

Agenda

Cabinet

This meeting will be held on:

Date: **Wednesday 8 February 2023**

Time: **6.00 pm**

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

For further information please contact:

Emma Lund, Committee and Member Services Officer

📞 01865 252367

✉ 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.

*View or subscribe to updates for agendas, reports and minutes at
mycouncil.oxford.gov.uk.*

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 Anna Railton	Cabinet Member for Zero Carbon Oxford and Climate Justice
Councillor Linda Smith	Cabinet Member for Housing
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.

Oxford City Council, Town Hall, St Aldate's Oxford OX1 1BX

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 Scrutiny Committee will meet on 1 February 2023. The following reports are expected and will be published as a supplement, together with any other recommendations from that meeting: <ul style="list-style-type: none">• Oxford Local Plan 2040 Focused Consultation on Housing Need• Implementing the Covered Market Masterplan• Scrutiny Budget Review• Disciplinary Policy	
8 Medium Term Financial Strategy 2024/25 to 2026/27 and 2023/24 Budget Lead Member: Deputy Leader (Statutory) - Finance and Asset Management (Councillor Ed Turner) The Head of Financial Services has submitted a report to present the outcome of the budget consultation and agree the Council's Medium Term Financial Strategy for 2024-25 to 2026-27 and 2023-24 Budget for recommendation to Council. Cabinet is recommended to:	13 - 186

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.

Oxford City Council, Town Hall, St Aldate's Oxford OX1 1BX

1. **Approve** the 2023-24 General Fund and Housing Revenue Account budgets and the General Fund and Housing Revenue Account Medium Term Financial Strategy as set out in Appendices 1-9, noting:
 - a) the Council's General Fund Budget Requirement of £24.793 million for 2023/24 and an increase in the Band D Council Tax of 2.99% or £9.76 per annum representing a Band D Council Tax of £336.31 per annum;
 - b) the Housing Revenue Account budget for 2023/24 of £51.572 million and an increase of 7% (£7.51 per week) in social dwelling rents from 1 April 2023 giving a revised weekly average social rent of £114.73 as set out in Appendix 5;
 - c) shared ownership dwellings are increased in line with those of other social rents as discussed in paragraph 39;
 - d) the General Fund and Housing Revenue Account Capital Programme as shown in Appendix 6;
2. **Agree** the fees and charges shown in Appendix 7;
3. **Delegate** to the Section 151 Officer, in consultation with the Deputy Leader (Statutory) - Finance and Asset Management, the decision to determine whether it is financially advantageous for the Council to enter into a Business Rates Distribution Agreement as referred to in paragraphs 20-22 of the report;
4. **Approve** the payment into the County Council Pension Fund of £5 million in 2023-24 as referred to in paragraph 28 of the report;
5. **Implement** the changes to Council Tax charges in respect of second homes and properties empty for more than one year as referred to in paragraphs 23-25 from 1st April 2024 when the Levelling Up and Regeneration Bill is enacted; and
6. **Note** the application of the Council Tax Support Fund allocation as referred to in paragraphs 11-14 below.

9 **Capital Strategy 2023/24 to 2026/27**

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

187 - 230

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.

Oxford City Council, Town Hall, St Aldate's Oxford OX1 1BX

The Head of Financial Services has submitted a report to present the Capital Strategy for approval.

Cabinet is recommended to:

1. **Recommend to Council** the approval of the Capital Strategy attached at Appendix A.

10 **Treasury Management Strategy 2023/24**

231 - 276

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

The Head of Financial Services has submitted a report to present the Council's Treasury Management Strategy for 2023/24 together with the Prudential Indicators for 2023/24 to 2026/27.

Cabinet is recommended to:

Recommend that Council approves:

1. The Treasury Management Strategy 2023/24 as set out in paragraphs 29 to 78 of the report and the Prudential Indicators for 2023/24 – 2026/27 as set out in Appendix 2;
2. The Borrowing Strategy 2023/23 at paragraphs 52 to 54 of the report;
3. The Minimum Revenue Provision (MRP) Statement at paragraphs 55 to 57 which sets out the Council's policy on charging borrowing to the revenue account;
4. The Investment Strategy for 2023/24 and the investment criteria as set out in paragraphs 58 to 77 of the report and in Appendix 1; and
5. The Treasury Management Scheme of Delegation at Appendix 4.

