provision of wastewater/sewerage and water supply infrastructure to service development proposed in a policy - This is necessary because it will not be possible to identify all of the water/sewerage infrastructure required over the plan period - See response for suggested policy wording <p>Water Efficiency/Sustainable Design</p> <ul style="list-style-type: none"> - Suggested policy wording "Development must be designed to be water efficient and reduce water consumption (...)" <p>Flood Risk and SUDS</p> <ul style="list-style-type: none"> - Suggested paragraph to be included in the Neighbourhood Plan "It is the responsibility of a developer to make proper provision for surface water drainage to ground, water courses or surface water sewer. It must not be allowed to drain to the foul sewer, as this is the major contribution to sewer flooding." <p>Site Allocations</p> <ul style="list-style-type: none"> - NO new sites to comment on. 	<p>These comments seem more relevant to a policy document such as a local plan (e.g. the suggested policy wording), and infrastructure needs were considered as part of the Local Plan 2036 and are being again as part of the Oxford Local Plan 2040.</p>	N.A.	N.A.
CoreFiling Ltd	<ul style="list-style-type: none"> - The SPD has not provided an appropriate level of development management to respect the interests of the existing businesses located at Osney Mead - Don't want transformational change in West End to be achieved by areal gentrification - pushing businesses out to make room for new businesses and residents - Displacement of businesses will reduce the opportunity for staff to cycle to work, increase car journeys - Need a partnership approach with all stakeholders - Small, existing businesses worried about the effects of the SPD 	<p>Neither the SPD, nor any planning document or policies, can protect any particular business. Planning applications will be decided on whether they meet policy requirements and other material considerations, on the basis of detailed design, land use and so on. The SPD amplifies the policies, setting out what good design and mix looks like in the West End, but it could not and does not protect existing businesses, or allow favourable considerations to new ones.</p>	N.A.	N.A.
Aerial Cable Transit (ACT)	<p>SPD contains no solutions to strategic transport access problems</p> <ul style="list-style-type: none"> - proposed development will add to existing congestion on Botley Road particularly - a cableway is suggested as a form of mass transit to meet the need in the area - City/County Council identify a significant problem of tourist coach drop-off and pick-up in the City which conflicts with policies on vehicular traffic reduction and emission reduction in the City - no solution identified - SPD envisages redevelopment of ice rink which is welcomed but could include a cable car station, cafe, mobility hub etc. to be multi-functional - SPD welcomes higher buildings (with criteria), if this aspect of the proposal is supported, there can be no planning objection to cable car towers on grounds of visual impact in the City centre 	<p>The proposed developments seek car-free schemes, and promotion of sustainable travel, including improvements to walking & cycling routes</p> <ul style="list-style-type: none"> -The SPD does not and cannot amend the policy on high buildings 	N.A.	N.A.
Oxford University Development Limited (OUD)	<ul style="list-style-type: none"> -Overall OUD supports and endorses the SPD - Lack of technical and viability assessments which should be addressed in the introduction of the SPD and not at page 168 of the Spatial Framework Appendix - It is vital that the SPD clearly sets out a list of all infrastructure requirements so it is clear to landowners/developers and decision makers - It is essential that the SPD sets out how the Council intends to collect CIL - See response for suggested paragraph of policy rewording - OUD would welcome joint working with the City Council and other landowners in preparing a masterplan for the site and in setting out a mechanism to deliver it - OUD therefore questions Paragraph 119 of the SPD that states that the development of a masterplan will rely on a majority landowner - SPD should also set out what is expected in terms of: the contents of a masterplan, the extent of public consultation and stakeholder involvement, the weight that would be attached to a masterplan endorsed at Cabinet - It would be useful for the SPD to clarify that "once endorsed, the Masterplan will be a material consideration in determining planning applications within Osney Mead" - Spatial Framework is too long D5j <p>SPD specific comments:</p> <ul style="list-style-type: none"> - OUD supports the objectives and vision of the SPD - Figure 2 - one parcel of land not shaded as a development site - See written response for paragraph specific recommended changes (e.g. certain wording) - Remove reference to storey heights, and instead note that these should be determined following a suitable technical assessment - Remove reference to cost estimates in key infrastructure requirements as this is likely to go out of date 	<p>Paragraph 5 of the SPD already notes that it will be a material consideration.</p> <p>The Spatial Framework is long, but efforts have been made to make it accessible and useable, including the executive summary, moving background information to appendices and the main body of the SPD.</p> <p>Amendment to para 119 suggested to remove reference to 'majority' landowner.</p> <p>Figure 2 shows threats and opportunities, so does not need to shade all development sites. it is expected there will be many more developments sites coming forward than those shown.</p> <p>The cost estimates may go out of date, but they are stated to be estimates and it is still considered helpful to include them to give some idea of magnitude.</p> <p>The SPD does not and cannot amend the policy on high buildings. The SPD is not a masterplan or outline of a specific scheme.</p> <p>Enhanced access is required, and the Oxpens River Bridge is a means of achieving this.</p>	<p>Update to paragraph 5 to say that the SPD is a material consideration (which will be the correct tense for the adopted version)</p> <p>Change in para 119: Whilst development of a masterplan will rely on a majority landowner carrying out more detailed work, ideally in collaboration with the City Council, this SPD...</p>	

	<ul style="list-style-type: none"> - Potentially a section on what the SPD should do if a LP policy is updated <p>Spatial Framework specific comments:</p> <ul style="list-style-type: none"> - None of the plans or figures are numbered or titled - Page 21, the term "of equal value" is also vague - The Vision on Page 35 must be consistent with the vision in the LP/SPD - Focuses on one particular access route as being superior to the others - happens to be the most challenging route with regards to infrastructure requirements <p>Design Guide</p> <ul style="list-style-type: none"> - Document generally supported - Heights should be set by masterplan following a detailed technical assessment/remove reference to storey heights F5 			
Individual	<ul style="list-style-type: none"> - General complaints about the consultation process: SPD too long to read, no exhibitions or events, SPD does not reflect residents interests <p>Biodiversity</p> <ul style="list-style-type: none"> - What SPD describes as 'a constrained towpath (south of Osney lock) is area of biodiversity and should not be replaced - Osney Stream plans show river frontage with public plaza, again attacking biodiversity - Why are the OFAS biodiversity targets not mentioned in the SPD? <p>Infrastructure and Facilities</p> <ul style="list-style-type: none"> - No mention of plans of practical realities of new homes and businesses e.g. health facilities, schools - SPD fails to mention sewers which is a huge issue in the area <p>Connectivity</p> <ul style="list-style-type: none"> - Concern for Osney Island residents as new routeways into Osney Mead are being planned, issues about privacy, noise and footfall, traffic <p>Heritage</p> <ul style="list-style-type: none"> - Development will harm character of the area <p>Flooding</p> <ul style="list-style-type: none"> - SPD identifies the river as a major opportunity but this is not consistent with the risk of flooding in the area - Page 143 Flood Risk Map/wording needs amending 	<p>Strategies and proposed uses have been developed with the awareness of the physical constraints e.g. flood risk; they do not supersede requirements in the local plan which often require schemes to be accompanied by detailed assessments of their impacts on natural environment, amenity of residents etc in accordance with local plan. Schemes will be assessed and scrutinised as they come forward, including public consultation as legally required.</p> <p>SPD does not include new policies, and therefore does not include targets outside of those identified by local plan.</p> <p>OFAS is a separate scheme and is outside of subject area.</p>	N.A.	N.A.
Network Rail	<ul style="list-style-type: none"> - It is not clear on what is meant by 'an integrated approach to the provision of bus stands, cycle storage and taxi pull ups'. - Assumptions have been made in the evidence base regarding NR's operational land ownerships which have not yet been tested/agreed - Also suggestion that the NR depot could be used for bus parking - this is operational land which will be required to support planned rail infrastructure improvements - Initial character map on design framework shows the lower half of Becket St car park falling within the Oxpens character area, not Station Gateway area (later shown in this area) - Station gateway movement principles state plans should aim to limit parking provision - it is unclear if this relates to parking to support new development on Becket Street or rail parking - We would suggest that there is more emphasis on investment and improvement in the station area being implemented on a phased basis, as business cases are approved 	<p>The reference to using the NR depot for bus parking will be removed. The SPD cannot set a requirement to retain trees, it merely mentions that they are an important consideration, which is the case. The SPD does not say that parking should be flushed towards the railway line but merely says that that provides an opportunity, which it does. This leaves room for further testing, which may show it not to be the optimal solution, which would not become an issue as a result of the wording in the SPD. The SPD is already very clear that the Rail Regulator has control over the number of parking spaces, stating in paragraph 129: 'The Rail Regulator has ultimate control over the number of car parking spaces, but there is a general ambition to reduce parking in the city centre.' The movement principle to aim to limit parking reflects this aspiration, but is not a requirement. The word 'limit' to be changed to 'minimise' to be clear the SPD cannot set a limit on parking at the station, but can set the aspiration that it is minimised. Character design framework map should show Becket Street within Station Gateway area. The addition of the word 'phased' in front of 'investment' is proposed in paragraph 20 of the SPD to make it clearer that that station may well have phases of investment.</p>	<p>Reference to NR depot used for bus parking to be deleted</p> <p>Add the word 'phased' in front of 'investment' in paragraph 20 of the SPD.</p> <p>Amend the word 'limit' to 'minimise' in relation to parking at the station in the principles in the SPD</p>	N.A.
Environment Agency	<ul style="list-style-type: none"> - Need more cross-referencing between the important parts of the three documents e.g. the natural environment is reflected to varying degrees in the different documents with varying levels of detail - Concerned that flood risk issues have not been adequately acknowledged - Development of the Osney mead site will require much more detailed assessment of flood risk and demonstration of safety for users throughout its lifetime, consideration of the sequential placement of development within the site and adequate flood mitigation, resilience, and resistance measures - enough information to pass the remaining parts of the Exception Test for safe development of the site (there is limited information in the documents about flood risk, certainly not enough to confirm the Test is passed) - Our concern about the level of flood risk detail presented, is that other possible design solutions presented throughout the documents may conflict with a flood risk 	<p>It is not considered that the natural environment and climate are missing from the placemaking vision. The first bullet of the placemaking approach states: The opportunity for green and blue infrastructure to address not only environmental challenges but be adapted into a friendly and comfortable public realm network.</p> <p>It is not considered that pages 62-67 on green and blue infrastructure focuses too heavily on infiltration SuDS, or that the consideration of flood risk is too generic. It is agreed that this location requires a site specific approach, but that will be as part of individual applications as they</p>	<p>Para 120 of the SPD Oxfordshire Flood Alleviation amended to Oxford...</p> <p>Para 31 of the SPD add reference to flood risk management into the description of the sustainability strategy</p>	<p>Change references to Environmental Agency in SF to Environment Agency – one use of environmental agency on page 278</p> <p>Page 90 add at the end of the second bullet: 'and making space for water' - done</p> <p>Page 91 of the SF, add to the end of the first bullet: ', with awareness of the need to keep natural areas as dark as possible.' - done</p> <p>Page 117 SF amend first para: Hence, there is a need to first take a sequential approach to locating development on the site and to offset the flood risk through</p>

	<p>issue that is currently unknown because of a lack of assessment, for example with proposals to activate riverside areas as intensive public spaces</p> <p>Lack of acknowledgement of FZ 3b constraints</p> <ul style="list-style-type: none"> - We strongly recommend the council undertake the remaining detailed assessment at a strategic scale - The vision section does not adequately recognise climate change - The natural environment and climate change should feature more heavily in the key principles - The sections on green and blue infrastructure focus too heavily on SuDS - There is only a very generic consideration of flood risk, where this location requires a site-specific approach to the management of all forms of flood risk 	<p>come forward. A key principle of the green and blue network strategy is the integration of flood risk mitigation into all elements of design. This acknowledges large parts of the area are in flood zones and mentions a wide range of SuDS including water channels and ponds. The section refers back to local plan policies on flood risk and allocations, which are supported by a wide range of background evidence, which does not all need to be referred to again in the SPD.</p> <p>page 90: The Local Plan provides a policy basis for biodiversity enhancements such as tree planting, bird and bat boxes. This is applicable. in the WE. The SPD cannot set a target for biodiversity net gain because this is set in local plan policy or national policy once the Environment Act is written into regulations.</p> <p>The intention of the SPD and SF is to manage water more effectively e.g. ponds, ditches, etc. Agree this could be made more explicit</p> <p>The exception text part of the LP2036 provided enough information for allocation of the site but any further work can only take place alongside detailed design for an application, or potentially a very detailed masterplan, so it cannot go further in the SPD.</p>		<p>mitigation strategies with an 'infrastructure first' approach to integrating the blue-green network for any new development proposed for this site, meaning that design should be centred around the need to incorporate flood management features, as part of the green and blue infrastructure network, into the site. - done</p> <p>Add a reference to make it clear that natural green spaces should be left as dark as possible. - done</p>
Oxford Pedestrians Association	<p>We do not support the proposals in this consultation based on the following grounds:</p> <ul style="list-style-type: none"> - The new bridge would take up too much space in the Nature Reserve, where many people walk and is a haven for wildlife - No sense that this will reduce motorised traffic, in fact likely to increase it and increase air pollution - Affordable housing should be the first option, with houses in walkable distance to the city - The plans will mean the narrowing of pavements on Oxpens Road which we do not support. Currently 1.5m to 3m wide, we see 3m of level unobstructed footway as the minimum width needed for comfortable walking and wheelchair use 	<p>As an area near the train station and the centre of Oxford the West End is highly accessible by means other than the car and developments are expected to be largely car free, with enhancements to the public realm to improve the attractiveness of walking and cycling. The development of the area should not generate car traffic.</p> <p>The proportions of affordable housing and tenure split are set in the Local Plan, with the intention of policies to maximise affordable housing, especially social rented housing to meet the greatest housing needs.</p> <p>Detailed design of Oxpens Road has not yet happened. The County Council's Street Design Guide and the Design Guide appended to the SPD will help to ensure a good pedestrian environment. The County's Street Design Guide suggests 2m as a width for a pedestrian footway.</p>	N.A.	N.A.
Historic England	<ul style="list-style-type: none"> - It is critical that heights are expressed in metres rather than storey heights - Building height parameters should be very clear and seek to ensure that the new skyline in this area is visually deferential to the historic skyline and does not detract from the historic skyline - Mapping is quite poor and imprecise i.e. all the block plans have flat roofs, conservation area is pre-2019 boundary - We advise that the SPD makes links back to the West Oxford Character Statement and to the OHAR - The building heights section talks about net positive impact which suggests that development that is inappropriate would in certain situations, be acceptable so long as there is an overall net positive impact - SPD needs to be amended to make reference to heights articulated in the local plan - Appendix A of the Spatial Framework should mention Oxford's architecture and history as key assets - Our concern with the SEA is the potential conflict with the local plan in terms of building heights by reason of being absence of the 15m height guidance set out in the plan policies for certain parts of the SPD area - There is scope to revise the SPD so that it better represents heritage and sets clearer guidance regarding building heights 	<p>In terms of heritage impacts, as set out in the NPPF, any harm should be mitigated and then balanced against benefits. This approach is reflected in the SPD/SF.</p> <p>Heights are not articulated in the Local Plan, but Policy DH2 sets out how to determine an appropriate height. The SPD refers back to Policy DH2 and this remains the Policy for assessment, as the suit of design and heritage policies in the Local Plan remain relevant for assessing heritage impacts. Character Areas were defined as part of a Townscape Assessment which forms part of the evidence for the adopted local plan</p>	N.A.	Conservation Area boundaries to be updated.
Christ Church College	<ul style="list-style-type: none"> - Generally, Christ Church welcomes the SPD and agrees with the objectives set out - Figure 1 needs a key and be clearly titled - the "blue land" states that it has potential to be affected by the proposals, however it also has the potential to influence and benefit the proposals as well - Paragraph 47 needs to be amended to read "Christ Church" as opposed to "Christ Church College" - Amend Paragraph 53 "sustainability is achieved by retaining and recycling the built form" as this is not always possible - Supports the overarching aim to reduce vehicle dominance - Creation of new links e.g. via Osney Lane and Botley Road would benefit from improvement to provide active streets/better public realm 	<p>1. Please can you expand on what you are referring to in Paragraph 48 (Bullet 3), which refers to Christ Church Old Buildings and proposals on Osney Lane? We assume this is the former St Thomas' School Building and Osney Warehouse, but none of these are listed and should therefore not be referenced as "key heritage assets".</p> <p>Viability and feasibility are dealt with in the Local Plan and there are opportunities to demonstrate lack of viability and to reduce affordable housing if necessary for delivery. Improvements needed to strategic roads across Oxford should be considered as part of a wider transport strategy.</p>	<p>Amendments as follows:</p> <ul style="list-style-type: none"> - Amend Paragraph 47 - "Christ Church" as opposed to "Christ Church College" - Amend para 48 , bullets 3 and 4, to remove incorrect/confusing references to listed buildings - Amend Paragraph 53 "sustainability is achieved by retaining and recycling the built form" to "sustainability <u>can</u> be achieved by retaining and recycling the built form <u>wherever possible</u>" ... - Add note to infrastructure tables with caveat on cost 	<p>SF document: Amend references to 'Christ Church College' to simply 'Christ Church' pp 110, 124, 242, 259, 307, 311 - done</p>