11 **Implementing the Covered Market Masterplan**

277 - 412

Lead Member: Cabinet Member for Planning and Housing Delivery (Councillor Alex Hollingsworth), Deputy Leader (Statutory) - Finance and Asset Management (Councillor Ed Turner), Leader - Inclusive Economy and Partnerships (Councillor Susan Brown)

The Executive Director (Development) has submitted a report to seek approval to fund and enter into contracts for the detailed design works,

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.

Oxford City Council, Town Hall, St Aldate's Oxford OX1 1BX

planning, and construction of major improvements to the Covered Market in line with the recently completed masterplan.

Cabinet is recommended to:

1. **Approve** the Covered Market Masterplan and concept proposals;
2. **Delegate authority** to the Executive Director (Development), in consultation with the Council's Section 151 Officer, the Head of Law and Governance, and the Cabinet Members for Inclusive Economy and Partnerships, Finance and Asset Management, and Planning and Housing Delivery, to finalise the scope of works, undertake the necessary procurements, and enter into all contracts for the detailed design, construction works, and all associated professional services, for the regeneration of the Covered Market within the agreed budget;
3. **Subject to Council approval of the Budget, authorise** to spend a capital budget of £6.87m starting in 2023-2024, to deliver the project. (The recommendation to Council to create this budget is part of the Budget report, elsewhere on this agenda); and
4. **Approve** the payback of previously spent feasibility funding (£167,000) into the feasibility budget.

12 **Allocation of Preventing Homelessness Grant 2023-24**

413 - 440

Lead Member: Cabinet Member for Housing (Councillor Linda Smith)

The Executive Director (Communities and People) has submitted a report to approve the allocation of Preventing Homelessness Grant for 2023/24.

Cabinet is recommended to:

1. **Approve** the allocation of Preventing Homelessness funds to commission homelessness services in 2023/24 as outlined in paragraphs 18 to 20 and in Appendix 2 of the report;
2. **Approve** the requested carry forward of the underspend in the 22/23 budget of £41,164; and
3. **Delegate** to the Executive Director (Communities and People), in consultation with the Cabinet Member for Housing, the discretion to revise the intended programme within the overall budget if required.

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.

Oxford City Council, Town Hall, St Aldate's Oxford OX1 1BX

13	Oxford Local Plan 2040 Focused Consultation on Housing Need	441 - 478
	<p>Lead Member: Cabinet Member for Planning and Housing Delivery (Councillor Alex Hollingsworth)</p> <p>The Executive Director (Development) has submitted a report to seek approval for the Oxford Local Plan 2040 Housing Numbers Consultation Document (Regulation 18 part 2) for consultation.</p> <p>Cabinet is recommended to:</p> <ol style="list-style-type: none"> 1. Approve the Oxford Local Plan 2040 Housing Numbers Consultation Document (Regulation 18 part 2) for public consultation; 2. Approve the associated update to the Oxford Local Development Scheme 2023-28; and 3. Delegate authority to the Head of Planning Services, in consultation with the Cabinet Member for Planning and Housing Delivery, to make any necessary editorial corrections to the documents and the supporting evidence base prior to going out to consultation. 	
14	Additional Loan Finance for Oxford West End Developments (OxWED LLP)	479 - 484
	<p>Lead Member: Deputy Leader (Statutory) - Finance and Asset Management (Councillor Ed Turner)</p> <p>The Executive Director (Development) has submitted a report to seek a budget to allow the City Council to lend OxWED up to £750,000 to support continuing work on the Oxpens project and in particular preparing (and subject to LLP Member approval and planning permission) implementing the Delivery Strategy for the Oxpens development.</p> <p>Cabinet is recommended to:</p> <ol style="list-style-type: none"> 1. Recommend to Council that it includes £750,000 in its capital budget to allow the City Council to loan these funds to OXWED to continue work on the Oxpens project in accordance with the LLP Members agreement, and in particular preparation and (if planning permission is granted) implementation of the Delivery Strategy; and 2. Delegate authority to the Head of Financial Services / S151 Officer in consultation with the Deputy Leader (Statutory) – Finance 	

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.

and Asset Management to agree terms and draw down the up to £750,000 loan to OxWED.

15 Minutes

485 - 494

Recommendation: That Cabinet resolves to **approve** the minutes of the meeting held on 14 December 2022 as a true and accurate record.

16 Dates of Future Meetings

Meetings are scheduled for the following dates:

15 March 2023

19 April 2023

14 June 2023

12 July 2023

9 August 2023

13 September 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.

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.

Oxford City Council, Town Hall, St Aldate's Oxford OX1 1BX

Part Two – matters exempt from publication

17	Implementing the Covered Market Masterplan - Appendices 3 and 6	495 - 500
18	Additional Loan Finance for Oxford West End Developments (OxWED LLP) - Appendix 1	501 - 506

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.

Oxford City Council, Town Hall, St Aldate's Oxford OX1 1BX

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:** 8 February 2023
To: Council **Date:** 16 February 2023
Report of: Head of Financial Services
Title of Report: Medium Term Financial Strategy 2024-25 to 2026-27 and 2023-24 Budget

Summary and recommendations	
Purpose of report:	To present the outcome of the budget consultation and agree the Council's Medium Term Financial Strategy for 2024-25 to 2026-27 and 2023-24 Budget for recommendation to Council.
Key decision:	Yes
Cabinet Member:	Councillor Ed Turner, Deputy Leader and Cabinet Member for Finance and Asset Management
Policy Framework:	The budget is a Budget and Policy Framework document
Recommendations: Cabinet is asked to consider the outcome of the public consultation, agree the amendments to the Consultation Budget and recommend that Council resolves to:	
<p>1. Approve the 2023-24 General Fund and Housing Revenue Account budgets and the General Fund and Housing Revenue Account Medium Term Financial Strategy as set out in Appendices 1-9, noting:</p> <ul style="list-style-type: none"> a) the Council's General Fund Budget Requirement of £24.793 million for 2023/24 and an increase in the Band D Council Tax of 2.99% or £9.76 per annum representing a Band D Council Tax of £336.31 per annum; b) the Housing Revenue Account budget for 2023/24 of £51.572 million and an increase of 7% (£7.51 per week) in social dwelling rents from 1 April 2023 giving a revised weekly average social rent of £114.73 as set out in Appendix 5; c) shared ownership dwellings are increased in line with those of other social rents as discussed in paragraph 39; d) the General Fund and Housing Revenue Account Capital Programme as shown in Appendix 6; 	
2. Agree the fees and charges shown in Appendix 7;	

3.	Delegate to the Section 151 Officer, in consultation with the Deputy Leader (Statutory) - Finance and Asset Management, the decision to determine whether it is financially advantageous for the Council to enter into a Business Rates Distribution Agreement as referred to in paragraphs 20-22 of the report;
4.	Approve the payment into the County Council Pension Fund of £5 million in 2023-24 as referred to in paragraph 28 of the report;
5.	Implement the changes to Council Tax charges in respect of second homes and properties empty for more than one year as referred to in paragraphs 23-25 from 1 st April 2024 when the Levelling Up and Regeneration Bill is enacted;
6.	Note the application of the Council Tax Support Fund allocation as referred to in paragraphs 11-14 below.

Appendices	
Appendix 1	Summary of General Fund Budget by Service 2023-24 to 2026-27
Appendix 2	General Fund Revenue Budget by Service 2023-24 to 2026-27
Appendix 3	Detailed General Fund Service Budgets Bids and Savings Proposals 2023-24 to 2026-27
Appendix 4	Housing Revenue Account Budget 2023-24 to 2026-27
Appendix 5	Housing Revenue Account Rent by property type
Appendix 6	General Fund and HRA Capital Programme 2023-24 to 2026-27
Appendix 7	Fees and Charges
Appendix 8	Risk Register
Appendix 9	Equalities Impact Assessment
Appendix 10	Budget Consultation

Introduction by the Portfolio Holder for Finance and Corporate Assets, Councillor Ed Turner

Our Council's financial position remains extremely challenging – in common with all the local government sector. We face pressures including:

- High levels of inflation, which are raising energy costs across our organisation and our partnership, as well as in the supplies of goods and services;
- Continued impacts of the Covid-19 pandemic on income levels, including commercial property and car parking;

- Raised demand for services, notably by households who are affected by the cost-of-living crisis;
- Inadequate government funding, with the withdrawal of direct government grant.

We were at first pleased to note the reintroduction of revenue support grant in the proposed local government finance settlement, although closer analysis suggests this is just the renaming of a payment given to local authorities to administer benefits, and in fact is a precursor to the withdrawal of the funding for this purpose next year.

We are acutely aware of the major financial distress being felt by many local authorities: it was especially noteworthy that both Kent and Hampshire County Councils warned of the threat of bankruptcy. In this context, we are pleased to propose a balanced four-year Medium Term Financial Strategy, albeit one which contains significant risks.