	<ul style="list-style-type: none"> - Advised that the infrastructure tables with cost information is removed as this will soon be outdated - The SPD should recognise the importance the Botley Road plays in the gateway to the West End - the document is currently very quiet on the need to enhance the approach to maximise the setting of the Station and the wider area - The reference to the Station Masterplan is supported - The one area that is not mentioned in the SPD is viability and feasibility 		information? Along lines of 'cost figures indicative and correct as at 20xx'	
Forge Bio GP 2 Ltd	<p>Strongly supports the SPD in terms of aspirations for investment and growth within the area</p> <ul style="list-style-type: none"> - Disagree with Paragraph 53, in that it is not always possible to proceed with a development scheme which retains existing built form - Greater focus should be afforded to the provision of non-residential uses alongside housing development (Paragraph 93) - The SPD should include text which acknowledges the changing context that will come about as a result of the realisation of future development - The identification of Beaver House as an opportunity site is strongly supported 	<p>Support for the SPD is welcome.</p> <p>Sustainability objective of SPD supports re-use of existing buildings wherever possible. Wording to be amended to clarify.</p>	<p>- Amend Paragraph 53 "sustainability is achieved by retaining and recycling the built form" to "sustainability can be achieved by retaining and recycling the built form wherever possible" ...</p>	
Nuffield College	<p>Nuffield College supports the framework, their assets in the area include the Island site, Worcester Street car park site, South Frideswide Square parade and Becket Street</p> <ul style="list-style-type: none"> - The SPD needs to be fit for purpose - not being ambiguous or having policy which could be mis-interpreted - Heritage: there will be instances where new development will in fact create new views of key heritage assets - Public Realm: Additional point should be added that public realm quality can be impeded and impacted by street clutter such as bikes/scooters for hire - Land Use Strategy: Include a further paragraph to capture the importance of creating the Innovation District and the need for city centre business space as part of the mixed use area - Recommend that the South Frideswide Square parade and Becket Street be incorporated in the Character Area 3 as it has a stronger relationship to the Station Gateway Character Area 	<p>Support for framework is welcomed.</p> <p>The SPD does not include new policies and provides a context for the implementation of adopted local plan policies.</p> <p>The SPD refers back to Policy DH2 and this remains the Policy for assessment of height, as the suit of design and heritage policies in the Local Plan remain relevant for assessing heritage impacts. Reference to, for example, limited bulk, refers back to this policy and should not be deleted. Amendment proposed regarding short views, for clarity. It is considered that reference to the design of proposals is clear.</p> <p>Reference in para 57 to responsibility of County Council in delivery of public highway is not considered necessary as this is clear enough.</p> <p>The Vision section goes into detail about the Innovation District concept and the potential of a mixed use cluster at the centre of the city. We consider that the land use strategy strikes the right balance and that there is a not a need to add further wording about the benefits of creating an innovation district. There is no need to add commercially-led to mixed-use development as a mixed-use development may be commercially-led, assuming policy requirements of the local plan are met.</p> <p>Character Areas were defined as part of a Townscape Assessment which forms part of the evidence for the adopted local plan.</p>	<p>Amendment to para 47 of the SPD regarding short views: does not restrict <u>has regard for the impact on</u> short views of key heritage assets, such as Nuffield College, the Castle Mound and Tom Tower at Christ Church, <u>ensuring views remain, even if altered, and considering how they may be incorporated and enhanced</u></p>	<p>Expand point on urban clutter in DG section on Public Realm (para 2.4, p. 26) - to include impact of other obstructions such as dockless bikes or scooters? -done</p> <p>Add to the Design Guide page 35, 4.2</p> <p>Three levels of density have been identified, including indicative numbers of storeys, although these are not definitive and heights will be subject to testing through the detailed design process for individual sites.</p> <p>Fulfilling the need for different uses and following Policy DH2 in establishing appropriate heights limiting height under the 18.2m set out within the Local Plan 2036 allows for tight perimeter blocks which accommodate a multitude of uses - -done</p> <p>Spatial Framework Page 130: Item 6 amend typos – delete 'sites' after Nuffield College on the penultimate line, and replace 2022 with 2023 as the date of a planning application -done</p> <p>Spatial Framework Page 174: In the introduction amend reference from 'comprehensive development' to 'comprehensive vision'. -done</p> <p>Spatial Framework Page174 –delete 'resolving these ownership challenges' and replace with 'Opportunities to incorporate into the vision' -done</p>
OxWED	<ul style="list-style-type: none"> -Encouraging coordination and co-operation between landowners and promoters is promoted as a key principle of the SPD and given the multiple landownerships identified across a number of the allocated sites, we believe that references to the Council utilising their Compulsory Purchase powers (CPO) should be more widely referenced across the West End to help supplement where willing landowners are unable to bring forward adjacent land outside of their control - There should be a greater focus on the shared proportionate delivery of identified infrastructure through the allocation of CIL to support West End infrastructure - Should provide greater clarity on infrastructure delivery mechanisms in particular Oxpens/Osney Mead Bridge which is referred to within the Oxpens site but this will not come forward as part of the Oxpens planning application, but will be separate - The SPD should we clear on superseded or updated documents addressed by the SPD, including the replacement of the 2013 Oxpens Masterplan SPD D14 	<ul style="list-style-type: none"> -Paragraph 127 refers to the benefits of a potential future CPO> - the SPD & SF recognise the need for a shared delivery of infrastructure, reference to CIL added to paragraph 58 of the SPD. -reference to be made to other infrastructure delivery mechanisms & potentially subject to separate detailed application proposals -on adoption of the SPD the Oxpens Masterplan SPD would be superseded. -Oxpens River Bridge location to be changed, in SF & SPD, to reflect agreed position, consequent changes required to Fig 4. Purpose of bridge to be clearer to connect Osney Mead to City centre. F14S 	<p>- See proposed changes in OCC response</p>	
Oxfordshire Cycling Network	<p>Comments revised from earlier submission.</p> <p>Neutral view overall of vision and intent of SPD. Agree with mixed development in</p>	<p>The consultation is culmination of development and engagement work over the last 18 months, starting with an early stage consultation in Spring 2021, followed by a</p>	<p>N.A.</p>	<p>Oxpens River Bridge location to be changed, in SF & SPD, to reflect agreed position, consequent changes required to</p>

	<p>general, but have not formed a view on whether the mix proposed for Osney Mead is the appropriate one – Oxford has a strong unmet need for housing that could be delivered here.</p> <ul style="list-style-type: none"> - Disappointed by the lack of engagement and co-production in its development esp 7 week consultation period for SPD - In the documents, there is no real consideration of the key movements that should drive the strategy - the routes that enable these in the Spatial Framework are 1, 2 and 3 and these would be our strong priority in the Osney area - Do not see a need for the Oxpens River Bridge - it is in the wrong place and its north end is badly placed for connectivity next to the ice rink - there is no good route to the station or centre from here - Use the budget to prioritise the routes mentioned and an improved Grandpont Bridge, rather than the Oxpens Bridge - Support the place-making vision and the desire to create a sense of arrival in West End as at current it is a narrow traffic sewer with narrow pavements - Solution to this is to create a people-friendly corridor from the station to Broad Street including: making Hythe Bridge Street/George Street pedestrian and cyclists only, with buses and motor vehicles using Park End Street, Worcester Street, Beaumont Street 	<p>visioning workshop involving amenity groups, councillors and other local stakeholders. The concluded consultation lasted for 7 weeks, which is longer than the statutory required minimum and was publicised on the council webpages and various forms of media.</p> <p>The Local Plan sets minimum housing numbers for the larger sites within the West End, which are considered to be minimum baseline figures. The area is part of the city centre that is suitable for a mix of uses, and one of the few suitable locations for many of the proposed uses, so it is important it does have a vibrant mix of uses. Much of the area is already in commercial use, and this would continue to be a legal use- planning can't prevent redevelopment within this legal use.</p> <p>The SPD identifies key routes and the Movement strategy sets out the aspirations and desired outcomes, however as the city council is not the responsible highway/transport authority the scope for detailed proposals in the SPD or other planning document will be limited.</p> <p>Oxpens River Bridge is a separate workstream and is subject to its own consultation up until mid-September 2022. However the Oxpens River Bridge location to be changed, in SF & SPD, to reflect agreed position as shown in the consultation.</p>		Fig 4. - I think it now reflects the correct location
East West Rail (EWR)	<ul style="list-style-type: none"> - Oxford Station is one of two key stations on the EWR route - EWR supports the overarching vision set out in the draft SPD to transform and redevelop the West End and Osney Mead area, which would include improvements to Oxford Station - EWR also supports the objectives of the draft SPD - To help ensure that development within the station gateway aligns and is integrated with the emerging proposals for EWR, it is important that EWR Co is involved with the emerging Oxford Station masterplan, referred to in Paragraph 130 of the SPD 	<p>Support for overarching vision and objectives of the SPD is welcome. The Station Masterplan is a separate workstream and consultation will involve appropriate stakeholders as necessary, including rail operators.</p>	N.A.	N.A.
South Oxfordshire District Council	<ul style="list-style-type: none"> - Considering the significant size of the SPD area, we think that the true potential for housing of this area is far higher than a minimum of 734 homes across five West End sites - Inconsistency in Policy AOC1 stating that 'high density urban living' will be delivered in the SPD area, yet the SPD itself only refers to building at an 'appropriate density' and neglects to refer to the high-density ambition set out in Policy AOC1 - We do not consider medium density development to be an efficient use of land in this area - We consider that high density development can be achieved at lower storeys, which should be achieved across the entirety of the SPD site to make the most efficient use of land and deliver the true potential for housing in this area - We consider that the emphasis on the proposed innovation district, and the proposal for mixed uses other than housing, undermines the opportunity this area holds to deliver housing need - We recommend that the land use strategy in the SPD is amended to shift the balance of uses towards a predominantly residential site, rather than mixed use - As the Osney Mead Industrial Estate is already designated as a Category 2 Employment Site - there is no demonstrated need for the creation of a new innovation district at the expense of the opportunity to provide sustainable housing - In conclusion, we consider that the vision and ambitions of the West End and Osney Mead SPD should be realigned to plan for and support maximum housing delivery in this area 	<p>The Local Plan sets minimum housing numbers for the larger sites within the West End, which are considered to be minimum baseline figures and would not preclude a higher level of provision.</p> <p>The density of a development scheme is one of several considerations while it is being assessed. The other factors to take into consideration would include heights, siting, impact on neighbouring amenity, impact on heritage assets, restrictions on footprint due to flood risk etc. At application stage designs that promote the most efficient use of land possible will be encouraged. The current wording seeks to reflect the range of factors that are taken into consideration when assessing the appropriateness of a scheme, and does not in itself preclude high density development where it is suitable for a specific site.</p> <p>The subject area is part of the city centre that is suitable for a mix of uses, and one of the few suitable locations for many of the proposed uses, so it is important it does have a vibrant mix of uses. Much of the area is already in commercial use, and this would continue to be a legal use. Furthermore the Local Plan does not preclude intensification of existing economic/employment sites- planning can't prevent redevelopment within this legal use.</p> <p>The vision for the West End and Osney Mead area is for a 'mixed-use' development, comprising of a wide range of uses that include residential, socio-cultural and economic uses, which reflects its sustainable City centre location. This accords with Local Plan policies and NPPF Government advice. The Oxford Economic Strategy and</p>	N.A.	N.A.

		LIS both support the creation of additional employment space in the City centre to build on the city's economic strengths - particularly in the growing science and knowledge based sectors - as well as promoting an 'inclusive' economy.		
Vale of White Horse District Council	<p>Considering the significant size of the SPD area, we think that the true potential for housing of this area is far higher and that this should be recognised within the SPD</p> <ul style="list-style-type: none"> - We consider that the emphasis on the proposed innovation district, and the proposal for mixed uses other than housing, undermines the opportunity this area holds to deliver much needed housing within the city - It is recommended that the land use strategy in the SPD is amended to shift the balance of uses towards a predominantly residential site, rather than mixed-uses - There is no demonstrated need for the creation of a new innovation district - In conclusion, we consider that the vision and ambitions of the SPD should be realigned to plan for and support maximum housing delivery in this area 	<p>The Local Plan sets minimum housing numbers for the larger sites within the West End, which are considered to be minimum baseline figures. The area is part of the city centre that is suitable for a mix of uses, and one of the few suitable locations for many of the proposed uses, so it is important it does have a vibrant mix of uses. Much of the area is already in commercial use, and this would continue to be a legal use. Furthermore the Local Plan does not preclude intensification of existing economic/employment sites- planning can't prevent redevelopment within this legal use.</p> <p>The vision for the West End and Osney Mead area is for a 'mixed-use' development, which reflects its sustainable City centre location. This accords with Local Plan policies and NPPF Government advice. The Oxford Economic Strategy and LIS both support the creation of additional employment space in the City centre to build on the city's economic strengths - particularly in the growing science and knowledge based sectors - as well as promoting an 'inclusive' economy.</p>	N.A.	N.A.
NHS Buckinghamshire, Oxfordshire, Berkshire West ICB (- formerly Oxfordshire Clinical Commissioning Group)	<p>Pleased to see reference to health in Appendix 3 of the Design Guide, with 5.3 referring to "easy access to local facilities and health services".</p> <ul style="list-style-type: none"> - Concerned about the increased population pressure that will be brought about by West End development on existing health practices such as Northgate practice, 19 Beaumont Street and St Bartholomew's. BOB ICB are working to ensure the sustainability of the current local GP practices who will be providing those health services in the community, and are seeking both CIL and section 106 funding to ensure that additional population in this area can have access to suitable services. <p>The documents refer generally to health and wellbeing, however the Trust seeks further discussion with the GP practices involved to determine exactly what will be required to provide actual services to the area.</p>	The minimum housing numbers were set in the Local Plan 2036. The Infrastructure Development Plan to support this was discussed with infrastructure providers, including the CCG. Assumptions were made about population growth across the city and impacts on services such as GPs. This work has been updated as part of the development of the Local Plan 2040. Work to identify primary healthcare needs and how to accommodate them is ongoing as part of this local plan work. No particular infrastructure delivery was identified by the CCG (the predecessor of the ICS BOB) as needed in the West End as part of the previous local plan, so it was not written into a policy requirement for these sites.	N.A.	N.A.
Oxfordshire County Council	<p>Support the production of an SPD for the AOC</p> <ul style="list-style-type: none"> - Welcome that the SPD recognises the regeneration potential of the area and the need to deliver a series of mixed-use neighbourhoods, the scope of regeneration also presents an important opportunity to improve the health and wellbeing of residents and help to reduce health inequalities Throughout the vision, greater reference could be made to the 20-minute neighbourhood concept - Welcome the reference made to inclusive economy - Support the proposal that contributions will need to enhance the green and blue infrastructure on routes that pass along and beyond sites - Welcome the paragraphs which reference climate action, but these need additional text - Transport references out of date, need to be amended - Amend objective in 1.4, para 8 (infrastructure delivery) -Vision, should include some reference in paras 18-29 to 20 minute city neighbourhood concept, referenced in Travel Plans -Golden-threads: reference should be made to equalities issues, including providing for disabled people & healthy place shaping, which needs to be considered through the application of the Core and Supporting strategies. -Para 54: suggested change & additional to text concerning aim of strategy and approach to car parking. -Greater reference needs to be made to role of public transport Tables 1, 2 & 3 in sections 3.1, 3.2 and 3.3 should be deleted -Oxpens bridge in wrong place. Additional cycle routes should be included. Question some river crossings. -Para. 118, Fig 11: proposals for 'vibrant & active public life' adj rail line / river - not clear what is proposed SPD3.9 para 119: relationship between SPD and masterplan should be made clearer with additional text. SPD, 3.9 Para 121, Fig12: changes to Fig 12 required, further tree 	<p>Support for the regeneration of the West End is welcomed and the positive benefits it could bring. Proposed amendments based on feedback are in adjoining columns. The tables are considered useful and there is no reason to delete them. Table 2 it has been made clear contains indicative figures.</p> <p>Figure 12 is indicative only; amendments are not needed and the general principle of greening along the waterways is in line with overall aims and objectives of the SPD.</p>	<p>Additional text to be included which makes further reference to the 15-min neighbourhood concept and further emphasises the importance of measures that support climate change.</p> <p>Change: include reference to - recently adopted Local Transport and Connectivity Plan (2022) and LTCP Part 2 particularly the Central Oxfordshire Travel Plan and Core Transport Proposals and County Street Design Guide.</p> <p>Amend objective: help to unlock sites by identifying infrastructure needs generated by cumulative developments in the area in the IDP and setting out how these needs might be delivered.</p> <p>- Vision: include reference to potential opportunities to include 15-minute neighbourhood concept in recently adopted LTCP</p> <p>-Golden threads: include reference in text in SPD to equalities issues, including providing for disabled people & healthy place making, that needs to be considered in application of Core & Supporting Strategies.</p> <p>-Para 54: additional text - 'The overarching aim of the movement strategy is to provide for safe travel, prioritising active travel & public transport options. Vehicular dominance, particularly in the West End is to be reduced with car-free developments & reductions in car parking.'</p> <p>additional text: public transport provision will continue</p>	<p>-SF, p22: add green routes OFAS, question river crossings -done</p> <p>-SF, p265: add P&R sites, Green Zone should be ZEZ. Reference to traffic filter, WPlaceLevy and Botley Rd imps. - still referred to as Green Zone on key and map.</p> <p>-SF, p268: cycling accessibility map needs updating -colours are still slightly off (is that what needs updating?)</p> <p>-SF, p271-3: text change - text on p272 still needs to be changed to Arial new development should be considered in context of emerging Core Transport Scheme proposals & COTP. p272 CTS referred to. - no mention of COTP</p> <p>-SF, p278 other transport improvements / connectivity should be included: Thames path to OFAS, Oatlands Park, Oxpens Rd / Hythe Bridge St future proofed, EA land OFAS, better connectivity St. Ebbes, green connections to Osney Mead. - done</p> <p>-SPD, para 117, Fig 10: amend position of Oxpens bridge -done</p> <p>Include cycle routes along Willow Walk, proposed route on Ferry Hinksey Rd to Botley Rd and opportunity for cycle route</p>

	<p>planting on edge of riverbank inadvisable.</p> <ul style="list-style-type: none"> -SF, p265: some P&R sites missing, Green Zone should be ZEZ. Reference should be made to traffic filters, WParkingLevy & Botley Road improvements. -SF, p22: add green routes OFAS, question east/west crossings -SF, p268: cycling accessibility map outdated -SF, p271-3: New development should be considered in context of Core Transport Scheme proposals & COTP. p272 CTS needs to be referred to -SF, p278: list of other opportunities should be included -SF, p131: Flexibility required for new uses of CC development sites -Design Guide: need to reference CC Street Design Guide, new LTCP (2022) & COTP 		<p>to play an important role in promoting sustainable travel access and movement in the West End.</p> <p>Para. 57 amend to include ref to LTCP (2022), new developments need to take account of infrastructure projects being developed through the Oxford Core Transport Schemes.</p> <p>-SPD, para 117, Fig 10: amend position of Oxpens bridge. Include cycle routes along Willow Walk, proposed route on Ferry Hinksey Rd to Botley Rd and opportunity for cycle route adj. to OFAS flood route.</p>	<p>adj. to OFAS flood route. -done</p> <p>-Design Guide: include reference to County Council Street Design Guide, new Local Transport & Connectivity Plan & Central Oxfordshire Travel Plan -done</p>
<p>Individual - Green Templeton College, University of Oxford</p>	<p>The West End area has potential to address a few of the congestion and emission issues the city faces</p> <ul style="list-style-type: none"> - A proposed scheme to combat this is to move the rail station and create a covered walkway directly from the station to the Westgate centre to reduce the demand on park and ride - The train idling area could provide a link directly to a holding area which could become a hub link for deliveries into the centre - Further opportunity to create a roundabout and link road to the new holding area, which could link to Osney trading park - reducing deliveries into the city and reduce congestion - Holding zone could also provide a scrap storage area for colleges estates departments, could also provide a coach park and area for student drop off's 	<p>Improvements to the infrastructure and capacity of the Station are being taken forward by Network Rail. The Station will be subject to further master planning work to explore new development opportunities for a new Station and associated development that would enable the viability of a scheme.</p>	N.A.	N.A.
<p>Cyclox</p>	<p>Cyclox would like to see a coherent active travel network across the area, as opposed to the creation of new segregated cycling routes</p> <ul style="list-style-type: none"> - Would like to be more actively involved as early as possible in the co-production of active travel provisions - Cyclox would like to see an explicit commitment to Vision Zero throughout the SPD - Cyclox supports the green and blue infrastructure strategy - Concerned how the flood risk will be mitigated on the Thames tow path - Strongly supports the prioritisation of active travel, transport user hierarchy, transition to zero carbon travel, emphasis on LTN 1/20 compliance, provision of cycle parking, dedicated cycle lanes, and traffic calming - these opportunities just need to be key requirements of any schemes in the areas - Support the proposed segregated cycle route on Hythe Bridge Street, however this will not be possible if vehicular traffic is maintained - would prioritise a two-way central cycle track with wide pedestrian walkways and no vehicular access except emergency vehicles - States that there must be no new provision of parking across all development sites, and we would like to see this explicitly mentioned as a requirement, not just something to look into - Oxpens River Bridge is in the wrong place 	<p>The movement strategy emphasises the importance of promoting walking and cycling in the area. The City Council will work with the County Council, as highway authority, to help to develop an active travel network. New major development sites will be car-free. The Oxpens river bridge is considered to offer important connectivity for both Osney Mead and Grandpont, connecting them better to the Station and City centre, which would promote active travel. It is subject to a separate consultation event.</p>	N.A.	<p>Amend indicative position of Osney River Bridge to reflect material in separate consultation. -unclear</p>
<p>Individual</p>	<p>Main comment is that Oxford City Council has said on a number of occasions that its main priority is addressing inequality and the proposals for the West End and Osney mead will increase inequality</p> <ul style="list-style-type: none"> - Creating 3000 jobs but only 734 homes can only exacerbate the housing crisis at a time when oxford residents are already particularly exposed to the cost of living crisis 	<p>The Local Plan sets minimum housing numbers for the larger sites within the West End, which are considered to be minimum baseline figures. The area is part of the city centre that is suitable for a mix of uses, and one of the few suitable locations for many of the proposed uses, so it is important it does have a vibrant mix of uses. Much of the area is already in commercial use, and this would continue to be a legal use- planning can't prevent redevelopment within this legal use.</p>	N.A.	N.A.
<p>West Oxfordshire District Council</p>	<p>Considering the significant size of the SPD area, we think that the true potential for housing of this area is far higher and that this should be recognised within the SPD</p> <ul style="list-style-type: none"> - We consider that the emphasis on the proposed innovation district, and the proposal for mixed uses other than housing, undermines the opportunity this area holds to deliver much needed housing within the city - It is recommended that the land use strategy in the SPD is amended to shift the balance of uses towards a predominantly residential site, rather than mixed-uses - There is no demonstrated need for the creation of a new innovation district - In conclusion, we consider that the vision and ambitions of the SPD should be realigned to plan for and support maximum housing delivery in this area 	<p>The Local Plan sets minimum housing numbers for the larger sites within the West End, which are considered to be minimum baseline figures.</p> <p>The area is part of the city centre that is suitable for a mix of uses, and one of the few suitable locations for many of the proposed uses, so it is important it does have a vibrant mix of uses. Much of the area is already in commercial use, and this would continue to be a legal use- planning can't prevent redevelopment within this legal use.</p> <p>The vision for the West End and Osney Mead area is for a 'mixed-use' development, which reflects its sustainable City centre location. This accords with Local Plan policies and NPPF Government advice. The Oxford Economic Strategy and LIS both support the creation of additional</p>	N.A.	N.A.

		employment space in the City centre to build on the city's economic strengths and promote an 'inclusive' economy. There has been found to be a need for additional employment uses as well as housing within the city.		
Individual	<p>Page 15 - Osney Island/Town appears to be called Osney Mead - need to have official definitions so everyone is referring to the same location</p> <p>- Page 19 - Opening up the EA depot and Osney Lock "new permeability between the two banks of the river" - there is a turning pool behind Osney Lock into which the weir and Hydro scheme feed, what is meant by this statement?</p> <p>- Page 20 - Proposals along water courses "should improve public realm e.g. that running to the northeast of Osney mead regeneration site" - does this refer to the Osney mead riverside square and buffer or bank restoration or the Osney stream?</p> <p>- Page 27-28 "high density development" is shown opposite the site of residential houses in Bridge Street extension and Doyley Road potentially to a height of 18.2m which is shown as being 2 storeys higher than a house - what consideration has been given to light pollution, security and privacy?</p> <p>- Page 33 - Thames Canalside Opportunity - what is the cycle infrastructure shown as a circle to the south? (Both the figures and descriptions are misleading)</p> <p>- Proposed plans will remove the wildlife (mature stand of sycamore trees running from the EA to West Street on the west bank of Osney Stream) which will open our homes to intrusion by potential thieves, light and noise pollution</p>	<p>References to Osney Mead in the text are to the site allocation/regeneration area. Osney Island is referred to by name where appropriate. Any 'high density development' would need to comply with the Design Guide, building heights, but also adopted Local Plan policies concerned with impact on street scene and neighbours. The SPD and Spatial Framework include key strategies concerned with sustainability and green infrastructure that seek to protect and promote trees and biodiversity. New schemes coming forward will also be assessed according to adopted Local Plan policies that aim to protect and support biodiversity. The EA depot is mentioned as a possible location for enhanced connectivity in the future, but there would be considerable practical issues to address, not least how to relocate its current functions.</p> <p>The circles indicate primary and secondary gateways that can serve as entry points to the site, and through which activity can be channelled - the diagram does not indicate specific schemes. Any cycle or movement related infrastructure at those points or along those routes will be expected to accord with the requirements of Local Plan 2036 policy M1.</p>	N.A.	N.A.
Thames Valley Police	<p>-Disappointed that the prevention of crime and disorder has not been a consideration within the plan, as Secured by Design has evidenced that a development that is designed fully in accordance with the principles of Crime Prevention through environmental design is capable of achieving up to 87% less crime than existing developments</p> <p>- The Protect Duty/Publicly Accessible Locations legislation which is due to come into force imminently which will place a legal obligation on owners and operators to improve the protection of the public from terror attacks and criminal activity - easier to make the efforts towards protective measures are taken from the outset rather than having to make changes and redesign after development has constructed</p> <p>- Strongly urge to include a specific requirement within the document for developers to design out crime by considering the physical security of buildings and incorporating crime prevention techniques in the layout and landscaping of the immediate surroundings</p> <p>- To support this aim, it is strongly recommended that developers should consult and follow all guidance provided by Secured by Design</p>	This is a high-level strategic document. 'Secured by Design' is referenced in the Local Plan.	N.A.	N.A.
University of Oxford <i>(Response as endorsement of comments from Savills on behalf of OUD)</i>	<p>The University supports and endorses the SPD</p> <p>-The need for an SPD is also supported, with the area's huge potential for regeneration and renewal which will play a material part in boosting the economy of Oxford</p> <p>- The SPD therefore needs to be a robust and useable document that adds clarification to implementing the LP policies</p>	Support and endorsement welcomed.	N.A.	N.A.
SENDRA (St Ebbe's New Development Residents' Association)	<p>Understood that the SPD is needed, as residents of the area, we want to be confident that the SPD sets a course for the area to become an integrated, well-conceived extension to the city as a whole</p> <p>- Overriding concern is that the scope of the SPD is too limited - should unambiguously integrate the West End and Osney Mead area into the city centre</p> <p>- The relative weights given to the golden threads underpinning the draft SPD need to be clear, in particular housing vs employment</p> <p>- Connectivity to the east has not been adequately considered</p> <p>- Concern with the proposed Osney Mead/Oxpens bridge - key concerns are how the cycle/pedestrian route will connect with Oxpens Road, the width of the bridge</p> <p>- There is little in the public realm strategy - whilst there may be public realm improvements to Park End and Hythe Bridge Street, the area to the east is not considered</p> <p>- Making best use of river frontages is welcome, but we are concerned about the adequacy of the proposals for flood management and biodiversity</p> <p>- The SPD fails to discuss the interaction of the key development sites coming forward</p> <p>- without this there is little possibility that the SPD will present an integrated and well-</p>	<p>The SPD is intended to clarify and give guidance on the implementation of adopted planning policy as it relates to a specific area/subject. It cannot propose new policies or masterplan specific schemes. Some of the matters raised are addressed at policy level and are likely to come under consideration within the emerging 2040 Local Plan.</p> <p>The SPD identifies key routes and the Movement strategy sets out the aspirations and desired outcomes, however as the city council is not the responsible highway/transport authority the scope for detailed proposals in the SPD or other planning document will be limited.</p> <p>SF has a section addressing implementation and delivery strategies. There are cross references to IFS and other documents. While specific matters on funding are outside the scope of SPD, it is a priority for the Council, and the</p>	N.A.	N.A.

	<p>designed extension to the city</p> <ul style="list-style-type: none"> - Lack of solutions to development challenges - Concerns on implementation and delivery - Concerns on funding - does not discuss measures to overcome the shortfall in funding for key delivery priorities 	<p>key purpose of facilitating the West End Strategic Board and associated governance is to support the funding strategy. Substantial funding has been secured and further communications will take place as this evolves through partnership working.</p> <p>The proposed Oxpens bridge is subject to a separate consultation process up to mid September 2022.</p>		
ROX (Backing Oxford Business)	<p>With a high demand for housing in Oxford, it seems that the allocation within the proposal should be increased. While space should be found to help support social housing, with little opportunity for gardens, this needs to be planned carefully</p> <ul style="list-style-type: none"> - Space allocated for employment should be reduced to enable more housing to be provided - Retail outlets should only support the local area and not be destination outlets in their own right as recently there has been a major drag to the south west of the city to the detriment of the north and eastern quarters - A limited number of restaurants/inns would be an asset in this area - Space should be made available for the YHA, expected to be moved from its current location by the railway development - More consideration needs to be given to other internal/external recreational activities - More than a glimpse of the River Thames needs to be seen from Oxpens Road to the west of the ice rink to help draw it into the city - Every effort should be made to open up much of the existing Worcester Street car park to create a small marina for boats accessing the Oxford Canal and the Thames - surrounded by appropriate outlets - Serious consideration needs to be given to a proper transport hub next to the new station 	<p>The quantum of housing is as set out in the Local Plan and is considered to be a minimum baseline figure. The Local Plan sets minimum housing numbers for the larger sites within the West End, which are considered to be minimum baseline figures. The area is part of the city centre that is suitable for a mix of uses, and one of the few suitable locations for many of the proposed uses, so it is important it does have a vibrant mix of uses. Much of the area is already in commercial use, and this would continue to be a legal use- planning can't prevent redevelopment within this legal use.</p> <p>The SPD provides a strategic vision for the area and does not address the detail of specific schemes. Neither the SPD, nor any planning document or policies, can protect any particular business. Planning applications will be decided on whether they meet policy requirements and other material considerations, on the basis of detailed design, land use and so on. The SPD amplifies the policies, setting out what good design and mix looks like in the West End, but it could not and does not protect existing businesses, or allow favourable considerations to new ones.</p>	N.A.	N.A.
Oxford Flood Alliance	<p>The SPD talks about activating the riverbank south of Osney Lock and down to Grandpont, but the towpath floods most years, is in Flood Zone 3b, part of the natural flood plain and the types of development permitted by the NPPF are very restricted - we would like to see explicit statements in the SPD and design guidelines about the challenge of activating the riverbank</p> <ul style="list-style-type: none"> - The demountable flood defences for the island are stored in the EA's Osney depot, if this depot is to close and move we need to understand how flood defences will be deployed during a flood emergency - We would like to see the SPD/design guidelines explicitly state that any developments must not compromise flood defences for Osney Island - A holistic approach to redeveloping Osney Mead potentially creates an opportunity to help reduce flood risk to Osney Island as well as addressing the challenges of the Osney Mead site itself - we would like to see the SPD flag up this opportunity as something to be explored - No mention of sewer infrastructure in the SPD which is a concern as the current sewer system on Osney Mead does not cope with floods and is quickly infiltrated by flood water - adequate sewer infrastructure must be put in place - The SPD talks about sensitivity to habitat and retaining existing trees where possible, but is contradictory when it talks about getting rid of the two main areas of tree cover on Osney Mead - Protecting and enhancing existing biodiversity in the area hasn't been adequately thought through - we would like to see the approaches here better aligned with OFAS's approach to enhancing biodiversity 	<p>The SPD makes it clear that green and blue infrastructure strategy that considerations, such as flooding will need to be fully addressed at the early master planning stage for the development of key sites. Development opportunities as part of the 'activated frontage' approach will need to be explored within this context.</p> <p>Sewage infrastructure will be considered as part of detailed design of a scheme.</p>	<p>Para 115 ...development potential of the site that require a large-scale redevelopment, including relocation of the Environment Agency's depot to create a new route into the site (<u>although alternative means of storing and deploying the flood defences from Osney Island would be needed</u>). Undergrounding the electric cables...only be achievable as part of a full redevelopment of the site, <u>as is cComprehensive flood risk management through integrated SuDS and green infrastructure across the site, potentially helping to reduce flood risk to Osney Island also...</u></p>	N.A.
Oxford Preservation Trust	<p>OPT accepts that there is currently built form on the site which has a negative impact to a greater or lesser extent on how the views and setting of Oxford are enjoyed from various places, however this impact should not be an excuse to make it worse, but instead take the opportunity to improve the enjoyment of these views and the positive relationship between Oxford and its green setting</p> <ul style="list-style-type: none"> - The approach to building heights in both the Local Plan and the SPD is ambiguous and needs careful consideration and management - The housing numbers provided should be the minimum provided (at least 734 homes), OPT also would like to see these made up of residential rather than student housing - Whilst the setting of Oxford's skyline needs full consideration, OPT believes a balance can be found - building heights and density are not necessarily mutually exclusive and increasing density does not need to lead to building at height, there are 	<p>The SPD is written to be compatible with high buildings policy and cannot make any amendments. The SPD does not include new policies and provides a context for the implementation of adopted local plan policies. A variety of building and block typologies have been proposed in the SPD, which provide options for development to be brought forward at appropriate densities, although these are indicative and it is clear throughout that Local Plan policies, including DH2 regarding height, will be applicable. The Local Plan sets minimum housing numbers for the larger sites within the West End, which are considered to be minimum baseline figures. The area is part of the city centre that is suitable for a mix of uses, and one of the few</p>	N.A.	N.A.A

	<p>other options, such as terracing that should also be promoted</p> <ul style="list-style-type: none"> - OPT considers that the SPD should be strengthened to ensure that developers have to work hard to increase the housing numbers on their sites - same applies to any new windfall sites where housing should be seen as the first option for redevelopment - The Oxpens River Bridge is not located in the optimal position to encourage walkers and cyclists to use it and in terms of making the area sustainable in transport terms - A more favourable option is the site of the bridge to the east of the Ice Rink which will connect locals from the centre and south of the city - There is limited reference to OFAS in the SPD (particularly as the flood risk and mitigation at Osney Mead relies heavily on the implementation of OFAS) - the OFAS proposals are still under consideration but development at Osney Mead may need to be phased in a way that provides time for OFAS to be implemented to ensure no inappropriate development 	<p>suitable locations for many of the proposed uses, so it is important it does have a vibrant mix of uses. Much of the area is already in commercial use, and this would continue to be a legal use- planning can't prevent redevelopment within this legal use.</p> <p>The SPD makes it clear that green and blue infrastructure strategy that considerations, such as flooding will need to be fully addressed at the early master planning stage for the development of key sites.</p> <p>The proposed Oxpens River Bridge is subject to a separate consultation process up to mid-September 2022.</p>		
Oxford Civic Society	<p>The relative weights given to the golden threads underpinning the SPD need to be clear</p> <p>Guidance to how the mix of housing vs employment will be established including affordable housing and lower-paid jobs</p> <ul style="list-style-type: none"> - Proposals for connectivity are inadequate - No strategic movement corridors are identifiable - Better proposals for flood management and biodiversity are needed in line with OFAS and the SPD should specifically reference the OFAS and its environmental vision (alignment with this should be a requirement of any developments coming forward) - Commend the intention to reduce vehicular dominance although need more details of how this will be achieved - No discussion of the application of rapid transit systems - Design Guide needs to be shortened and made clearer - The Design Guide should prepare codes that show how tall buildings required by the high density envisaged can be designed so that they are not big boxes, and have visual variety, do not overwhelm the streets and will contribute positively to the Oxford skyline and visual experience at ground level - Concern about the optimism surrounding the reopening of the Cowley branch line to passengers to link large residential communities in south and east Oxford to central Oxford - needs more detailed justification - The proposed bridge from Osney Mead to Oxpens/Oxpens Road does not provide good connectivity - Little in the public realm strategy about how pedestrian access to the city from the area around the station will be improved -We would put more emphasis on achieving a net zero city and economy -Need more explanation of how tree planting can provide effective green streets -We would like to see achieving net zero as the driver of the section on built form 	<p>Sustainability, which includes climate change has the greatest weighting followed by the economy and social value. (Text change) The West End Sites policy sets the housing requirement, employment focused principally on key sites. The County Council as highway authority are primarily concerned with transport and movement, changes will be made to the text. The SPD is ambitious and includes the potential for the re-opening of the Cowley Branch line. A number of studies and a full business case are also being developed in support of reopening the line. The Oxpens River Bridge will improve connectivity and is subject to a separate consultation. A variety of building blocks and typologies have been proposed in the SPD and reflected in the Design Guide.</p>	N.A.	N.A.
Natural England	<p>Whilst the SPD does not appear to relate to our interests to any significant extent we do note the presence of Open Mosaic Habitat within the plan area.</p> <p>Open mosaic habitats can be extremely diverse, including such wide ranging sites as railway sidings, quarries, former industrial works, slag heap, bings and brick pits.</p> <p>Natural England does not routinely hold species data, such data should be collected when impacts on priority habitats or species are considered likely. Consideration should also be given to the potential environmental value of brownfield sites, often found in urban areas and former industrial land, further information including links to the open mosaic habitats inventory can be found here. Should the plan be amended in a wa</p>	<p>Confirmation that SPD does not appear to relate to NE interests to any significant extent. Although Open Mosaic Habitat noted.</p> <p>SEA Screening has been carried out to support the SPD.</p>	N.A.	N.A.

	<p>y which significantly affects its impact on the natural environment, then, please consult Natural England again.</p> <p>An SPD requires a Strategic Environmental Assessment only in exceptional circumstances as set out in the Planning Practice Guidance. While SPDs are unlikely to give rise to likely significant effects on European Sites, they should be considered as a plan under the Habitats Regulations in the same way as any other plan or project. If your SPD requires a Strategic Environmental Assessment or Habitats Regulation Assessment, you are required to consult us at certain stages as set out in the Planning Practice Guidance.</p>			
			N.A.	N.A.

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Appendix 5

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	
Lack of resources	Sufficient resources are not available to make the proposed changes to the SPD and accompanying documents.	T	Expectations in relation to the level of public and stakeholder consultations may exceed the resources which have been allocated	It could have negative implications for the reputation of the City Council if public consultation did not match stated expectations because of budgetary constraints. Likewise there would be adverse financial consequences if spending outstripped the available budgets	06/09/22	Rachel Williams	2	2	2	2	2	2	The changes to the SPD and potentially some to the Spatial Framework will be undertaken by internal staff. Any additional changes should be covered by the existing budget	A combination of internal staff and existing budget should be sufficient					
High Court Challenge	There is the potential risk of a High Court Challenge	T	A landowner, stakeholder or a member of the public is agrieved by the content or process undertaken to prepare the SPD	Could potentially result in a High Court hearing, if grounds for appeal are accepted by High Court.	06/09/2022	Rachel Williams	3	3	3	3	3	3	The preparation of the SPD and supporting documents has been thorough and robust with the advice and guidance focused solely on adding detail to adopted Local Plan policies for the West End and Osney Mead Area.						

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Appendix 6

Form to be used for the Full Equalities Impact Assessment

Service Area: Planning Services		Section: Planning Policy	Date of Initial assessment:	Key Person responsible for assessment: Arome Agamah	Date assessment commenced:	
Name of Policy to be assessed:			West End Spatial Framework and SPD			
1. In what area are there concerns that the policy could have a differential impact			Race		Disability	
			Gender reassignment		Religion or Belief	
			Sex		Pregnancy and Maternity	
Other strategic/ equalities considerations			Safeguarding/ Welfare of Children and vulnerable adults		Mental Wellbeing/ Community Resilience	
2. Background: Give the background information to the policy and the perceived problems with the policy which are			The fundamental purpose of the Spatial Framework is to set out how the West End and its major new developments could become a thriving extension of the city quarter over the next 25 years. The Spatial Framework and its various strategies are important tools to guide and shape future development in the West End of Oxford in line with the councils overall objectives, the specific aspirations for the area and the Oxford Local Plan 2036 policies relevant to the area.			