The lynchpin of our strategy remains the “Oxford Model”, by which we attempt to generate income, including from companies that we own, rather than cut services. Amongst the highlights of this budget are:

- Proposals for 1303 new council homes over the next ten years, including 942 over the next four years.
- £1.7 million for homeless organisations in Oxford.
- £6 million to redevelop the East Oxford Community Centre.
- £8.7 million to improve the energy efficiency of council homes.
- A new council tax support fund, and the retention of full council tax relief for those on low incomes.
- Increased investment in youth services.
- A new fund to repair pavements.
- New funding to support leisure projects in Wood Farm, Barton and Rose Hill.

We also confirm our intention to implement, as soon as we can (we expect for next financial year) a premium on council tax for second homes in Oxford City, which we believe reflects the ability of second home owners to make a more substantial contribution towards the cost of local services.

Our ambition remains to make Oxford a fairer, more equal place to live. We believe the measures in this budget move us closer to that aim.

Introduction

1. This report reflects the outcome of the consultation on the draft budget agreed by the Cabinet on 14th December 2022 as well as incorporating changes which have arisen since the consultation budget was published.
2. The consultation on the draft budget began on 15th December 2022 and ended on 31 January 2023. The consultation document was available on the Council’s website and also use was made of the Citizens’ Panel.

3. For ease of reading; the report is split into three sections:
 - Section A - General Fund Revenue Budget
 - Section B - Housing Revenue Account (HRA) Budget
 - Section C - Capital Programme.

Section A – General Fund Revenue Budget

4. Since the publication of the Consultation Budget a number of key issues have arisen which affect the budget, these are summarised below.

Local Government Finance Settlement 2023-24

5. The Government published its Provisional Finance Settlement for 2023/24 on 19 December 2022. This announcement followed a policy statement published on 12th December covering 2023-24 and 2024-25, the remaining years of the Spending Review 2021 period, which in turn followed the Autumn Statement published on the 17th November which set the overall level of resources. Consultation on the provisional settlement closed on 16th January 2023 after which the Government will publish the Final Settlement.
6. There remain significant uncertainties for 2024-25 especially for district councils, these include New Homes Bonus, uncertainty over the distribution of resources from Extended Producer Responsibility for packaging and also the future position of areas with 100% business rates retention.
7. The key points included:
 - a. **Council Tax** -The council tax referendum limit will as expected be 2.99% for local authorities, with social care authorities allowed an additional 2% social care precept. The provisional settlement confirmed districts will be allowed to apply the higher of the referendum limit or £5.
 - b. **Business Rates Retention** –
 - i. The business rates multiplier has been frozen for another year at 49.9p per £ of gross rateable value Local authorities have been compensated for this in Section 31 grant second year running. The basis for the annual multiplier on which the compensation is based has changed from the September CPI to RPI leading to less core funding for local authorities.
 - ii. The planned Review of Relative Needs and Resources (Fair Funding Review) and planned reset to business rates growth will not be implemented in the next 2 years 2023-24 and 2024-25.
 - iii. The business rates revaluation will go ahead as planned on 1-4-2023 although the effect on local authorities will be neutral at the national level.
 - c. **New Homes Bonus** - The NHB scheme has been extended for one further year 2023-24. There are no legacy payments in respect of previous years nor will the 2023-24 allocation have legacy payments attached. The threshold of tax base increase below which no NHB will be paid has been maintained at 0.4%.

- d. **2022/23 Services Grant** – This new grant introduced last year has reduced overall from £822m to £464 million. The Council will receive a one off grant of £243k.
- e. **Revenue support grant** – a number of grants have been rolled into Revenue Support Grant. The grant relevant to Oxford City is Council Tax Support Admin grant of which the Council will receive £197k in line with the budget.
- f. A one off **funding guarantee grant** which replaces the Lower Tier Services Grant and seeks to ensure that all councils will see a minimum 3% increase in Core Spending Power before taking any local decisions on council tax levels. The Council will receive a one off grant of £220k.

How does this effect the Core Spending Power of Oxford City Council?

- 8. Core Spending Power measures the overall funding available for local authorities and consists of 4 elements:
 - a. Settlement Funding Assessment (SFA) – This consists of 3 funding streams, business rates retention, revenue support grant and tariff/ top up adjustment amounts applied to business rates
 - b. Council Tax
 - c. New Homes Bonus
 - d. Specific Grants
- 9. The Government state that that Core Spending Power for local authorities in 2023-24 has increased by 9.2% across England over that of 2022-23. It is important to note that this includes the amount that the government allow local authorities to increase council tax by under its referendum principles. Equally this will also take into account the ability for social case authorities to increase council tax by the additional 2% precept.
- 10. Core Spending Power for Oxford City Council has increased by 4.9% over 2022-23 as shown in the following table:

FINANCE SETTLEMENT 2023-24 Table 1									
Core Spending Power									
						Oxford City Council			
						2022-23	2023-24	Change	Change
						£m	£m	£m	%
Settlement funding assessment (business rates plus RSG)						6.261	6.692	0.431	6.9
Business rates baseline funding						6.260	6.494	0.234	3.7
Revenue Support Grant						0.000	0.198	0.198	n/a
Assumed council tax						14.758	15.248	0.490	3.3
Other grants									
Consisting of :						2.026	2.232	0.206	10.2
Compensation for business rates multiplier freeze						0.640	1.106	0.466	72.8
Lower tier services grant						0.286	0.000	-0.286	-100.0
New Homes Bonus						0.471	0.663	0.192	40.8
Services Grant						0.432	0.243	-0.189	-43.8
Funding Guarantee grant						0.000	0.220	0.220	n/a
Council tax admin subsidy rolled in						0.197	0.000	-0.197	-100.0
Core spending power						23.045	24.172	1.127	4.9

Council Tax Support Fund

11. The Council has once again retained its 100% Council Tax Reduction scheme. Within the scheme the Council, as in previous years, has used its discretion to disregard all income above the statutory disregard amount of £10 at a cost of approximately £18k per annum.
12. Alongside the 2023-24 provisional settlement the Government also announced £100 million of new grant funding to support the most vulnerable households in England. The funding is aimed at delivering additional support to the 3.8 million of households already receiving council tax support, whilst also providing councils with the resources and flexibility to determine local approaches to support other vulnerable households in the area.
13. The funding is for the 2023-24 financial year and the Council's allocation is £244,230. The expectation is that the majority of the funding will be used to reduce bills for current working age and pension age Local Council Tax Support claimants by up to £25. Councils can use the remaining allocation as they see fit to support vulnerable households with council tax bills claimants.
14. The Council currently has 2,521 claimants on Council Tax support and applying a £25 amount to these accounts would cost around £63k leaving approximately £181k to be used for discretionary council tax relief. Additionally the Council has been awarded an amount by Oxfordshire County Council of up to £108,886 in 2023-24 as match funding for use on council tax hardship relief, which we will deploy to assist those in need and who potentially "fall through the cracks" of current schemes. It reflects our shared commitment to tackling hardship during the "cost of living crisis".

Other Grants

15. On 23rd December Government announced allocations of **Homelessness Prevention Grant** to Local Authorities for 2023-24 and 2024-25. The Grant allocations for the Council are £1.096 million and £1.109 million for these years respectively, which had been assumed in the Consultation Budget. The Governments short term allocation of these monies makes it difficult to plan

going forward and the Council currently holds an earmarked reserve of approximately £3 million in the event that this grant funding is reduced.

Inflation/ Interest Rates

16. The Consumer Prices Index in November was 10.7% down from the 11.1% in the year to the end of October 2022. Current forecasts would indicate that rates will fall back in 2023 to around 7.4% and then 0.6% in 2024.
17. On the 15th December 2022 the Bank of England raised the base rate from 3% to 3.5%. Whilst there is speculation that there are yet more interest rate rises to come, possibly to a peak of 4.5% by December 2023 these rates are expected to fall back in 2024 settling back at around 2.5%. In the longer term there would be a financial impact on the Housing Company and equally the HRA. A 1% increase in borrowing interest rates could increase capital charges in the HRA by around £1.5 million per annum although HRA the assumption over the 40 year business plan is that interest is charged at 3% which allows for some mitigation of these rises.

Impact on the Council's Budget since Consultation Budget

Retained Business Rates

18. The actual amount of Retained Business Rates depends on a number of factors including the estimated amount of business rates income net of appeals and write offs, the tariff payable to the Government and the levy paid
19. Almost certainly the Baseline Funding Level will not be the amount the authority eventually receives in Retained Business Rates. The confirmation of compensation for freezing of the multiplier and also the delay to fairer funding for another year has increased the estimated income from business rates compared to the consultation budget. A summary of the changes is shown below but it should be noted that there can be substantial volatility around these figures:

Table 2: Change In Business Rates since Consultation Budget				
	2023/24 £000's	2024/25 Est £000's	2025/26 Est £000's	2026/27 Est £000's
Consultation Budget	8,017	6,058	6,099	6,142
Finance Settlement	8,517	8,058	6,099	6,142
(Decrease)/ Increase	500	2,000	0	0
Tariff	30,800	30,800	30,800	30,800
Safety net threshold (92.5% baseline)	6,006	5,819	5,848	5,877