<p>the reason for the Impact Assessment.</p>	<p>A Supplementary Planning Document gives detail and advice on the implementation of existing adopted policies in the Oxford Local Plan 2036 should be applied in the West End and Osney Mead area. The SPD will be a material consideration in the determination of any planning application made on sites in the West End. Once the landowners are ready, detailed plans for the sites can be drawn up based on the guidance in this SPD.</p> <p>The framework and SPD have extensive remits and scope, as well as a long time span which taken together will have a significant impact on the lives and livelihoods of those who live in the local area, and even across the entire city. They provide a framework for significant development and infrastructure projects that will dramatically change the physical environment and the patterns of work and movement over a large and strategic area of the city, which may result in unintended consequences with respect to safeguarding communities, access to opportunities and other equalities issues. As such it would be necessary to assess the strategies to determine how they address inequalities.</p>
<p>3. Methodology and Sources of Data:</p> <p>The methods used to collect data and what sources of data</p>	<p>Much of the grounding for the strategies contained in the spatial framework is derived from the local plan and its evidence base. Beyond the local plan, the spatial framework is informed by various policy and strategy documents developed outside the immediate remit of planning, including movement strategies, economic and city centre strategies amongst others. The full list is contained in appendix A of the spatial framework document. There has also been a continuous process of engagement with internal and external stakeholders involved in the West End area, including individual teams within the city and county councils, as well as landowners, agents and other external parties.</p> <p>The SPD serves as an implementation framework for the local plan and much of the content is derived from the spatial framework. It is comprised of various studies on a range of topics such as housing and employment, sustainability, site analysis and conversations with infrastructure and service providers. The local plan evidence base is extensive and has informed policies that are directly applicable to the subject area including site allocation and areas of change policies.</p>

	<p>The information and data synthesised within the spatial framework was broad and extensive, building upon the evidence base that informed the Local Plan while going in depth on site and area specific aspects including the impact of individual development schemes and plans. It effectively forms an evidence base in its own right and in turn informs the guidance and strategies that form the SPD.</p>
<p>4. Consultation</p> <p>This section should outline all the consultation that has taken place on the EIA. It should include the following.</p> <ul style="list-style-type: none"> • Why you carried out the consultation. • Details about how you went about it. • A summary of the replies you received from people you consulted. • An assessment of your proposed policy (or policy options) in the light of the responses you received. • A statement of what you plan to do next 	<p>The Council ran a consultation exercise between March and April 2021 as part of the initial scoping work for the SPD. It was publicised via the council webpages, direct contacts with voluntary organisations, businesses and neighbourhood and residents groups; as well as posters put up locally in the site area. The consultation comprised of questionnaire – containing general questions about how respondents felt about the area, some questions about the scope and vision of the SPD and some questions to identify priorities for what should happen in the area in the future. A Google Jamboard was used as a further means of getting views on the vision of the SPD, based on four themed open access maps with questions to guide responses in a way that could be tied to identifiable areas as specifically as possible.</p> <p>The responses highlighted a number of issues which the City Council will need to ensure are addressed in the SPD. The built environment was commonly referred to as being of poor quality, derelict and disjointed, with areas of wasted space and poorly maintained open space. Congestion and car dominance was a commonly raised problem, as was the provision of public transport and its integration with wider areas. There were also issues relating to poor quality walking/cycling infrastructure, a difficulty navigating the area for many with various barriers to movement such as the river, railway and main roads; as well as issues of feeling unsafe, particularly for women, - this seems to be prompted by various types of anti-social behaviour and poor lighting. In relation to the natural environment, flood risk is a concern; as is the prominence of grey landscaping and an environment broadly lacking in greenery like trees and spaces for biodiversity. The canal and river were felt to be under-utilised and there are also concerns about pollution including air and noise. Suggestions for improving the area's appeal were wide-spread and often built upon addressing the identified areas of concern. These initial findings formed one of the bases from which the broader work of the spatial framework was built upon.</p>

The engagement process for the development of the spatial framework unfolded across a number of stages. The consultants initially mapped relevant internal and external stakeholders and reviewed with the Council. Many stakeholders were needed in order to cover the complexities of the West End and its geographic reach. A core group of internal stakeholders - consisting of the consultant and client team i.e. Planning Policy team; and the Internal Steering Group – made up of a number of City and County council officers covering planning, housing, employability, land uses, flood risk, infrastructure and transport. External stakeholders who were from a variety of backgrounds. Regular meetings, workshops and one-to-one sessions are organised that helped develop the vision and include the detail, whilst monitoring and managing progress.

A visioning workshop was held in July 2021, bringing various stakeholders together to discuss the development of the vision with the discussion structured through four key themes: Place; People; Connectivity; and Enterprise. Virtually aided with Miro boards, this workshop had an attendance of 60 people. The use of Miro allowed people to interact through writing notes, speaking and drawing their opinions and inputs.

As a follow up to the information sharing sessions and the visioning workshop, a number of ideas and technical workshops were organised.

A report was taken to Cabinet on 15th June 2022, which sought approval for the Draft West End SPD to go out to public consultation. Approval was given by Cabinet and the Draft West End SPD was subsequently put out for public consultation which ran for a period of 6 weeks from Wednesday 29th June to Wednesday 10th August 2022. A request was made for an extension of time for an additional week which was granted. So the closing date for comments was Wednesday 17th August 2022. The public consultation therefore ran for a total of 7 weeks.

A 'virtual' presentation of the Draft West End and Osney SPD was given by the consultants Levitt Bernstein to the members of the West End Strategic Board on the 7th July 2022.

	<p>The City Centre Task Force, comprising a mix of officers from the City and County Council together with representatives of businesses within the City centre were given a virtual presentation of the Draft SPD and invited to read this document together with the Spatial Framework and Design Guide and provide comments within the consultation period.</p> <p>On the 20th July a 'virtual' public consultation as held by officers to explain how the SPD should be used and its relationship to the Spatial Framework and Design Guide. Invitations were sent to those who had been involved in the earlier scoping work together with the stakeholders invited to the visioning workshop, by Levitt Bernstein, alongside landowners, amenity groups and local residents associations. Following the presentation some additional comments and points of clarification were sent into officers. The presentation was published for others to view as well on the City Council's website. An officer response to the comments received was sent to those who had asked further supplementary questions.</p>												
<p>5. Assessment of Impact: Provide details of the assessment of the policy on the six primary equality strands. There may have been other groups or individuals that you considered. Please also consider whether the policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults</p>	<table border="1"> <tr> <td data-bbox="763 858 1200 1034"> <p>Race Neutral</p> </td> <td data-bbox="1200 858 1637 1034"> <p>Disability Positive</p> </td> <td data-bbox="1637 858 2074 1034"> <p>Age Positive</p> </td> </tr> <tr> <td data-bbox="763 1034 1200 1145"> <p>Gender reassignment Neutral</p> </td> <td data-bbox="1200 1034 1637 1145"> <p>Religion or Belief Neutral</p> </td> <td data-bbox="1637 1034 2074 1145"> <p>Sexual Orientation Neutral</p> </td> </tr> <tr> <td data-bbox="763 1145 1200 1289"> <p>Sex Neutral</p> </td> <td data-bbox="1200 1145 1637 1289"> <p>Pregnancy and Maternity Neutral</p> </td> <td data-bbox="1637 1145 2074 1289"> <p>Marriage & Civil Partnership Neutral</p> </td> </tr> <tr> <td colspan="3" data-bbox="763 1289 2074 1361"> <p>Race:</p> </td> </tr> </table>	<p>Race Neutral</p>	<p>Disability Positive</p>	<p>Age Positive</p>	<p>Gender reassignment Neutral</p>	<p>Religion or Belief Neutral</p>	<p>Sexual Orientation Neutral</p>	<p>Sex Neutral</p>	<p>Pregnancy and Maternity Neutral</p>	<p>Marriage & Civil Partnership Neutral</p>	<p>Race:</p>		
<p>Race Neutral</p>	<p>Disability Positive</p>	<p>Age Positive</p>											
<p>Gender reassignment Neutral</p>	<p>Religion or Belief Neutral</p>	<p>Sexual Orientation Neutral</p>											
<p>Sex Neutral</p>	<p>Pregnancy and Maternity Neutral</p>	<p>Marriage & Civil Partnership Neutral</p>											
<p>Race:</p>													

No equalities impact identified.

Disability:

The SF and SPD are in keeping with the ambitions of the Local Plan 2036 to focus development in locations that are accessible by public transport and other non-car modes, as well as encouraging development, services and facilities that are fully accessible to individuals of all abilities. Sustainability forms one of the key themes that run through the strategies and proposals in both documents, and a key aspect is the creation of mixed use neighbours that are diverse, with a sense of place and that encourage a sense of belonging. The Spatial Framework and SPD promote this by encouraging facilities, services and spaces that are flexible and adaptable to accommodate all abilities.

Overall the impact on this equality strand is considered to be positive.

Age:

The SF and SPD are in keeping with the ambitions of the local to focus development in locations that are accessible by public transport and other non-car modes, as well as encouraging development, services and facilities that are fully accessible to individuals of all abilities. Sustainability forms one of the themes that run through the strategies and proposals in both documents, and a key aspect is the creation of mixed use neighbours that are diverse, with a sense of place and encourage a sense of belonging. This includes intergenerational communities, and the framework promotes this by encouraging facilities and amenities that are flexible and suitable for all ages, a mix of housing types and tenures, and adaptable spaces that can accommodate all abilities.

Overall the impact on this equality strand is considered to be positive.

Gender reassignment:

No equalities impact identified.

	<p>Religion or Belief:</p> <p>No equalities impact identified.</p> <p>Sexual Orientation:</p> <p>No equalities impact identified.</p> <p>Sex:</p> <p>No equalities impact identified.</p> <p>Pregnancy or Maternity:</p> <p>No equalities impact identified.</p> <p>Marriage & Civil Partnership:</p> <p>No equalities impact identified.</p>
<p>6. Consideration of Measures:</p> <p>This section should explain in detail all the consideration of alternative approaches/mitigation of adverse impact of the policy</p>	<p>The Spatial Framework and SPD have their basis on the Local Plan, specifically the relevant site allocation and areas of change policies that cover the West End and Osney Mead area. As with other policies in the Local Plan, full risk assessments were completed at early stages of development of all policy options, where all possible negative effects and implications were identified. The findings of these risk assessments were then used to inform choice of policy approaches, and to refine and develop the policy options and approaches into fully fleshed policies. Where potential adverse impacts were raised and/or identified, policy approaches were changed or adapted, or measures of mitigation were internalised into the final written policy. It is</p>

	therefore expected that any internalised mitigations and adaptations will be carried through to the framework and SPD through the relevant policies.
<p>6a. Monitoring Arrangements:</p> <p>Outline systems which will be put in place to monitor for adverse impact in the future and this should include all relevant timetables. In addition it could include a summary and assessment of your monitoring, making clear whether you found any evidence of discrimination.</p>	<p>The Local Plan includes a general monitoring framework and the council will monitor the implementation and impact of the policies through the Annual Monitoring Report. As the spatial framework and SPD are based on the Local Plan, the monitoring framework can be used to check on the impact of individual relevant policies, including the site allocation and area of change policies, and present them within the Annual monitoring report or form the basis of a separate report if needed. In addition, ongoing engagement with communities and stakeholders will help provide a greater understanding on potential impacts on protected groups which can inform updates and changes to individual policies in following iterations of the Local Plan as needed.</p>
<p>7. Date reported and signed off by City Executive Board:</p>	
<p>8. Conclusions:</p> <p>What are your conclusions drawn from the results in terms of the policy impact</p>	<p>The strategies, guidance and proposals that form the contents of these documents have been developed to direct the quantity, quality of timescale for significant change in a central part of the city that will result in long lasting changes to the physical environment and economic landscape of the city.</p> <p>The strategies, guidance and proposals that form the contents of these documents have been developed in order to be in complete accordance with the Local Plan and its objectives, with respect to the overall plan and specifically with respect to site allocation and area of change policies that envisage and plan for the scale of change proposed. The local plan through its development has been assessed with respect to potential impacts on equalities, and as adopted it has been designed to make efforts to improve the relevant equality strands where possible, and to otherwise have a neutral impact. It is therefore expected that the spatial framework and SPD will also each have a similar impact on equalities. It is not anticipated that there will be a direct impact on equality issues related to gender</p>

		reassignment, sex, sexual orientation, pregnancy and maternity, or religion and beliefs as a result of the strategies and guidance contained within them; whilst it is considered that these strategies and resulting development patterns are likely to have some positive effect on the age and disability equality strands.			
9. Are there implications for the Service Plans?	YES/ <u>NO</u>	10. Date the Service Plans will be updated	N/A	11. Date copy sent to Equalities Lead Officer	
.13. Date reported to Scrutiny and Executive Board:		14. Date reported to City Executive Board:		12. The date the report on EqlA will be published	

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Signed (completing officer)

Signed (Lead Officer)

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

Equalities Lead Officer
 Service Manager
 Legal Services Manager

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To: Cabinet
Date: 16 November 2022
Report of: Executive Director (Development)
Title of Report: Gloucester Green Market Re-Tender

Summary and recommendations	
Purpose of report:	To seek approval to re-tender a contract for operational management of the outdoor market at Gloucester Green
Key decision:	No
Cabinet Member:	Councillor Ed Turner, Deputy Leader (Statutory) - Finance and Asset Management
Corporate Priority:	Inclusive Economy
Policy Framework:	Council Strategy 2020-24

Recommendations: That Cabinet resolves to:	
1.	Approve the re-tender of a contract for the operational management of Gloucester Green Outdoor Market;
2.	Authorise the Executive Director (Development) to finalise the tender documents; and
3.	Delegate authority to the Executive Director (Development) in consultation with the Deputy Leader (Statutory) – Finance and Asset Management, the Head of Financial Services / S151 Officer and the Head of Law and Governance to finalise terms and enter into a new contract for the operational management of Gloucester Green Outdoor Market.

Appendices	
Appendix 1 (Confidential)	Financial Implications
Appendix 2	Gloucester Green Layout Plan
Appendix 3	Risk Register

Introduction and background

1. Oxford City Council out-sources the operational management of the market to LSD Promotions. The agreement was for a five year term from the 1st October 2013, with the ability to extend by a further two years (5 plus 2) which was exercised.
2. Plans to re-tender were put on hold in early 2020 due to the pandemic. The market was closed from March 2020 to June 2020.
3. An extension to the previous agreement was awarded for 18 months from 1st October 2020 through to 31st March 2022. With a further extension granted through to 31st March 2023.
4. Three lockdowns since 2020 have had a huge impact on the profitability of the market. Due to a reduction in traders and social distancing requirements the number of stalls declined from a peak of around 80/85 stalls per day to 30/35 stalls per day.
5. The Council intends to initiate the tender for a new market operator from 1st April 2023. As part of this tender process a point of interest notice (PIN) was issued earlier this year, as a means of soft market testing.
6. As markets around the country are adapting to future demand, the Council is currently engaged in a public consultation on proposals for a regeneration of the Covered Market to secure a stronger future. Improvements aim to make the market more accessible to more people and improve connections with surrounding streets.

Key Stakeholders

7. Oxford City Council owns the freehold interests edged in blue and green on the plan shown in Appendix 2.
8. New River Retail (NRR) is the long leaseholder of the residential flats including the ground floor retail in 'The Chilterns' and 'The Hayes' edged brown on the plan shown in Appendix 2.
9. NRR has also entered into a Management Agreement with Oxford City Council regarding the Gloucester Green public realm, hatched orange on the plan shown in Appendix 2. The Management Agreement covers NRR's obligations, which include repairs and maintenance, cleaning, to permit public use. These obligations are fulfilled as a service charge.
10. NRR has engaged Workman to deal with routine property and estate management matters on the retail premises below both resident blocks and they have appointed Peerless to act as managing agents for both resident blocks.
11. Whilst there is an active group of residents who have appointed directors for The Chilterns, it is not a formal residents' association, Peerless are responsible for the management agreement.

12. The area also hosts a range of retail and hospitality uses and is surrounded by the 3 main cultural anchors of the Playhouse, New Theatre and the Old Fire Station – all of which can help Gloucester Green develop the as a vibrant creative cultural quarter.

Oxford's Outdoor Market

13. Gloucester Green's public realm houses a market four days a week - Wednesday, Thursday, Friday and Saturday. Income from the Friday and Saturday markets is shared with NRR who receive 50%. Further detail on this is set out in Exempt Appendix 1 – not for publication.
14. The Council is fully committed to improving and developing the outdoor market at Gloucester Green, which has held a market charter since the early 1600's. The charter market is an important part of both the history and the future of Oxford.
15. The market currently offers a wide variety of products including fresh produce, clothing, accessories, collectables and street food. It is an integral part of the city centre food offering, especially among the student community looking for good value and a wide choice of world food at affordable prices.
16. The area is operated under the terms of the management agreement between OCC and NRR which includes residential accommodation and a retail offering around the perimeter, with the market at the heart, in a highly visible, central location. Any future operator must be able to work closely with the key stakeholders and support OCC.
17. Current market days are Wednesday, Thursday, Friday and Saturday. Although there is little scope to extend these days, there is a real opportunity to have a clearer definition of each market day, improve the market's overall offering, enhance the layout, and improve the visual identity/impact.
18. The Council is fully committed to improving and developing the outdoor market at Gloucester Green, which has held a market charter since the early 1600's. The charter market is an important part of both the history and the future of Oxford. The tender process will require any new operator to clarify how they plan to support future growth and how they will align with the following Council objectives:
 - Support the local community and integrate into the surrounding area
 - Support clean & green Oxford and zero carbon
 - Aim to improve the return to the Council whilst providing an enhanced and innovative offer for both traders and customers
 - Offer support for new start-ups and existing businesses
19. In addition to the council's objectives, the tender will also require proposals on how the future market operator plans to address the following (which will form part of the assessment criteria of any new bids):
 - Marketing & promotion methods to attract new traders and shoppers, including online & social media

- Initiate improvements to the overall look and feel of the market to create a stronger identity, including new layout that supports surrounding businesses
- Work with the Council's events team and key stakeholders to support delivery of a more vibrant creative and cultural quarter with the market at its heart
- Develop a new signage strategy that generates a new market brand identity and aligns with the city centre requirements - formal planning consents are likely to be required
- Work with the local community and create new apprenticeships or opportunities for Oxford young people
- Propose KPIs for management reporting and regular review/assessment. Here are some suggestions to start the list off:
 - Demonstrate increased footfall and trader participation
 - Attract new customer demographics
 - Demonstrate increase in online media following
 - Improvement in public perception to be measured through Oxford residents panel

20. Procurement route PIN and programme:

- a. PIN (soft market testing) completed June 2022
- b. Publish tender documents by end October 2022
- c. Tenders submitted by end November 2022
- d. Evaluation by Christmas 2022
- e. Award contract early January 2023

Options Considered

21. The following has been considered:

- a) Not operating a market at Gloucester Green – this option isn't viable and would risk reputational damage. There has been a market on GG since the early 1600's when a market charter was awarded. The market is very popular locally.
- b) Not re-tendering and running the market ourselves – not a viable option due to lack of market operational experience and resource. This was the practice before the current market operator and we are of the understanding that this was not economically viable for ODS.
- c) Re-tender the market in line with procurement guidelines.

22. It is recommended that we proceed with the last option and procure a new market operator, effective from 1st April 2023.

Financial implications

23. Please see exempt Appendix 1.

Legal issues

24. There are no legal issues in re-tendering another market operator. Legal assistance is required for the final contract agreement.

Level of risk

25. Please refer to the risk register - Appendix 3

Equalities impact

26. An equalities assessment will be carried out to assess any impact and identify mitigation. The tender process will be an open market tender and all market operators will need to set out their own equalities assessment as part of their proposals.

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Background Papers: None

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Appendix 3: Risk Register

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Residual		Comments	Controls				
							I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner
165	No market operators come forward in response to the re-tender exercise	Threat	Current lack of experienced operators along with unstable economy	Market no longer operates in Gloucester Green with financial and community impact	30/9/22	EP	5	2	3	2	2	2	The council don't have the experience to run a market themselves and would likely have to consider making the space available as an event space only	Earlier PIN received interest from current operator indicating they intend to tender. If required then review additional opportunities to generate income and animate the public realm area	31/3/23	Ongoing		EP
	Only 1 tender received.	Threat/Opportunity	Lack of interested market operators	Work with the current operator to re-shape and evolve the market to strengthen for the future	30/9/22	EP	3	5	2	2	1	2	the current operator have successfully built a strong market over the last 7 years, there is no evidence to suggest that they are not capable of building further to meet future needs of the local community	Evidence suggests that the current operator will tender again, work with them to achieve our requirements	31/3/23	Ongoing		EP
	Lower rate per stall	Threat	Current economic climate and lack of traders require stall rates to drop in order to attract new businesses	Reduction in income	30/9/22	EP	3	3	2	2	1	2		Review whether an increase in stall numbers can compensate for the reduction in stall rates	31/3/23	Ongoing		EP

Poor market recovery	Stall numbers fail to return to pre-covid levels	Threat	Lack of interested market traders	Market lacks vibrance if trader numbers drop too low. Impacts income	30/9/22	EP	3	3	2	2	1	2		Obtain marketing plans as part of tender process.	31/3/23	Ongoing		EP
No new innovation	Distinct lack of any new innovation	Threat	Market operator fails to deliver any new innovation	Market becomes tired and fails to meet public demand	30/9/22	EP	3	3	2	2	1	2		Obtain outline of how operator plan to innovate going forward as part of the tender requirement	31/3/23	Ongoing		EP
Loss of Friday market	Friday market has to stop due to consecutive day clause in residents leases	Threat	Residents leases don't allow for a market on 2 consecutive days	Friday market has to stop	30/9/22	EP	3	3	2	2	2	2	The Thursday market was established more than 12 years ago, however the Friday market only started after consultation with residents in 2019	Work to strengthen remaining days	31/3/23	Ongoing		EP

To: Cabinet
Date: 16 November 2022
Report of: Head of Financial Services
Title of Report: Corporate Procurement Strategy 2022-2025

Summary and recommendations	
Purpose of report:	To seek approval for a three year Corporate Procurement Strategy for the Council
Key decision:	No
Cabinet Member:	Councillor Ed Turner, Deputy Leader (Statutory) - Finance and Asset Management
Corporate Priority:	All
Policy Framework:	Council Strategy 2020-24

Recommendation: That Cabinet resolves to:
1. Approve the Corporate Procurement Strategy 2022-2025.