Business Rates Distribution Group

20. The Chief Finance Officers have agreed the formation of the West Oxfordshire Business Rates Pool for 2023-24 to be formed by Oxfordshire County Council and West Oxfordshire and Cherwell District Councils as in previous years.
21. The Pool's membership has been set to maximise its income for the good of Oxfordshire. It has also agreed that councils who would benefit from being in a pool (because the levy on business rates growth would be less than if they were outside the Pool) should not be excluded from sharing in the additional income generated by the Pool just because in any year their membership would not generate the optimum retained income for the Pool. These authorities should form a Business Rates Distribution Group and benefit from a share of some of the growth on the Business Pool in exchange for taking on some of the risk of Pool losses not covered by the safety net.
22. It is recommended that the decision to join the Business Rates Distribution Group is delegated to the Section 151 Officer in consultation with the Cabinet Member for Finance and Asset Management once business rates estimates for 2023-24 are known for all Districts within Oxfordshire.

Council Tax

23. The estimate of the tax base for 2023-24 presented to Audit and Governance on 18 January 2023 estimates a tax base of 45,838.1 Band D equivalent properties which was used in the Consultation Budget producing a Council tax income precept of £15.687 million for 2023-24.

Levelling Up and Regeneration Bill

24. The Levelling Up and Regeneration Bill, which was given its second reading on 17th May 2022 is a key component of the Government's wider programme to level up the country, as set out in the Levelling Up White Paper published in February 2022. The bill is currently making its way through Parliament. Within the bill there is provision to allow local authorities to:
 - Introduce a new discretionary council tax premium on second homes of up to 100%
 - Apply a council tax premium of up to 100% on homes which have been empty for longer than one year rather than the two years that local authorities are currently able to do.
25. The Local Government Finance Act 1992 requires that such amendments can only be made one year after the billing authority has made a determination to implement and not before financial year beginning 1 April 2024 i.e. a determination by the Council made in this year's budget process, assuming the Levelling Up and Regeneration Bill is enacted may only be implemented from 1 April 2024.
26. Based on current numbers of second homes and dwellings that are empty for between one year and 2 years approving the amendments could raise around

£200k additional council tax income per annum assuming a reasonable attrition rate.

New Homes Bonus

27. The amounts for Oxford City compared to the assumptions in the Consultation Budget are shown in Table 3 below:

Table 3: New Homes Bonus Estimates				
New Homes Bonus	2023/24 £000's	2024/25 £000's	2025/26 £000's	2026/27 £000's
Consultation Budget	0	0	0	0
Final Finance Settlement	(663)	-	0	0
(Increase)/ Decrease	(663)	0	0	0

Other Key Assumptions

28. Key assumptions included within the Consultation Budget Proposals that remain unchanged include:

- **Council Tax** – The recently announced referendum principles are in line with previous assumptions and the recommendation of a council tax increase of 2.99%
- **Income streams** – Since the setting of the consultation budget the Council has reviewed its long term income forecasts of key income streams such as car parking, town hall lettings, commercial rents. Prudent assumptions were made within the Consultation budget about how these may be affected over the coming months and year including the speed that they may bounce back. Commercial rental income and car parking revenues remain problematic but the assumptions made in the Consultation Budget still stand and therefore no further adjustment has been made to the forecast income levels.
- **Efficiencies** – largely in accordance with the Consultation Budget with some exceptions detailed below
- **Fees and charges** – largely in accordance with Consultation Budget with a few exceptions below
- **Investment interest** – in accordance with consultation budget
- **Returns from wholly owned companies** – in accordance with the consultation budget
- **Pensions** - The Medium Term Financial Strategy includes an increase from the current contribution in line with pay inflation increases. The next triennial review will be with effect from 1st April 2023. The budget allows for a premature repayment of £5 million into the pension fund on 1st April 2023 to reduce the employers contribution rate leading to a revenue saving to the council.

- **Pay-** Last year the Council agreed a 2 year local pay deal with the staff unions, commencing 1st April 2022 of 2% and 2.5%. In December 2022 to reflect economic conditions the Council agreed an additional one off payment to all staff of £500. Future pay assumptions are in line with the current national pay award which has recently been settled at £1,925 per employee.

Changes since the Consultation Budget

29. A number of other changes have been made to the Council's Budget in comparison to the Consultation Budget agreed at Cabinet on 14th December 2022.