Appendices	
Appendix 1	Draft Corporate Procurement Strategy 2022 - 2025

Introduction and background

1. The current procurement strategy was due to end at the end of August 2022.
2. A new three year corporate procurement strategy (the strategy) is recommended to be put into place until 2025, a year after the corporate priorities are due to be reviewed. This will allow a new strategy to be developed in-line with any updated corporate priorities in 2025.
3. A range of internal stakeholders have been engaged in formulation of the strategy and any feedback received has, where practical to do so, been incorporated into this draft.

Key changes from the 2020 strategy

4. Below is a brief summary of the key changes from the 2020 Procurement Strategy which will be introduced by the new strategy:
 - More detail related to social value commitments and outcomes;
 - Social value flow chart and procurement statement replaced with a social value policy and OxTOMs (Oxford version of Themes Outcomes and Measures);
 - Steps towards sustainable procurement replaced with Sustainability in procurement and a sustainability impact assessment;
 - Application of equalities in procurement flow chart replaced with an Equality, Diversity and inclusion in procurement policy and impact assessment;
 - Key performance indicators.

Salient Points of the Strategy

5. The Strategy has links to documents relating to certain areas such as:
 - a. Social Value
 - i. Social value policy.
 - ii. OxTOMs.
 - b. Sustainability
 - i. Sustainability in Procurement policy.
 - ii. Sustainability impact assessment for procurement.
 - c. Equality, Diversity and Inclusion (EDI)
 - i. EDI impact assessment for procurement.
 - d. Contract Management
 - i. Contract Management Hand over document.
 - ii. Service Level and Key Performance Indicator document.
 - iii. Contract Management lifecycle.
 - e. Procurement Capabilities
 - i. Key skill requirements for procurement.
 - f. Key statistics and trends
 - i. Last 3 years spend data.
 - ii. Small / Medium Enterprise spend data.
 - iii. Local spend data.
 - iv. Contract Register and Procurement Pipeline information.
 - v. Exemption data.

Other implications

6. There are no known implications.

Financial implications

7. Whilst there are no direct financial implications arising from the agreement of the Strategy, clearly the absence of an agreed strategy could lead to increased costs being incurred by the Council, or indeed missed opportunities.
8. It is vital that the wholly owned companies (Oxford Direct Services Limited (ODSL), Oxford Direct Services Trading Limited (ODSTL), Oxford City Housing Limited (OCHL), and Oxford City Housing Development Limited (OCHDL)) work with the Council in relation to procurement in order to ensure that there is not a duplication of the tendering process and awarding of contracts offering the same goods, services or works potentially disaggregating spend and diluting the financial savings arising from Group buying power.
9. It is also important that all the Council's companies are considered in all procurements and named to co-use the contracts where it is deemed practical to do so, reducing on-costs and hopefully driving more value for money for all the council owned companies.

Legal issues

10. There are no known legal implications of adopting the strategy. However adopting an up to date procurement strategy will assist the Council to be mindful of and comply with the relevant legislative framework. Procurement operates in a highly regulated environment governed by the Council's internal procedures and rules such as the Contract Rules in the Constitution and legislation such as the UK Public Contract Regulations 2015, the Concession Contracts Regulations 2016 and the Utilities Contracts Regulations 2016 (soon to become one legal framework (2023)). The Strategy has also been prepared (so far as possible) to reflect changes that the Council anticipates may be required to comply with the Procurement Bill when this comes into force next year. The Procurement Bill is currently going through parliament and is expected to become law during the course of 2023. The government has indicated that there will be a six month transition period to allow authorities and suppliers time to prepare for any changes introduced by the Procurement Bill. The Public Services (Social Value) Act 2012 will be applicable to pre-procurement procedures and the Council must consider how any services it is considering procuring might improve social priorities and the wellbeing of the service area.

Level of risk

11. There are no known risks.

Equalities impact

12. There are no known equalities impacts; however, equalities in procurement is included within the strategy.

Environmental Impact Assessment

13. There is no known environmental risk.

Conclusion

14. The Strategy does not replace any of the Council's internal rules (Constitution section 19) or external rules (Statutory Regulations). It enhances and provides

guidance and support for internal stakeholders and sets out how procurement will support the Council's priorities.

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Background Papers: None

Appendix 1

OXFORD CITY COUNCIL CORPORATE PROCUREMENT STRATEGY NOVEMBER 2022 – OCTOBER 2025

VERSION: 5.8



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1. BACKGROUND

Welcome to the 2nd iteration of the Procurement Strategy designed to set out the proposed actions for the coming 3 years.

This Procurement Strategy has been prepared during a period of an ever changing procurement agenda and is mindful of the current financial climate. Whilst the strategy sets out the aims and goals for the November 2022- October 2025 period it will be reviewed on an annual basis, to reflect any changes in both national and local policies and priorities. The following points are relevant to this strategy.

- £300 Billion is spent through public procurement annually on goods, works and services.
- How public money is being spent is changing with the introduction of the Procurement Bill 2022, cutting 350 EU rules and 4 existing sets of UK Regulations to a single Regulatory Framework.
- This Procurement Strategy has been designed to align to the Council's values and priorities along with the procurement strategies of the Council's wholly owned companies to ensure that the group benefit from both financial savings and efficiencies from joint procurements and frameworks wherever possible.
- This Procurement Strategy is designed to support a culture of devolved procurement within the constraints of the Procurement Regulations and the Council's Constitution.
- The Council spends circa £150m per annum on procuring goods, services and works including Capital, £100m excluding Capital.
- Procurement will work with all of the Council service areas and its wholly owned companies within the Group (Oxford Direct Services Limited (ODSL), Oxford Direct Services Trading Limited (ODSTL), Oxford City Housing Limited (OCHL) and Oxford City Housing Development Limited (OCHDL) to understand the environment it is working within and the impact to the entity or service area to enable effective planning of how procurement can support.
- This strategy further embeds the council's commitment to Community Wealth Building and delivering Social Value through procurement that began with the previous strategy.

1.1 SUCCESS TO BUILD ON AS A RESULT OF THE FIRST ITERATION OF THE PROCUREMENT STRATEGY RELATING TO SOCIAL, EQUALITIES AND ENVIRONMENTAL IMPACTS.

2020-21

During the 2020 to 2021 procurement strategy for the first time a 5% weighting to tenders was applied (where practical and proportionate to do so) relating to social value. This resulted in a range of supplier commitments including:-

- The identification of a range of social and physical infrastructure to deliver development which is sustainable
- Work to quantify the costs of low carbon construction and find ways to meet carbon targets cost effectively
- Support of the Oxford Living Wage
- Donation of gifts to the charity Crisis
- Support for CV/Job applications and / or local job fairs.

The value in the Social Value commitments in the initial year of tracking was not recorded.

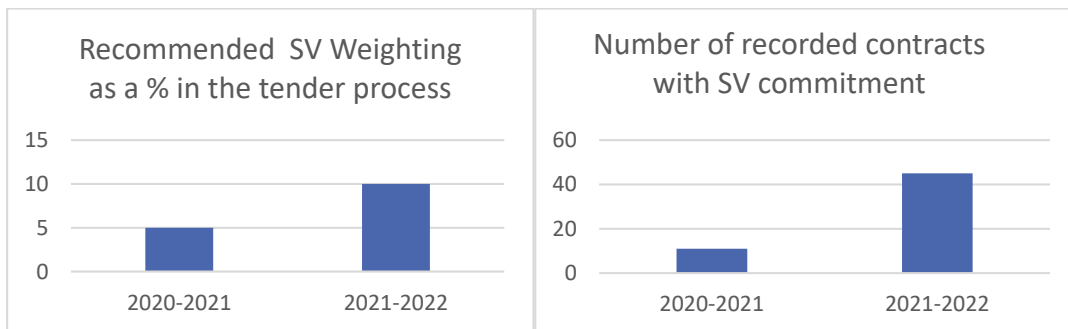
2021 – 2022

During 2021 to 2022 where proportionate to do so, the Council applied a weighting of between 5% and 10% to tenders for the provision of goods, works and or services, and promoted 10% towards the end of the 2022 financial year in-line with best practice. Procurement began tracking social value on the awarded contracts to

ensure that supplier promises were delivered. This resulted in a range of commitments to the Council supporting local communities of Oxford, including:

- Support of Oxford Living Wage
- Wellbeing white paper, podcasts, work with SME and Local Business
- Student Placements
- Engaging local schools with the CIPFA Management games
- Use of low loss/high efficiency transformers
- Environmental management KPI's to reduce carbon footprint
- Excess food donation to local community
- Commitment to work with ASPIRE and other VCSE's
- H & S training to boost employment
- Sports sponsorship
- Donation of equipment
- Coaching discussions for business impacted by Covid-19
- Support of woodland trust, planting trees
- 5 paid work placements for students at Blackbird Leys College, and 5 free legal consultation for businesses in Oxford.
- Donate assistive listening system to specialist deaf schools £2,650 (excl.VAT) of audio-visual and/or IT equipment in 2022.
- Invest back 2% of service fee into a Community venture of our choice and offer a 'living lab' service enabling students to get involved in the local project to gain insight and exposure to the construction industry
- £500 donation per year to oxford's Community Impact Fund 'Big Ideas'
- Proposal for charitable morning to partake in a pre-agreed event to tackle environment issues

The charts below reflect the improvements that have been made in both social value commitments made by suppliers at their bid stage and the tracking by both procurement and the contract manager throughout contract delivery.



2. SETTING THE SCENE FOR PROCUREMENT

2.1 OVERVIEW

Procurement is the process through which an organisation establishes contracts for goods, works, services and utilities.

Procurement at the Council has oversight of only a small part of the Council's total budget and cannot manage all day to day dealings between the Council and suppliers. Therefore the whole Council needs to have an awareness of procurement best practice and their role in deploying them.

Public procurement is governed by a legal and regulatory framework which is aimed at promoting economic competition. Failure to adhere to public procurement law can expose the Council to costly legal challenges. In that context this strategy is intended to support compliance with the Council's Contract procedure Rules (the Constitution), the UK Public Contracts Regulations 2015 (and updated versions when implemented), and the fundamental procurement principles of transparency, equal treatment, non-discrimination and mutual recognition.

Procurement starts with an identified need, and seeks to put in place a contract, or contracts which effectively meet that need. This involves proactive engagement with stakeholders reviewing the procurement pipeline, spending plans and procurement options, the formal award of contracts and the management and monitoring of contracts that are already in place.

Procurement will continue to support this by providing full visibility to external stakeholders and suppliers by:

- The monitoring of SME and Local spend;
- Responding to requests for new supplier set up (when a supplier has been awarded a contract) within 5 days (in conjunction with the payment team);
- The publishing of transparency reports quarterly on the Council website;
- The publishing of the Council contracts on the Council website containing contract expiration dates;
- The running of open, fair and transparent tender processes within Regulation guidelines;
- Supporting Suppliers by holding "How to Tender" workshops
- Supporting Suppliers by holding "Meet the Buyer" events

3. SETTING THE DIRECTION FOR PROCUREMENT

3.1 OUR PURPOSE

Procurement is an essential business function encompassing a range of activities enabling the Council to obtain goods, works, services or utilities delivering value for money compliantly. This is achieved through leadership of procurement for the Council, ownership and accountability for the sourcing process, communication of purpose, process and outcomes and working in collaboration with Council entities, external authorities and or buying organisations.

The Corporate Procurement Team consist of 5 professionals with MCIPS qualification or working towards MCIPS plus one apprentice and one fixed term contract, all with a vast amount of experience and knowledge.

The team does not currently operate a category management approach to procurement which is the segmentation of spend into areas which contain similar or related products. Members of the team however are naturally gravitating towards certain specialist areas. The contract register which records Government Commercial standard categorisation is split into 14 categories, with the main spend from the top 25 contracts aligned to Construction, Commercial and Corporate Services and Housing Services.

Although our primary purpose is to ensure that the Council has the appropriate contractual provision to allow the delivery of its core functions there are a number of activities which the procurement team lead on and are intrinsic to the success of our Strategy:

- Management of the procurement Register and Pipeline
- Contract Procedure Rules
- Standardised Documentation
- Supplier Engagement
- Procurement Training
- Procurement Processes, Systems and Integration
- Commercialisation and Income Generation
- Social Value

The level of data we record, and monitor is used to evidence that our actions and impacts are supportive of our Local and National Drivers.

The Council is mindful that the impact of procurement is far greater than processes objectives and principles and that effective procurement can incorporate a wide ranging socio-economic agenda. The Council is committed to applying the approaches and lessons of the Community Wealth Building movement – where local institutions use their assets, spending power and influence to build a truly inclusive and generative local economy. That means at the heart of this strategy sits the aim to deliver an inclusive economy, whereby the Council uses its purchasing power to retain wealth that benefits the local economy, influences sectors to provide an Oxford Living Wage and unleashes the potential of the voluntary and third sector. In taking this approach, the Council will not only deliver a successful local economy for everyone, the leverage of our power can help address a wide range of ethnic and social disparities, push employers to become inclusive, significantly contribute to our ambition to be zero carbon and deliver value for money for Oxford’s citizens.

3.2 AMBITION

To be a highly effective customer focused team with processes and systems in place to ensure the timely award of fit for purpose contracts minimising the risk to the Council of challenge, reducing costs and increasing quality whilst supporting localisation and the delivery of social value specifically to Oxford. To apply innovation to streamline the procure to pay process to decrease procurement cycle time, decrease the complexity of the process and increase efficiency.

3.3 VISION

The Corporate Procurement Strategy plays an indirect role in support of the Council’s four key priorities (Enable an inclusive economy, Deliver more affordable housing, Support thriving communities and Pursue a zero carbon Oxford) by adding value to all procurements for our stakeholders through strategic thinking, efficient process integration, and exceptional customer care and by offering our services outside of the Council where practical to do so promoting the long term interests of the communities we represent.

4. OUR AIMS, OBJECTIVES AND KEY PRIORITIES

4.1 AIMS

Procurement commits to the following to support the delivery of the Corporate Priorities:

- To increase spend with Small and Medium sized Enterprises (SME’s), Local (OX Postcodes) and VCSE’s (Voluntary, Community and Social Enterprise) Organisations. The Government has set a target of 33% of spend with SME’s;
- To increase understanding of and to deliver the benefits of Social Value and Community Wealth Building;
- To support Equality Diversity and Inclusion by embedding principles in the procurement process;
- To support Sustainable requirements in the procurement process using the Sustainability Impact Assessment;

- To treat suppliers and customers with respect and courtesy, and respond to their needs with a sense of urgency;
- Focus on the Oxford Living Wage and or Living Wage Foundation Rate;
 - Procurement will seek to promote and increase the number of suppliers that adopt the Oxford Living wage or Living Wage Foundation rate on supply of goods, services or works by incorporating the requirement into both tender documents and terms and conditions;
- Work with all the council entities and other authorities across Oxfordshire;
- Promote opportunities for local businesses either directly with the Council or indirectly through contracts that it holds with prime contractors;
- Review the new procurement portal to see how that could support reserving local contracts (set up a database of local suppliers that could be approached to tender for below threshold requirements).
- Ensure the Council delivers on the procurement of ethical and sustainable goods / services and works;
- Embed net zero in procurement;
 - Procurement will ensure that where practical to do so, climate change adaptations will be incorporated into major projects at all stages of the procurement exercise;
- Promote “Selling to the Council” on its website [Selling to the Council | Oxford City Council](#).

In the above context, delivery of the Council’s priorities, including better outcomes from public services and regeneration of places, requires resourcefulness and Procurement is responding to this requirement by maximising value for money – gaining further social value benefits, supporting stakeholders in the use of frameworks and other procurement portals like the digital market place where value for money can be demonstrated. It will create commercial opportunities – promoting revenue generation through promotion and support of the Council’s two wholly owned companies. It will also support smarter ways of working – embracing innovation, collaboration and embedding change.

4.2 OBJECTIVES

Procurement is a continuously evolving area and with the on-set of the Procurement Bill 2022 and significant budgetary constraints that the Council has it is important that procurement not only delivers fit for purpose goods, works, services and or Utilities, but also ensures that it delivers on value for money.

The overarching objective is to achieve the best commercial results, whilst supporting key social outcomes that meet Oxford’s needs strategically; creating opportunities for local people, and encouraging spend with local SMEs, social enterprises, co-operatives and voluntary bodies and organisations committed to environmental improvement by:

Considering throughout the commissioning cycle what community benefits can be derived through social value, and where building provisions for such in all our contracts is beneficial;

Incorporating social and environmental aspects into specifications award criteria and contract conditions where appropriate and proportionate to what is being procured or provided;

Promoting innovation, employment and social inclusion, protection of the environment, energy efficiency and combating climate change; and

Creating and nurturing a vibrant, healthy, innovative, competitive rich and representative diverse marketplace of suppliers reflecting Oxford localities that include and encourage small business, mutual, charities, community groups, co- operatives and social enterprises;

Varying the extent to which social value might be measured by the Council. Some contracts will be well placed to deliver greater social value in the communities they serve than others.

The Council is committed to sustainable procurement and its procurement activities are not solely based on the economic factors, but aim to achieve the best value based on the whole life costs, the associated risks, measures of success and implications for the society and environment.

Procurement is focused on developing its approach to how it accesses, manages and monitors the use of community benefits in its contracts to ensure the additional benefits offered by the Council's suppliers will deliver the best possible social value for the communities of Oxford City.

Further details can be found on the "Selling to the Council" web pages. [Supplier's Guide | Oxford City Council](#)

4.3 KEY PRIORITIES

The Head of Financial Services (Section 151 Officer) and the Procurement Manager will be responsible for the delivery of the Key Priorities as detailed below and captured in an Action Tracker at appendix 3.

- Social value and climate change
- Deliver the new procurement Portal
- Collaborative procurement
- Constitution review
- Template document review
- Deliver the new procurement regulations
- Commercial focus
- Contract Management

5. MEASURING AND MONITORING OUR PERFORMANCE

Procurement monitor key indicators linked to its activity which are tracked over a Financial Year.

5.1 SPEND

The tables below detail spend for the council, OCHL, ODSL and ODSTL for the last 3 financial years (excludes grant payments).