Pressures

- **Bulky waste** – the current take-up of bulky waste collections indicates a reduction in the base budgeted income from £122k to £120k per annum.
- **CDM posts** – Changes in Construction Design and Management health and safety regulations in relation to construction projects necessitate an increase of 2 posts in this area, one for Housing (HRA) related projects and one for General Fund.
- **Law and Governance salaries-** There are currently 8 vacancies within the law and governance team. A number of attempts to recruit have not provided suitable candidates. Benchmarking against comparable jobs in the market indicate that the salary is insufficient to attract candidates and the additional budget provision will allow market supplements to increase the chances of recruitment success.
- **Congestion** – The recent delay to the implementation of the traffic filters in the city will result in addition costs incurred for services provided by ODS. The additional costs have been budgeted for the next 3 years.

Other changes

30. A number of other changes are proposed by the Administration in comparison to the draft budget:

- Safety measures at Barton - £10k. This will enable works to address safety concerns about a grassed slope adjacent to football pitches.
- Additional lighting to Multi Use Games Area (MUGA) – Wood Farm: £35k. This will enable lighting of the Multi Use Games Area, which has received strong support from the local community, local police, youth workers and council officers.
- Deletion of £20k archivist saving from 1-4-2023 – the administration considers this saving could not be realised.
- Deletion of reduction in communication team - £52k ongoing from 1-4-2025: the administration considers this would lead to unacceptable erosion of capacity in the communications team.
- Deletion of savings in grants to voluntary sector organisation – Additional cost of £55k ongoing from 1-4-2025, as a result of a review of this saving proposal.

- Increase in ward member budget by £500 for 1 year to £1500: from 2022/23 onwards, ward member budgets were reduced to £1000 per annum. Given the very slight improvement in the Council's financial settlement, a one-off increase back to the previous level is considered affordable and is proposed.
- Reinstatement of floodlighting at Rose Hihl recreation ground - £30k one off + £5k ongoing. Floodlights were historically present at this well-used recreation ground but were disconnected at the time the new Community Centre was opened. A temporary option was provided but has not worked, so it is proposed to install new floodlights.
- Pavement improvements – 2 years at £75 k per annum. The administration has taken on board concerns about the worsening state of pavements, alongside reduction in discretionary funding from Oxfordshire County Council. The City Council will attempt to lever matched funding for this spend, to undertake repairs to pavements as part of a two-year programme.

Summary of Changes to Medium Term Financial Strategy (MTFS)

31. The Council's General Fund MTFS is shown in Appendices 1-3 together with assumptions around fees and charges in Appendix 7. A summary of the movement in the Medium Term Financial Strategy from the Consultation Budget agreed in December 2022, taking account of the changes highlighted above is shown below:

Table 4			Summary General Fund MTFP 2023-24 TO 2026-27			
			2023/24	2024/25	2025/26	2026/27
			£	£	£	£
Net Expenditure per consultation Budget			23,433	22,094	22,618	23,157
ADJUSTMENTS						
Finance Settlement						
	Funding Guarantee grant		-220	0	0	0
	Services Grant		-243	0	0	0
Other						
	Bulky Waste		20	20	20	20
	1 x CDM posts		51	51	51	51
	Market Supplements		135	135	135	135
	Change to People Strategy savings split		-43	0	0	0
	Congestion - ongoing until 25/26 at a higher rate		112	168	168	0
	Roll in of Council Tax Support Admin Grant into RSG		197	197	197	197
	Safety measures at Barton Rec Ground		10	0	0	0
	Lighting to MUGA at Wood Farm		35	0	0	0
	Delete Archivist saving		20	20	20	20
	Delete communications reductions		0	30	52	52
	Delete OFS saving and cover half rent increase		15	15	55	55
	Increase ward councillors budget -one off by £500 back to £1500		24			
	Reinstate floodlighting at Rosehill Recreation ground		30	5	5	5
	Pavement improvements Ods client		75	75		
NET BUDGET REQUIREMENT			23,651	22,810	23,321	23,692
FUNDING						
	Council tax		-15,416	-16,036	-16,518	-17,015
	Retained Business Rates - Table 2		-8,517	-8,058	-6,099	-6,142
	Revenue Support Grant (RSG)		-197	-197	-197	-197
	New Homes Bonus		-663	0	0	0
	TOTAL		-24,793	-24,291	-22,814	-23,354
Additional (Surplus)/ Deficit transferred to reserves			-1,142	-1,481	507	338

32. The revised MTFP is now balanced over the 4 year period with a transfer from reserves of £0.3 million, a reduction of the amount assumed to be transferred from reserves in the Consultation budget of £2 million.