2019 - 2020	External Supplier Spend £	Inter-OCC Company Spend £	Total Spend £
Council Revenue	25,855,523	25,809,568	51,665,091
Council Capital	24,323,642	12,656,805	36,980,447
ODSL	20,774,564	6,026,839	26,801,403
ODSTL	1,294,323	3,573,116	4,867,439
OCHL	7,545,060	680,209	8,225,269
Total	79,793,113	48,746,537	128,539,650

2020 - 2021	External Supplier Spend £	Inter-OCC Company Spend £	Total Spend £
Council Revenue	23,740,526	24,838,626	48,579,151
Council Capital	49,511,672	4,935,125	54,446,796
ODSL	23,225,606	6,305,093	29,530,699
ODSTL	574,730	2,415,033	2,989,763
OCHL	14,098,111	5,764,001	19,862,112
Total	111,150,644	44,257,878	155,408,522

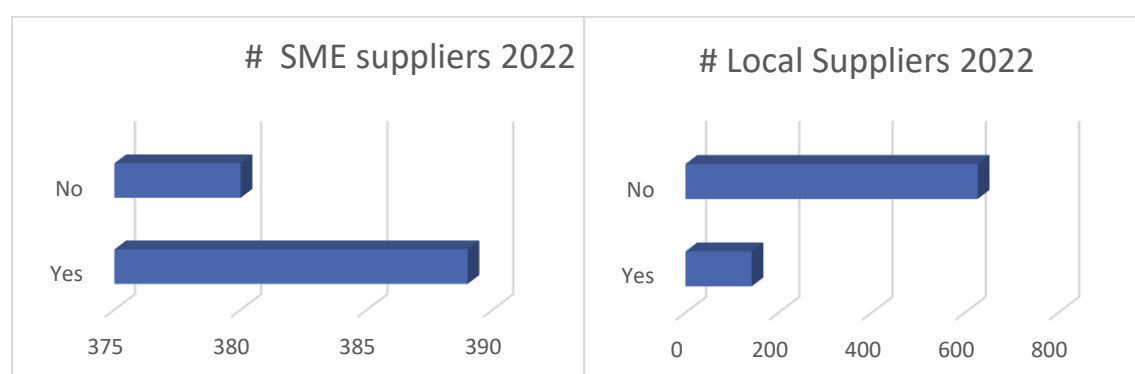
2021 - 2022	External Supplier Spend £	Inter-OCC Company Spend £	Total Spend £
Council Revenue	31,499,484	36,948,453	68,447,937
Council Capital	62,269,858	8,576,557	70,846,414
ODSL	7,629,735	4,473,456	12,103,191
ODSTL	1,213,044	191,131	1,404,175
OCHL	14,359,303	781,111	15,140,414
Total	116,971,424	50,970,708	167,942,132

5.2 LOCAL (OX POSTCODE) AND SME (SMALL/MEDIUM ENTERPRISE) SPEND

The following charts illustrate the council's performance on the utilisation of both local and SME suppliers. These figures are based on the Suppliers recorded on the Contract register rather than performance against spend graphs as shown at 5.7. SME Suppliers represent 51% of the supplier base with 18% of suppliers recorded as local with an OX postcode.

The Government has set a target of 33% by 2025 for contractual spend rather than the number of SME suppliers. A large proportion of the Council spend is with ODS. ODS are not classed as an SME although indirectly ODS may use suppliers classed as SME's.

The Council as part of the Constitution requires that one quotation should be sought from a local supplier when more than one quotation is necessary for a purchase of goods, works or services.



5.3 CONTRACT REGISTER_PIPELINE

The Contract register and Pipeline is managed on a daily basis by the Procurement team providing visibility to enable effective management and proactive engagement with stakeholders on contracts.

The following charts detail the on-going work by the procurement team to rationalise the contracts and challenge service areas on the contract requirements. There has been a decrease in the number of contracts (688 to 587) even though there has been an increase in the value of the contracts (£140M to £169M) over the 12 month period August 2021 to August 2022 as shown below

It is worth noting that most contracts in 2021 were raised by Regeneration and Economy, followed by Housing and Property, but with the work on the register and realigning of service areas in 2022 the top service area for contracts moved to OCHL followed by Housing Services

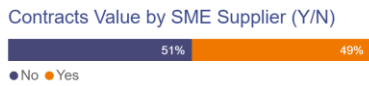
For fully tendered contracts (in excess of £10,000) the main agreements based on spend are call off orders under a buying organisation Framework, for instance Crown Commercial Services.

August 2021

Procurement – Live contracts by value

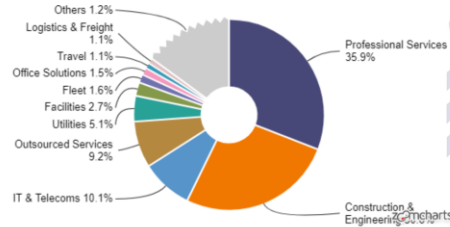


688
Contracts

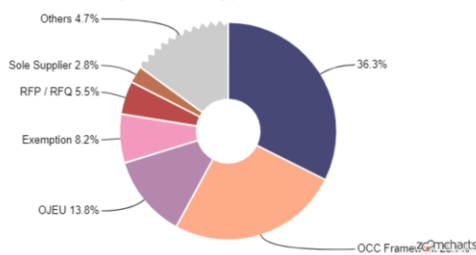


£140M
Contracts Value

Contracts Value by Category



Contracts Value by Contract Type



Top 10 Departments by Contracts

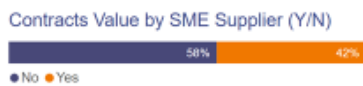


August 2022

Procurement – Live contracts by value

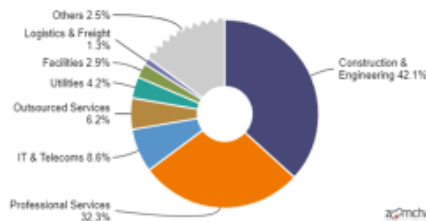


587
Contracts

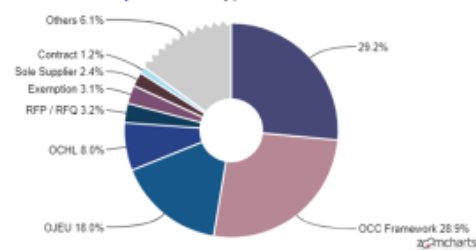


£169M
Contracts Value

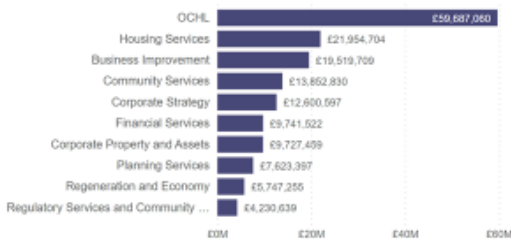
Contracts Value by Category



Contracts Value by Contract Type



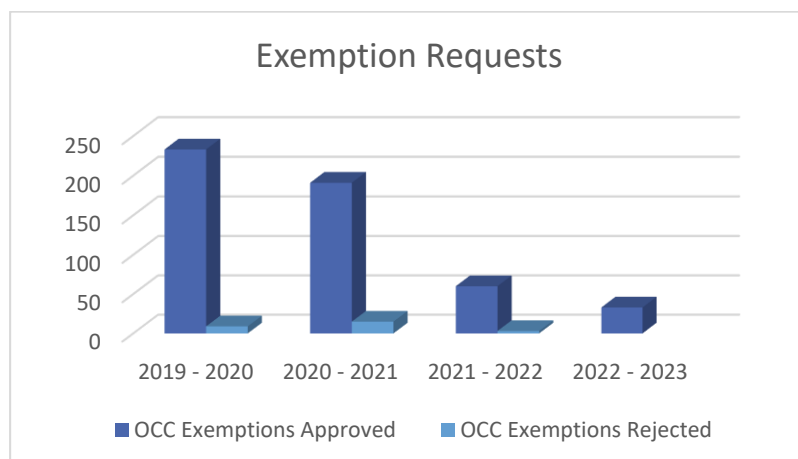
Top 10 Departments by Contracts



5.4 EXEMPTION REQUESTS

Service Heads are able to request exemptions from following the procurement process in a limited number of instances including Emergencies and when no competitive market exists (sole supplier). Such requests require authorisation by the Head of Financial Services and where such exemptions are in excess of £100,000 in conjunction with Head of Law and Governance.

The chart below indicates the number of exemptions over the last 3 years. Procurement have worked with services to reduce the number of requests over the years in an effort to drive more value for money.



5.5 TENDERS UNDERTAKEN VIA THE PROCUREMENT PORTAL

Procurement monitor the number and type of procurements run on the Procurement Portal. There are competitions undertaken outside of the portal which cannot be tracked due to the devolved nature of the council procurement structure. Those undertaken outside of the portal are generally lower value or call offs from a framework utilising the buying organisations systems.

There is a Regulatory requirement for electronic tendering and within the Constitution it sets out the requirement to administer quotations and tenders through the Councils portal to ensure uniformity of documentation, template terms and conditions and notifications to the required publications such as FTS (OJEU replacement) and Contracts Finder. With the current procurement underway for a new Portal offering more opportunities, its use will be further rolled out to encompass on-line evaluation and contract management.

In-line with the increase in Council Spend and the decrease in the number of exemptions, the number of competitions run on the portal has increased year on year over the last 3 year period.

Type of Competition	April 19 - March 20	April 20 - March 21	April 21 - March 22
Competitive Dialogue	0	0	0
Dynamic Purchasing System	4	3	2
Invitation to Tender	13	19	16
Quick Quote	5	7	3
Request for Information	2	2	0
Request for Quotation	200	199	273
Total	224	230	294

5.6 TRANSPARENCY REPORTING

As well as measuring and monitoring the above performance measures, procurement will publish transparency reports in line with the Procurement Regulations this includes but is not limited to:

- Councils Contract register (a redacted version, providing only required data)

- [Council Contracts | Council Contracts | Oxford City Council](#)
- Expenditure Data on items over £500 and Government Procurement Card Transactions. This is a Regulatory requirement as set out in the Local Authorities (Data Transparency) Code 2015, requiring local authorities in England to publish information relating to expenditure over £500
 - [Our spending data | Our spending data | Oxford City Council](#)

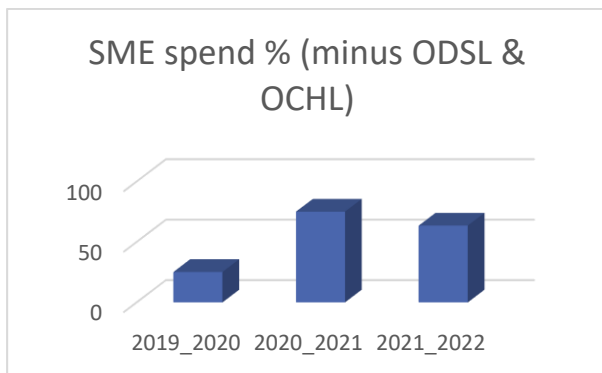
5.7 KEY PERFORMANCE INDICATORS

Percentage of spend with SME's.

The government target for spend with SME's is set at 33% by 2025.

Currently only direct SME spend is recorded. The recording and monitoring of indirect SME spend is more complex (for instance where the council appoints a contractor for a build contract who is not an SME, however that contractor uses SME's in their supply chain to deliver the contract).

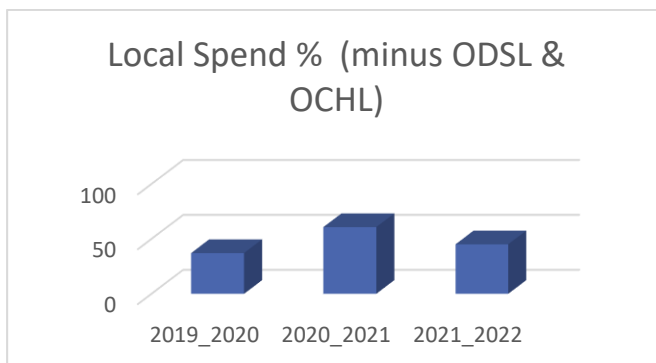
Oxford Direct Services, one of the Council's main suppliers is not classed as an SME.



The percentage of spend with Local suppliers

There is no set Government target for this.

The Council can only record direct local spend not indirect (i.e. the Council appoint a contractor for a build contract who is not a local supplier, however that contractor uses suppliers in their supply chain to deliver the contract who are based in Oxford).



Percentage of undisputed invoices paid within 30 days of receipt.

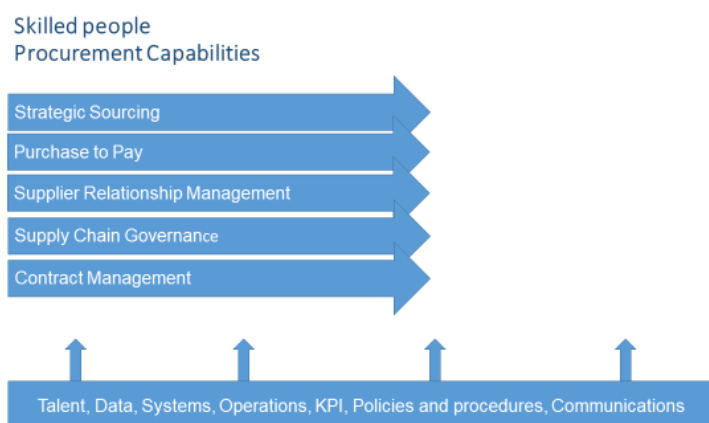
	2019_2020	2020_2021	2021_2022
Paid within 30 days of receipt	16147	13299	14346

Total no of invoices	17138	14350	15470
Percentage paid within 30 days	94.22	92.68	92.73

6 CONTRACT MANAGEMENT

The process of managing agreements from their creation through to their execution by the chosen party, and to the eventual termination of the contract.

To deliver an effective, efficient procurement service the team have the following capabilities and are able to introduce a higher level of contract management to all Council contract managers.



To aid devolved procurement the Procurement Team have introduced a number of tools to support the contract management lifecycle.

Procurement will continually review and update the documents in line with external Regulations and internal rules and will work with service areas to ensure that contract managers understand the requirements from both the buyer and supplier perspective.

7. SOCIAL VALUE

The Public Services (Social Value) Act 2012 which came into force on 31st January 2013 applies when a procuring authority in England procures the provision of services, or the provision of services together with the purchase or hire of goods or carrying out of works, that is subject to Part 2 of the Public Contracts Regulations 2015. The Act places a requirement on commissioners to consider the economic, environmental and social benefits of their approaches to procurement.

Social value can be defined as the additional benefit to the community from a procurement process over and above the direct purchasing of goods, services and or works.

Adopting social value, economic and environmental factors alongside the typical price and quality considerations into procurement processes and procedures, increase the potential for sustainability in a contract.

The Council requires quotes and tenders to include a minimum 10% social value weighting (an increase of 5% from the previous procurement strategy) where proportionate and relevant. Where a supplier proposes to deliver social value as part of a contract, the Council must ensure these commitments are adhered to using

suitable KPIs. Procurement will work with commissioning officers and contract managers throughout the procurement lifecycle to incorporate social value completely in the process. In the last 2 years there has been significant success and in this new strategic period Procurement intend to further increase the commitments and monitoring of social value.

To support suppliers Procurement will publish a local Oxford version of the National TOM's (a range of social value themes, outcomes and measures) on the internet under "Selling to the Council" by January 2023 and will offer training and support to potential suppliers to the Council in this area as part of the "How to Tender" workshops.

The Council's commitment to Community Wealth Building and economic inclusion also recognises the social value inherent in spending money within the local economy and through socially purposeful organisations. The council will encourage procuring officers to use legally compliant processes to open up tender opportunities for local SMEs, and VCSE organisations (such as reserve contracts and direct awards for lower value contracts) where it is possible to demonstrate that value for money and quality thresholds can be met.

Appendix 2 provides commissioning officers a social value flowchart which they will consider for all tenders.

Oxford Living Wage

The Council incorporates the Oxford Living Wage or National Living Wage Foundation rate into its standard template documents ensuring that local suppliers pay a fair wage to employees. The Council cannot legally enforce this, however it is taken into consideration when reviewing the tenderers submitted costs.

8 SUSTAINABLE PROCUREMENT

Sustainable procurement is the act of adopting social, economic and environmental factors alongside the usual price and quality consideration by the organisation handling the procurement process and procedures. The approach seeks to ensure that the organisation meet their need for goods, services, works and utilities in a way that achieves value for money on a whole life basis in terms of generation benefits not only to the organisation but also to society and the economy whilst minimising damage to the environment.

A sustainable Procurement Guide has been developed which incorporates what sustainable procurement is, why it matters, consideration in the procurement process, a checklist of considerations and how to manage sustainability post award of Contract.

An extract from the guide is detailed in Appendix 2.2 and must be considered for all procurements with a value in excess of £5m per annum.

It is hoped that with the Council's drive towards a zero carbon Oxford this should also be considered in contracts with a lower value.

9 ETHICAL PROCUREMENT

Ethical procurement is procurement which ensures that suppliers and the organisations in their supply chains are monitored on a regular basis to assess whether workers' rights and labour conditions conform to the International Labour Organisation core conventions. Ethical procurement should ensure that there is no disadvantage to those working or living on or near a supply site and that the price paid for the product reflects a fair and equitable market value.

[The Oxford City Council Equality, Diversity and Inclusion Strategy, March 2022](#) provides a framework for how procurement can adapt its supply chain initiatives to meet equality criteria as enshrined in the Equality Act

2010 and the Oxford City Council EDI Strategy. To support the Equality Diversity and Inclusion team by embedding principles in the procurement process

- An EDI Procurement Guide an extract of which is shown in Appendix 2 has been developed alongside Equalities steering group
- Procurement have embedded clauses in the standard council tender documents including the following questions
 - As an organisation, do you publish/gather gender pay-gap data and information?
 - Do you provide work-place adjustments for staff with disability (as defined in the Equality Act 2010) such as mobility requirements, technological support, etc.?
 - Do you have process in place that monitors and responds to complaints related to discrimination?

If the supplier has not demonstrated to our satisfaction that they abide by these rules or have not made adjustments to rectify non-compliance the Council would reserve the right to reject the bid.

Modern Slavery Act 2015

The modern slavery regulations came into force on 29 October 2015. The Modern Slavery Act requires businesses in the UK to prepare a slavery and human trafficking statement for each financial year. The requirement to prepare a slavery and human trafficking statement applies to commercial organisations with an annual turnover – or group turnover - of at least £36 million. Organisations have to be transparent about what they are doing to tackle modern slavery, not just within their own operations, but in their supply chains as well.

The Council support the Act by ensuring that suppliers tendering for contracts disclose whether the Modern Slavery Act 2015 is applicable in terms of compliance with annual reporting. If applicable, Modern Slavery statements are checked and logged on the contracts register.

Please see Appendix 2 (Ethical Procurement) for the questions applied to standard tender documentation.

Fair Tax

The Council has signed up to Fair Tax Principles. While there are limits to our power, we will do what we can, and will also support the Fair Tax Foundation to lobby for more powers around procurement. At the moment we can exclude suppliers who have been proven to have had tax offences but we are prevented from specifying 'responsible tax' as a contract award criteria, e.g., a policy shunning the artificial use of tax havens, as 'tax' cannot be linked straightforwardly to the subject matter of a contract.

Signing up to the fair tax principles means that we support the proper accounting for and payment of tax and specifically for:

- Ensuring IR35 is implemented robustly and a fair share of employment taxes are paid by contractors.
- Shunning the use of offshore vehicles for the purchase of land and property, especially where this leads to reduced payments of stamp duty.
- Undertaking due diligence to ensure that not-for-profit structures are not being used inappropriately by suppliers as an artificial device to reduce the payment of tax and business rates.
- Demanding clarity on the ultimate beneficial ownership of suppliers, be they UK based or overseas, and their group consolidated profit and loss position, given lack of clarity could be strong indicators of poor financial probity and weak financial standing.

We have included a question into the selection phase of a tender to enable it to ascertain whether there is a concern prior to awarding an in scope contract (above threshold).

Procurement has evolved over the last 2 years taking the procurement register from a difficult to manage excel spreadsheet to a manageable SharePoint tool enabling procurement to effectively engage with internal and external stakeholders in the timely management of their contracts.

This has resulted in the start of contract rationalisation, a reduction in the level of exemptions being requested, the management of an increase in the number of competitions undertaken with no overhead increase to the team.

The team has worked with stakeholders to utilise skills within the Council to offer Frameworks in both Electric Vehicle Charging and Modular off-site builds which are open to other local authorities to use where the awarded supplier will pay a small fee to the Council.

Procurement in the Council had a voice in the Transforming Public Procurement paper and is in a strong position to adapt to changes that are currently going through parliament in the Procurement Bill 2022 which is expected to be authorised in 2023 with implementation within 6 months in 2023.

A new procurement portal will be introduced in Autumn 2022, and with that we expect to move to a more digitalised procurement process i.e. incorporating on-line evaluation, more templates on-line, streamlining the tendering process and enabling greater speed to access local suppliers specifically for below threshold procurements.

11 ACTION PLAN TO DELIVER THE STRATEGY

An action plan has been developed by the Procurement Team to deliver the strategy details of which are given in Appendix 3

12. GLOSSARY

CWB	Community Wealth Building – a people centred approach to local economic development, which redirects wealth back into the local economy
FTS	Find a Tender Service – replacement for OJEU a portal for high value UK notices for publication of new procurements
H & S	Health & Safety
KPI's	Key Performance Indicators a quantifiable measure used to evaluate the success of Suppliers in meeting service level objectives
OJEU	Official Journal of the European Union – a portal for high value notice publications of new procurements – replaced by FTS since Brexit.
SLA's	Service Level Agreements – level of service expected by a customer from a supplier
SME	Small and Medium sized Enterprises defined by number of employees and turnover
SV	Social Value – measures the positive value businesses create for the economy, communities and society

SV Weighting

The percentage weighting applied in the evaluation stage of a tender process.

VCSE

Voluntary Community and Social Enterprise – a non-governmental organisation, which principally reinvests its surpluses to further social, environmental or cultural objectives.

APPENDIX 1

HOW PROCUREMENT WILL SUPPORT INTERNAL STAKEHOLDERS

Procurement will support all new employees to the Council and its entities by delivering a range of monthly training courses (the courses are also available as a refresher for existing employees). The courses include, but are not limited to:

- Procurement overview incorporating the external Regulations and the internal rules (the Constitution);
- Procure to Pay – Training of the Councils financial management system, Agresso ;
- Procurement Portal training;

Procurement will attend service area meetings when required to support and offer guidance in the planning process where new contracts / contract extensions may be required.

As part of its Service Level Agreement to internal stakeholders and to ensure compliance with Regulatory requirements, Procurement will continue to:

- Monitor SME and Local spend;
- Respond to requests for new supplier set up within 5 days (in conjunction with the payment team);
- Publish transparency reports quarterly on the Council website;
- Respond to emails sent to procurement@oxford.gov.uk within 24 hours (next working day);
- Run tender processes within Regulation guidelines;
- Adhere to agreed service levels with both ODSL and OCHL as agreed from time to time.

A range of templates to support the contract lifecycle will continue to be updated and available.

CONTRACT MANAGEMENT

To support internal stakeholders in the management of the Council contracts procurement have produced a number of guides and assessments. All documents can be found on the Intranet

- A contract management guidance document detailing the Contract Manager Obligations;
- A selection of contract management KPI's and SLA's,
 - Guidance developed following an audit in 2020 where it was found that Key Performance Indicators and Service Level Agreements had not been incorporated as a standard in the tendering process.
 - This can be found at appendix 2 and on the intranet and will continuously evolve.
- An equality and diversity impact assessment;
- A sustainability impact assessment ;
- A number of other tools to support the contract Management process

Procurement will continually review and update the documents in line with external Regulations and internal rules and will work with service areas to ensure that contract managers understand the requirements from both the buyer and supplier perspective.

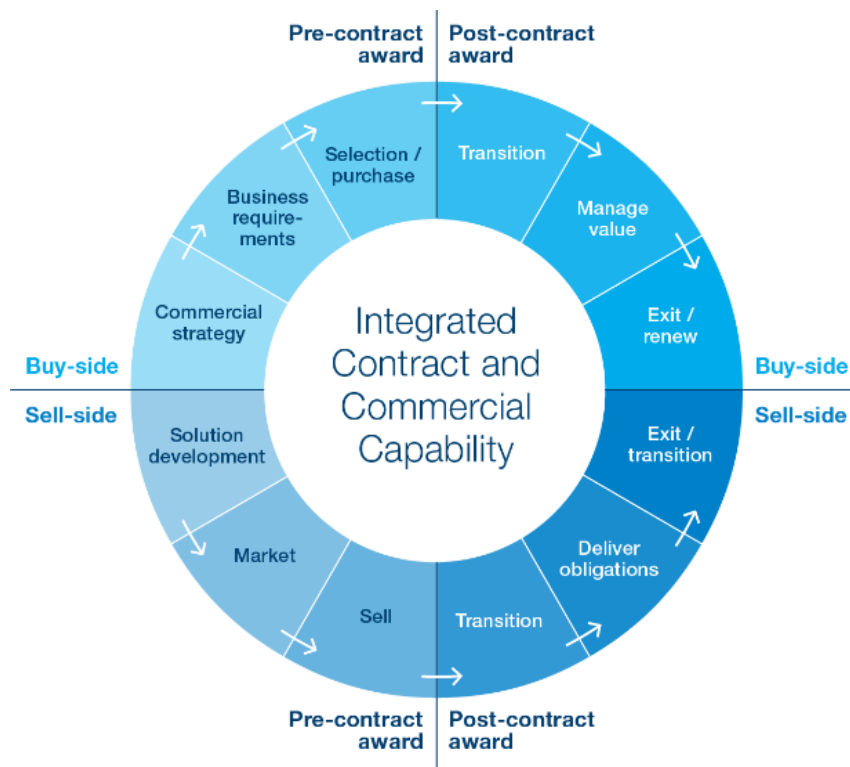
All Guidance documents and templates can be found at [Procurement Documents and Templates - tasks and guides](#)

INTEGRATED CONTRACT AND COMMERCIAL CAPABILITY

Contract Management must be embedded in a more holistic way across the Council and commercial knowledge of both the buyer and seller side understood if the Council is to improve its reputation as a good

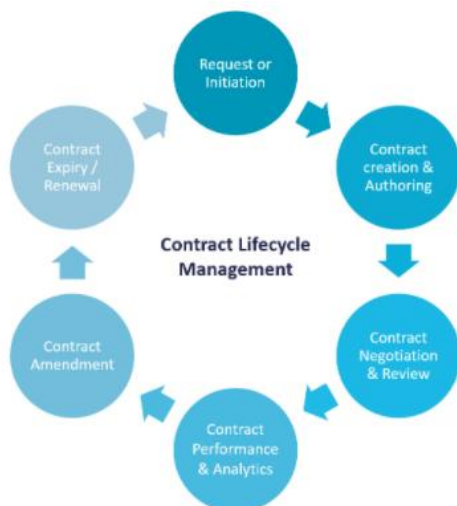
customer to do business with. This will increase the number of suppliers that wish to tender for Council opportunities which will ultimately result in better value for money (cost and quality).

The following diagrams details the required integrated Contract and Commercial Capability and contract lifecycle the Council buyers will need to understand and follow.



CONTRACT LIFECYCLE MANAGEMENT

Contract Lifecycle Management has a number of key elements and can be depicted diagrammatically as:



The Procurement Team have developed a contract Management Guide for Managers (Found on the intranet [Procurement Documents and Templates - tasks and guides](#)) and Procurement will support and train if required commissioning and contract managers throughout the procurement process but more specifically in ensuring that the contract delivers over and above what is expected by following the Contract Lifecycle Management including

1. Request or initiation (new or review an existing contract)
2. Contract creation & authoring (assemble a contract using existing and approved templates – self service capability)
3. Contract negotiation & Review (version control & audit trail)
4. Contract approval & execution (correct approval, signing & sealing)
5. Contract performance and analytics (milestones, obligations, payments, rebates, discounts) tracking, assigning and completing is critical to achieving the full value from the contract.
6. Contract amendment (part of the contract lifecycle whether we like it or not) dealt with efficiently without compromising the process or the guidelines in place
7. Contract expiry or renewal (using the procurement contract register/pipeline)

Procurement will keep up to date with relevant training available and will encourage commissioning officers and contract managers within the authority to access external training courses available on the subject such as the Contract Management Foundation course on offer from the Government Commercial College

[Foundation \(govcommercialcollege.co.uk\)](http://govcommercialcollege.co.uk)

KPI REPORTING

A guidance document has been developed by the Procurement Team to support commissioning officers and contract managers in the contract management and performance of the contract.



Introduction

It is good contract management to know that you are getting what you contracted for. This may be as simple as confirming on time delivery of goods that conform to specifications. However, with repeat business and/or more complex service requirements it makes sense to monitor performance consistently throughout the contract.

It is important to understand that Key Performance Indicators (KPIs) and Service Level Agreements (SLAs) are not the same, even though there is an overlap.

Quite simply, KPIs are the way you measure how well individuals, business units, projects and companies are performing against their strategic goals (the contract).

A SLA is also a tool to gauge performance, but it is different to a KPI, it's an agreement detailing meaningful measurements of what the client will receive, the quality and timing, so that both the service provider and the client can clearly assess performance and any remedies or penalties, if any, should the agreed service levels not be achieved.

The fact that SLAs must define the measurements of the service delivery means that many SLAs define KPIs.

The level and frequency of performance monitoring is dependent on the value and criticality of the contract to the buying organisation.

In order to measure KPIs it is important that they are SMART (Specific, Measureable, Achievable, Relevant and Timely).

The full guide with KPI Assessment template and example Service Levels and Key Performance Indicators structured into Quality, Delivery and Cost can be found on the intranet

[Procurement Documents and Templates - tasks and guides](#)

SOCIAL VALUE

Procurement have and will continue to develop a local Oxford version of the National TOMs (OxTOMs) (Themes Outcomes and Measures) along with a Social Value guidance

To support OxTOMs a social value guidance document has been developed and will be updated in-line with any amendments to OxTOMs.

It can be found on the intranet at [Procurement Documents and Templates - tasks and guides](#)

The following flowchart should be considered by all commissioning officers in conjunction with the OxTOMs

Social Value flowchart

Is the value of the tender above FTS threshold for Services / Works?

Yes

No



- Step 1 – Use OxTOMs to identify added social value considerations
- Step 2 Add required social value outcomes into the specification
- Step 3 – Confirm social value weightings for each outcome (10% overall)
- Step 4 – Conduct tender and evaluate using the OxTOMs measures
- Step 5 – incorporate agreed deliverables into the Contract
- Step 5 Ensure deliverables are fulfilled through contract management

- Optional to include social value considerations
- If low value, but want to include social value undertake steps 1 to 5
- If not included, document why social value is not to be included

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SUSTAINABLE PROCUREMENT

SUSTAINABLE PROCUREMENT GUIDE

This Sustainable Procurement checklist must be completed by the lead project officer prior to commencing all procurements over £5m, providing answers to each question in the “Response’ section.

Procurement title:	
Lead officer:	
Date checklist completed:	



	Y	N	N/A	Response
Step 1. Identifying Needs				
1.1 Have you challenged the need for the procurement?				
1.2 Have the quantities been reviewed and checked for accuracy?				
1.3 Is Cabinet Approval required? <i>If yes please refer to the Carbon and Environmental Considerations in Cabinet Reports on page 6.</i>				
Step 2. Developing the Business Case				
2.1 Will this procurement bring us closer to or further away from our commitment to becoming a Net Zero carbon council by 2030 and Net Zero carbon city by 2040? <i>For example, does it increase or decrease:</i> <ul style="list-style-type: none"> a. Energy use? b. Transport movements? c. Waste generation? 				Include response on a) energy use b) transport movements and c) waste generation.

	Y	N	N/A	Response
<p>2.2 Will this procurement improve environmental quality or reduce it? <i>For example:</i></p> <p>a. Will it Improve <u>air quality</u> in Oxford?</p> <p>b. Will <u>biodiversity</u> or the natural environment be impacted/enhanced by this project?</p>				Include response on a) air quality and b) biodiversity/ natural environment
<p>2.3 Will this procurement help Oxford and its residents become more or less resilient to climate change? <i>For example:</i></p> <p>a. Will it have an impact on <u>flooding</u> or communities impacted by flooding?</p>				Include response on flooding
2.4 What mitigation measures have been identified to address any negative impacts/ maximise positive impacts for 2.1 – 2.3 above?				
Have you used a whole life costing approach in your business case?				
<p>2.5 Have you requested information from suppliers about their sustainability impacts, including:</p> <p>a. Ecological footprint calculations.</p> <p>b. Their carbon reduction plan and GHG emissions reporting/ inventories covering scope 1, 2 and 3 emissions and the proportion of their annual revenue that comes from the Council.</p> <p>c. Net Zero targets compatible with Oxford City Council's 2040 goal.</p>				

	Y	N	N/A	Response
Have you asked your supplier for evidence of best practice in environmental management (e.g. ISO 14001 certification).				
Step 3. Defining the Procurement Approach and Selecting Suppliers to Tender (or Quote)				
3.1 If you are proposing to use an external framework, have you assessed the extent to which sustainability has been addressed in its procurement?				
3.2 If your contract value is <i>below</i> the Find a Tender Service threshold, have you identified potential local suppliers?				
3.3 If your contract value is <i>above</i> the Find a Tender Service threshold, have you alerted local suppliers to the tender or invited local suppliers to quote?				
3.4 If using a pre-qualification questionnaire (PQQ), have you added any supplementary sustainability criteria to your contract (see mitigation examples in appendix 2)?				
3.5 For goods contracts have you checked and used DEFRA's sustainable specifications designed for procurers: 'Government Buying Standards'?				
Step 4. Tendering and Evaluation				
4.1 Have the identified environmental impacts (listed above) been addressed in your contract specification with corresponding sustainability objectives?				
4.2 Have you used an outcome-based specification as far as possible?				
4.3 Have you included a requirement for monitoring environmental impacts and performance during contract delivery?				

	Y	N	N/A	Response
4.4 Have you set targets for improvement in environmental performance over the life of the contract?				
4.5 Have you asked for sufficient information to enable evaluation of whole life costs if relevant to this procurement?				
Step 5. Awarding and Implementing the Contract				
5.1 Have you given unsuccessful bidders feedback on the sustainability aspects of their tenders?				
5.2 Have you put processes in place with the appointed supplier for monitoring and reporting on sustainability performance?				

Further guidance can be found on the intranet [Procurement Documents and Templates - tasks and guides](#)

ETHICAL PROCUREMENT

- The following clauses are in the standard council tender documents:

Section 7	Modern Slavery Act 2015: Requirements under Modern Slavery Act 2015 ¹	
7.1	Are you a relevant commercial organisation as defined by section 54 ("Transparency in supply chains etc.") of the Modern Slavery Act 2015 ("the Act")? Which means do you operate at all within the UK with a turnover in excess of 36M	<p>Yes <input type="checkbox"/></p> <p>N/A <input type="checkbox"/></p>

¹ For background see Home Office publication

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/471996/Transparency_in_Supply_Chains_etc__A_practical_guide__final_.pdf

7.2	<p>If you have answered yes to question 7.1 please confirm that</p> <p>a) are you compliant with the annual reporting requirements contained within Section 54 of the Act 2015?</p>	<p>If Yes - a) Yes/No</p> <p>b) URL:</p>	<p>Yes</p> <input type="checkbox"/>
	<p>b) Please provide the relevant URL link to enable the authority to view your full statement.</p>	<p>If No - Please provide an explanation</p>	<p>No</p> <input type="checkbox"/>

8.5 Equality outcomes and The Equality Act 2010			
<p>The Oxford City Council Equality, Diversity and Inclusion Strategy, March 2022 provides a framework for how procurement can adapt its supply chain initiatives to meet equality criteria as enshrined in the Equality Act 2010 and the Oxford City Council EDI Strategy.</p>			
a.	As an organisation, do you publish/gather gender pay-gap data and information?	<p>Yes</p> <input type="checkbox"/>	<p>No</p> <input type="checkbox"/>
b.	Do you provide work-place adjustments for staff with disability (as defined in the Equality Act 2010) such as mobility requirements, technological support, etc.	<p>Yes</p> <input type="checkbox"/>	<p>No</p> <input type="checkbox"/>
c.	Do you have process in place that monitors and responds to complaints related to discrimination?	<p>Yes</p> <input type="checkbox"/>	<p>No</p> <input type="checkbox"/>

The full Guidance document can be found on the intranet [Procurement Documents and Templates - tasks and guides](#)

APPENDIX 3 KEY PRIORITY ACTION PLAN AND REPORTING FRAMEWORK

Priority	Actions to Achieve	Timeline	Lead Procurement Officer
Social Value and Climate Change	Finalise OxTOMs	September 2022	Procurement Manager
	Brief Heads of Service and Roll out OxTOMs	October 2022	Procurement Manager
	Include minimum award threshold of 10% for relevant procurements	In Force Now	Procurement Specialist
	Improve Contract management and monitoring of social value and sustainability	January 2023	Procurement Specialist
Deliver the procurement Portal	Award Contract	Autumn 2022	Procurement Specialist
	Train all Buyers	Autumn 2022	Procurement Specialist
	Transfer Data from incumbent provider to New Provider	Autumn 2022	Procurement Specialist
Collaborative procurement	How to tender workshops	November 2022 then monthly	Procurement Specialist
	Meet the buyer	November 2022 the yearly	Procurement Specialist
	Working with company entities	In Force Now	Procurement Manager
	Industry days	When required	Procurement Specialist
	Working with Social Enterprise Companies	In Force Now	Procurement Manager
Constitution Review	Continuous review on a yearly basis	Complete 2022 – review 2023	Procurement Manager
Procurement template review	Continuous review		Procurement Officer
Procurement Training	Procurement Overview	Delivered monthly	Procurement Specialist
	Agresso	Delivered monthly	Procurement Specialist
	Portal training	Autumn onwards then monthly	Procurement Specialist
Commercial Focus	Sell our services		Procurement Manager
	Manage the EV DPS	On-going	Procurement Specialist
	Manage the sustainable housing framework	On-going	Procurement Specialist
Contract Management	Basic contract management training	January 2023	Procurement Manager
	Basic negotiation training	January 2023	Procurement Manager
Spend Data	Analysis of Tail end spend (Maverick / Rogue spend)	Initial review by February 2023 then yearly	Procurement Officer

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To: Cabinet
Date: 16 November 2022
Report of: Head of Corporate Strategy
Title of Report: Social Housing Decarbonisation Fund Bid Approval

Summary and recommendations	
Purpose of report:	To approve Oxford City Council's submission of a bid to Government under the Social Housing Decarbonisation Fund 2.1 bidding round to seeking funding towards a retrofit programme for around 300 council houses.
Key decision:	Yes
Cabinet Members:	Councillor Linda Smith, Cabinet Member for Housing; Councillor Imogen Thomas, Cabinet Member for Zero Carbon Oxford and Climate Justice
Corporate Priority:	Pursue a zero carbon Oxford; Support thriving communities
Policy Framework:	Council Strategy 2020-24; Zero Carbon Council by 2030: 4th Carbon Management Plan 2021/22 to 2029/30; Zero Carbon Oxford Action Plan

Recommendations: That Cabinet resolves to:	
1.	Grant approval for Oxford City Council to submit a funding bid in the Social Housing Decarbonisation Fund (SHDF) 2.1 bidding round in November 2022, seeking a Government funding contribution towards a retrofit programme for around 300 council houses;
2.	Delegate authority to the Head of Corporate Strategy, in consultation with the Cabinet Member for Housing, the Cabinet Member for Zero Carbon Oxford and Climate Justice, and the Head of Housing Services, to finalise the bid document for submission to Government by 18 November 2022;
3.	Recommend to Council that if the bid is successful it grants approval for the release of up to £6.050 million of HRA capital funding required for match funding under the terms of the SHDF 2.1 scheme in accordance with the estimated spend profile in paragraph 24;
4.	Delegate authority to the Executive Director (Communities and People) in consultation with the Head of Financial Services/Section 151 Officer to spend the HRA funds together with SHDF 2.1 grant funding for the purposes of the

proposed retrofit scheme, including entering into contracts with contractors to deliver the works;

5. **Note** that officers are developing plans for tenants' involvement to help shape the funding bid, to build understanding and support for the application of energy saving measures in tenants' homes, and – if the bid is successful – to work with the appointed contractor to ensure appropriate arrangements are made to support the tenants of those properties involved during the period of works; and
6. **Note** that officers have entered into contracts with consultants with a total value of c£25,000 to develop the bid proposals and complete the associated documentation for submission.

Introduction and background

1. Oxford City Council has set a target of getting 95% of its housing stock (currently at 7,979) to an EPC C or above by 2030.
2. Currently 2,466 properties are rated at EPC D or below and require retrofit measures such as insulation within cavity walls, in lofts and roofs, and internal or external wall insulation to bring them up to the level of EPC C. This insulation-led approach to retrofit is known as 'fabric first' and should typically be considered ahead of the application of new technologies such as heat pumps. The current HRA Business Plan includes circa £8.7 million for retrofit over the next 4 years. The earmarked capital spend over the following 10 years is £37.0 million.
3. The Council recently commissioned consultants Baily Garner to undertake an assessment of specific measures that would be required to achieve EPC C rating or above across the wide range of property types in its housing stock; and to cost these works. Baily Garner found there was a significant variation in the degree of retrofit work required across different property types and estimated the total cost of works to achieve EPC C across the whole housing stock at between £64 million and £151 million.
4. The funding gap between earmarked capital for retrofit and likely costs of measures highlights the need to seek external funding to support works wherever possible.
5. In 2021, Oxford City Council bid unsuccessfully in the SHDF 1 round with a proposal to retrofit 125 council house voids (empty properties) with an EPC of D rating and lower. Feedback received from Government on why the bid had failed indicated any future submissions would need to involve tenanted properties.
6. Government is inviting bids by social housing providers to its Social Housing Decarbonisation Fund 2.1 (SHDF 2.1) bidding round, which offers a total pot of £800m to support fabric first retrofit measures. Under the terms of the scheme, Government finance must be at least 50% match funded by the housing provider, and funding is capped at between £5,000 and £16,000 per property – depending on housing type and existing EPC rating. Schemes must involve a minimum of 100 properties. All Government funding must be spent by 31 March 2025, with all works completed by 30 September 2025.
7. Given the significant amount of retrofit work needed across the Council's housing stock and the guidance that Government wants to get as much funds out of the door on this bidding round – it is proposed an ambitious bid is submitted, while ensuring the Council's match funding contribution remains within the envelope of available retrofit funding identified in the HRA Business Plan. As some of the earmarked £8.7 million will be required for ongoing programmes such as retrofit of voids and trials of

air source heat pump and ground source heat pump technologies, it is proposed that the Council releases a maximum of £6 million for match funding in its SHDF 2.1 bid.

8. Bids must be submitted by 18 November 2022, and Government has indicated that it will announce the award of funding in late February/early March 2023. If Oxford City Council is successful.
9. Cabinet is asked to:
 - a. grant approval to the submission of a bid for SHDF 2.1 funding involving a Council match-funding contribution under the terms of the scheme of up to £6.050 million.
 - b. delegate authority to the Head of Corporate Strategy, in consultation with the Cabinet Members for Housing, the Cabinet Member for Zero Carbon Oxford and Climate Justice and the Head of Housing Services, to finalise the bid document for submission to Government by 18 November 2022.
 - c. recommend to Council that it approves the release of HRA funds of up to £6 million for use in matchfunding in the event the SHDF 2.1 bid is successful.
 - d. delegate authority to the Executive Director for Communities and People in consultation with the Section 151 Officer to spend the HRA funds together with SHDF 2.1 grant funding for the purposes of the proposed retrofit scheme including entering into contracts with contractors to deliver the works
 - e. delegate authority to the Executive Director for Communities and People in consultation with the Section 151 Officer to spend the HRA funds together with SHDF 2.1 grant funding for the purposes of the proposed retrofit scheme including entering into contracts with contractors to deliver the works.

Retrofit programme delivery

10. To maximise the number of properties that can be retrofitted with the available funds, it is important we minimise the cost of works per property. This can best be achieved by concentrating the scheme on a small number of property archetypes (eg. post war, cavity wall houses, or pre-war solid wall houses), and minimising the geographic spread of sites across the city where works will take place. While analysis is still ongoing at the time of writing, it is expected that between 250 and 300 homes will be included in the SHDF 2.1 bid, with an average cost of works per property of £25,000 to £36,000, i.e between £6.2 million and £10.8 million total spend with the Council contributing approximately two thirds of the costs and Government funding comprising approximately one third.
11. Initial modelling suggests the retrofit works applied across these properties is likely to deliver typical savings of between £400 and £750 per annum in heating costs for these homes. That represents a 25-40% reduction on the typical annual heating bill, taking into account the recent sharp increase in energy prices.
12. Tenant involvement will be key to the successful delivery of a retrofit scheme and consideration of how tenants will be engaged must be referenced in the SHDF 2.1 bid documentation. A tenant ambassador has already been involved as member of the Programme Board that is overseeing development of the bid, and a draft Tenants Involvement Strategy has been produced by the Landlord Services team. Learnings have been gained from the experience in delivering the Council's LAD1b retrofit scheme, which has involved applying retrofit measures across 60 properties.

13. As the Council's first large scale retrofit programme, the SHDF 2.1 scheme would provide further important learnings on how such schemes can best be delivered in a way that minimises overall risk. Given the added complexity involved in delivering works across blocks of flats, which typically include both tenanted and leasehold dwellings, it is proposed the bid focuses solely on houses – all of which will be tenanted.
14. If the bid is successful the Council will tender for a lead contractor to undertake the works. A PAS2035 assessor and retrofit coordinator will also need to be appointed to help oversee programme delivery. ODS has the PAS2030 accreditation required to undertake retrofit works and we will explore opportunities for it to be involved in delivering packages of work.
15. Under the terms of the contract, the lead contractor would be responsible for operational tenant liaison through the construction phase. However this would interface closely with the Council's Landlord Services and Property Teams. The Council will need to take the lead initially to build awareness and support for the programme among tenants and stakeholders. This needs to be properly resourced and these costs are eligible under the terms of the SHDF 2.1 funding.
16. In general, as is currently the case with works to replace bathrooms and kitchens, it is anticipated the retrofit works would be undertaken with the tenant in situ. However, there may be individual cases where additional provision may be required.
17. Where possible and appropriate, other non-retrofit works that may be required for the selected properties will be programmed in at the same time – for example fire stopping in the roof space.

Selection of properties

18. The Baily Garner analysis of Oxford City Council housing stock has grouped the multiple housing types into twelve distinct 'archetypes'. These include different forms of pre-war and post-war construction, and different forms of accommodation – terrace, semi-detached, and flats.
19. The bid will put forward a specific number of properties across three or four archetypes for retrofit, with the funding ask based on the modelled cost of works across these properties. However, it is not expected that this will include a list of individual addresses.
20. The SHDF 2.1 scheme provides flexibility for individual properties to be moved in or out of the scheme, as long as this is in line with the funding caps against the different types of property.
21. Given the sharply higher energy costs, it is assumed the majority of tenants will be keen to have retrofit works undertaken as this will significantly reduce their annual heating costs. However, in the event that a tenant of a property identified for the scheme is not willing to participate, an alternative dwelling will be sought to replace it.
22. The process of detailed engagement with individual tenants will start only when, and as soon as, the Council has confirmation its SHDF 2.1 bid has been successful. Up until then, the Council will undertake more general awareness raising among tenants of the benefits of retrofitting and that it is submitting a bid to the scheme.

Financial Implications

23. The total cost to the Council of the retrofit works that will form the basis of the funding bid to Government is expected to be between £5 million and £6 million. This is within the total £8.7 million allocation for retrofit works in the current MTFP, leaving some headroom for other ongoing retrofit-related programmes.
24. However, this would nonetheless represent a significant commitment of the available funds into one scheme over a three year period. Expected expenditure on retrofit projects has been phased accordingly. Including government grant funding if the bid is successful, total expenditure associated with the SHDF 2.1 programme is expected to be between £6.2 million and £10.8 million.

	2022/23	2023/24	2024/25	2025/26	Total
Resources	£100,000	£165,000	£200,000	£200,000	£665,000
LAD 1B	£400,000				£400,000
Retrofit Projects	£200,000	£250,000	£250,000	£200,000	£900,000
Existing spend	£700,000	£415,000	£450,000	£400,000	£1,965,000
Council spend on SHDF 2.1	£50,000	£3,000,000	£3,000,000	-	£6,050,000
Grant funded SHDF 2.1 expenditure	-	£1,500,000	£1,500,000	-	£3,000,000
Total spend	£750,000	£4,915,000	£4,950,000	£400,000	£11,015,000

25. Non-capital costs of up to 15% can be claimed under the terms of the SHDF 2.1 scheme – these can include PAS2035 assessor costs, preparatory building works, tenant recruitment and aftercare costs.
26. The indicative cost of bringing all Oxford City Council properties to EPC C rating or above is between £64 million and £151 million at today's prices. This is significantly greater than the total funds earmarked for retrofit works within the HRA - £8.7 million to 2025/26 and a further £37.0 million to 2035/36 and officer have initiated a review of the HRA budget priorities over the medium to longer term taking this new information into account.
27. However, it should be noted there are other competing priorities for HRA funding which will need to be balanced, including the delivery of new affordable housing and the general improvement of the quality of the Council's housing stock. Regardless of the outcome, it is evident that significant external funding will be required if the Council is to fully deliver its retrofit commitments.

Equalities considerations

28. While the Council's commitments to retrofit its housing stock were led in particular to its objectives to tackle climate change and to improve the overall condition of its housing stock and comfort for tenants, the recent more than doubling of energy prices

provides another significant driver for action – which is to make heating their homes more affordable for tenants.

29. The proposed approach to the SHDF 2.1 bid seeks to maximise the number of households that would benefit from retrofitting with the available funds. It will target homes based on their existing thermal efficiency, and hence the degree of improvement that can be delivered and cost saving from the energy bill. It does not aim to target those individual households most in need of retrofit measures for financial reasons, linked to the affordability of energy. And it does not aim to target those that may be most in need of warmth linked to protected characteristics such as age or disability. However, where a decision needs to be made between selecting two equivalent properties, the circumstances of the individual tenant will be taken into account.
30. The SHDF 2.1 bid should be seen as a building block in a bigger programme that should in due course benefit all tenants.

Environmental considerations

31. Oxford City Council has committed to bringing 95% of its housing portfolio to EPC C rating by 2030, with currently 2,466 or 31% of properties still below that level. If successful, the bid could deliver up to around a further 300 homes up to EPC C or above, which is equivalent to around 12% of the stock that is EPC D and below.
32. The fabric first approach to retrofit – applying comprehensive insulation measures to reduce heat loss, before considering the application of low carbon technologies such as heat pumps or solar PV – is recommended by the Committee on Climate Change, the Carbon Trust and most other experts on retrofit – including the Council’s Scientific Adviser, Professor Nick Eyre.
33. Retrofit measures proposed in the bid would deliver significant energy savings which translate into carbon savings. In aggregate the measures applied will in many cases save over a tonne of carbon for each household, and across 300 properties should deliver nearly 300 tonnes of carbon saving per annum.

Legal issues

There are no significant legal implications arising from this report. Legal input will be required in due course with respect to the procurement of contractors to deliver the retrofit programme.

Levels of risk

34. The primary risk at this stage of the process is around whether or not Oxford City Council’s proposed bid will be successful. External consultants have been recruited to help develop as strong a bid as possible.

Report author	Mish Tullar
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Service area or department	Corporate Strategy
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Background Papers: None.

Minutes of a meeting of the Cabinet on Wednesday 19 October 2022



Cabinet members present:

Councillor Brown	Councillor Turner
Councillor Hollingsworth	Councillor Munkonge
Councillor Linda Smith	Councillor Thomas
Councillor Upton	Councillor Walcott

Officers present for all or part of the meeting:

Arome Agamah, Senior Planner
Tom Bridgman, Executive Director (Development)
Richard Doney, Scrutiny Officer
Stephen Gabriel, Executive Director (Communities and People)
Caroline Green, Chief Executive
Simon Grove-White, Principal Economic Development Officer
Tom Hook, Executive Director (Corporate Resources)
Nigel Kennedy, Head of Financial Services
Emma Lund, Committee and Member Services Officer
Nerys Parry, Head of Housing
Susan Sale, Monitoring Officer and Head of Law & Governance
Mish Tullar, Head of Corporate Strategy
Rachel Williams, Principal Planner
Richard Wood, Housing Strategy and Needs Manager

Also present:

Councillor Dr Christopher Smowton, Chair of Scrutiny

Apologies:

Councillors Aziz and Chapman sent apologies.

Substitutes are shown above.

64. Declarations of Interest

None.

65. Addresses and Questions by Members of the Public

None.

66. Councillor Addresses on any item for decision on the Cabinet agenda

None.

67. Councillor Addresses on Neighbourhood Issues

None.

68. Items raised by Cabinet Members

None.

69. Scrutiny reports

The Housing and Homelessness Panel had met on 6 October 2022 and considered the draft Housing, Homelessness and Rough Sleeping Strategy 2023-28.

The Scrutiny Committee had met on 11 October and considered the Botley Road Retail Park Development Brief; the UK Shared Prosperity Fund Investment Plan; and recommendations of the Housing and Homelessness Panel relating to the draft Housing, Homelessness and Rough Sleeping Strategy.

Five recommendations had been made in relation to the draft Housing, Homelessness and Rough Sleeping Strategy, which had mostly related to improving the clarity of the document. The Cabinet Member for Housing responded that they had all been accepted.

In relation to the recommendations relating to the UK Shared Prosperity Fund Investment Plan, the Cabinet Member for Zero Carbon Oxford and Climate Justice responded that whilst it had been helpful to have a steer from scrutiny as to the priorities of members, given the nature of the recommendations it had not been possible to give a binary 'yes' or 'no' answer as to whether the recommendations were accepted. Clarification was provided in the 'comments' section of the Cabinet Member's response. As an example, one of the scrutiny recommendations had been that a report outlining progress, outcomes, and any proposed changes to the programme should be submitted annually to the scrutiny committee, whereas reporting and a reporting format already formed part of central government's requirements for the scheme.

70. Botley Road Retail Park Development Brief

The Acting Head of Planning Services had submitted a report to seek endorsement of a development brief for Botley Road Retail Park.

Two scrutiny recommendations had been made in relation to the item. The Cabinet Member for Planning and Housing Delivery advised that these had both been accepted and the recommended amendments to the document would be made.

The Cabinet Member for Planning and Housing Delivery reported that Botley Road Retail Park was in a sustainable location which was close to the station, cycleways, and local bus routes. It comprised a series of large retail units surrounded by car parking, and had been subject to a number of ad-hoc planning permissions in the 1980s and 1990s - prior to changes to national planning policies - which had resulted in a poor quality environment and associated traffic consequences.

In the past few years there had been increasing demand for office space across the city, particularly research and development space. Changes to the Use Classes Order

in 2021 now meant that differentiation between a retail use and most employment uses had been removed.

Given these considerations, the development brief sought to pull together all of the existing Local Plan policies and demonstrate how they could be applied to the Botley Road Retail Park in order to maximise its potential. The brief set out the aims and aspirations for the site, and would help to improve certainty for residents, landowners, developers or potential purchasers. Importantly, it could not, and did, not create any new policies: rather, it was a Technical Advice Note covering a specific geographic area.

The Cabinet Member for Planning and Housing Delivery clarified that the site was not being considered for housing development: the main reason for this was its location in relation to an active flood zone, and the Environment Agency's requirement for 'safe egress' from a residential development in the event of flooding.

Cabinet resolved to:

1. **Endorse** the Botley Road Retail Park Development Brief.

71. Draft Housing, Homelessness and Rough Sleeping Strategy 2023-28

The Executive Director (Communities and People) had submitted a report to seek approval for a draft Housing, Homelessness and Rough Sleeping Strategy 2023-28 for public consultation. The strategy was designed to offer a clear plan for the next five years which captured the Council's priorities but remained flexible enough to respond to challenges and changes over the period, which were expected to be significant. The document would therefore remain adaptable, with updates brought to Cabinet as the plan progressed.

The Cabinet Member for Housing outlined the five priorities of the strategy as: providing more, affordable homes; great homes for all; housing for a net zero carbon future; preventing homelessness and adopting a rapid rehousing response; and ending rough sleeping. The Cabinet Member explained how the Council would aim to address each of these priorities within the period of the strategy.

It was noted that the document would be subject to a statutory six week public consultation, and it was hoped that there would be a good level of engagement in order to further strengthen and improve it.

In response to a Cabinet Member's comment, the Housing Strategy and Needs Manager undertook to include additional detail relating to the governance of the strategy within the final document.

Cabinet heard that a comprehensive consultation on the strategy was proposed which would include: online surveys; social media engagement; stakeholder and Member events involving community groups and charities; and engaging with those with lived experience. The Leader commented that it would also be helpful to seek to engage city centre businesses with the plan, in order to assist with understanding the actions which the Council was already taking, and intended to take, to address homelessness.

Cabinet resolved to:

1. **Note** the progress made to develop a new Housing, Homelessness and Rough Sleeping Strategy for Oxford;

2. **Approve** the draft Housing, Homelessness and Rough Sleeping Strategy at Appendix 1 for public consultation;
3. **Approve** the launch of a statutory 6-week public consultation to collect feedback on the draft strategy; and
4. **Delegate authority** to the Executive Director (Communities and People), in consultation with the Cabinet Member for Housing, to make any necessary editorial corrections, minor amendments, and updates to the draft strategy and strategy evidence base prior to the public consultation.

72. UK Shared Prosperity Fund Indicative Investment Plan

The Head of Regeneration and Economy had submitted a report to seek Cabinet endorsement of the UK Shared Prosperity Fund (UKSPF) Investment Plan, allocation of budget, and delegated authority to enter into a contract with government for delivery of the plan on behalf of the City Council.

The Cabinet Member for Zero Carbon Oxford and Climate Justice reported that in accordance with the Levelling Up White Paper, in April 2022 the government had launched the UK Shared Prosperity Fund to help address geographical disparities in economic performance and circumstances. The Council, as lead local authority for Oxford and the city, had been allocated a modest sum of grant funding (£1,000,000 plus £20,000 to cover costs incurred in developing the plan) to invest over the period 2022/23 to 2024/25. The Council could also use up to 4% of the £1,000,000 allocation to undertake necessary fund administration. The majority of the grant funding would be payable in the third year, with smaller amounts payable in the first two years.

The Cabinet Member for Zero Carbon Oxford and Climate Justice outlined the objectives of the fund, as well as priority programme areas, projects and workstreams as detailed in the report. It was highlighted that these did not represent discrete areas of work developed specifically in response to the grant funding, but built on work which the Council had already undertaken to identify and address gaps through the development of the City Centre Action Plan and the Oxford Economic Strategy.

Cabinet resolved to:

1. **Endorse** the Oxford City Council UK Shared Prosperity Investment Plan, as submitted to government on 1 August under a delegated officer decision, in order to secure up to £1m of funding for the city;
2. **Delegate authority** to the Executive Director (Development) to take the necessary decisions and actions to oversee the UKSPF investment plan, including implementing and administering the scheme and the resulting projects in accordance with the requirements and priorities of the prospectus and fund;
3. **Delegate authority** to the Executive Director (Development) to enter into a contract with central government to deliver the UKSPF and to make non-material changes to the investment plan in consultation with the Head of Financial Services / S151 Officer, the Cabinet Member for Inclusive Economy and Partnerships, and the Cabinet Member for Zero Carbon Oxford and Climate Justice; and

4. **Recommend to Council** the establishing of capital and revenue budgets in accordance with paragraph 21 of the report.

73. Minutes

Cabinet resolved to approve the minutes of the meeting held on 14 September 2022 as a true and accurate record.

74. Dates of Future Meetings

16 November 2022

14 December 2022

25 January 2023

8 February 2023

15 March 2023

19 April 2023

All meetings start at 6.00pm.

The meeting started at 6.00 pm and ended at 6.57 pm

Chair
2022

Date: Wednesday 16 November

When decisions take effect:

Cabinet: after the call-in and review period has expired

Planning Committees: after the call-in and review period has expired and the formal decision notice is issued

All other committees: immediately.

Details are in the Council's Constitution.

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