Cost of Living Crisis

33. The City Council has prepared its budget against a backdrop of unprecedented financial pressures as a result of inflation and interest rates, and the legacy impacts of the Covid-19 pandemic on some key income streams. The Council still continues to fund a wide range of services to help those on lower incomes, including:
- Discounted rates at Oxford's three leisure centres, ice rink and outdoor swimming pool
 - Free swimming for those aged 16 and under at Oxford's four swimming pools
 - Free access to leisure centres for those experience homelessness
 - Free youth clubs, sports sessions and summer activities
 - Low-cost activities at the City Council's 19 community centres across Oxford
 - Free and low cost-activities – including fitness sessions for mums, older people and those with diabetes – as part of the Go Active programme
 - Maintaining a 100% council tax discount for those on the lowest income.
34. The City Council provides almost half a million pounds of funding to support Oxford's community groups and charities, including organisations that provide free and low cost activities, alongside support and advice, for those on lower incomes.

Budget Consultation

35. The consultation concentrated on a number of key areas which are shown below. There were 155 responses received as at 23rd January. Members will be updated at the meeting with any further responses that are received up until the consultation closes on 31st January. Appendix 10 provides the detail of the responses with a summary shown below for each of the main areas:
- **Approach to Budget Setting**
 - i. There was strong support for most aspects of the council's budget setting strategy with use of our wholly owned companies to generate external trading income featuring highly, 58%- 62% either agreeing or strongly agreeing.
 - ii. 60% of respondents agreed with the strategy to reduce office space to save money.
 - iii. There was very strong support for charging an additional 100% premium council tax on second homes after 1 year – 70% either agreeing or strongly agreeing.

- iv. There was more support for charging the maximum permissible council tax of 2.99%, 39% compared to respondents that did not support 36%.
 - v. 48% agreed or strongly agree in the council continue to provide 100% council tax support for claimants on low income with 28% having a neutral view.
- **Alternative Approaches to Budget Setting**
 - i. Since respondents generally agreed with our approach to budget setting the alternative responses to budget setting were not generally supported. 40% of respondents disagreed or strongly disagreed (compared to 27% that agreed) to maintain all services but offer less. Equally 46% of respondents either disagreed or strongly disagreed (compared to 32% that agreed) to freezing council tax and cutting front line services.
- **Service Priorities**
 - i. Highest support (74% strongly agreeing or agreeing) in favour of maintaining parks and open spaces, (72%) for provision of affordable housing, tackling homelessness (68%)
 - ii. There was least support for encouraging customers to self-serve (47% strongly agreeing or agreeing) providing 100% council tax support for those on low incomes (53%) city centre enhancements (43%) and providing grants to voluntary and community groups (38%).
- **Capital Investment**
 - i. Highest support for investment in social housing (66% strongly agreeing or agreeing) and for investment in council house improvements and council estates (65%)
 - ii. Least support was given for investment in Cave Street (44%) although 41% of respondents were neutral on this issue. It should be noted that Cave Street is a project to deliver a financial return, as well as a benefit to the local economy.
- **Council Housing**

Highest support (53%) was given to maintaining the quality of existing homes and (51%) building new social housing with least support given to improving the look and feel of council estates (19%) and targeted estate regeneration such as Blackbird Leys and Barton (21%) although it should be noted that only 6 respondents were council tenants.
- **Use of neighbourhood CIL**
 - i. 29% of respondents either agreed or strongly agreed with how the council makes use of neighbourhood CIL, with 45% disagreeing or strongly disagreeing, 26% neutral and the balance not answering the question.

General Comments

36. A number of general comments were made by respondents with the main themes including:

- Stop cutting back verges and help wildlife diversity- multiple times
- Why don't ODS offer a service to leaseholders?
- Provide support for charitable providers
- Engage with County about travel in the city
- Increase car parking charges by more than 10% to resolve congestion- multiple times
- Suspend Low Traffic Neighbourhoods and bus gates – multiple times
- Maintain parks and street services.

Risk Implications

37. The main risks to the balanced position of the General Fund consultation budget (Appendix 8) are that:
- a) Savings from efficiencies and transformation not achieved
 - b) Council income streams continue to be affected by the pandemic beyond the provisions already made in the MTFS
 - c) Failure or uncertainty of major partners to deliver for instance in Leisure
 - d) The outcome of pay negotiations leads to costs above those budgeted from April 2023 onwards
 - e) Companies do not perform as well as expected leading to reduced income to the Council
 - f) Business Rates income is lower than forecast
 - g) Variations in interest rates or non-performance of property funds and multi asset vehicles effecting returns to council
 - h) Slippage in the capital programme adversely affects revenue savings and additional income in the MTFS
 - i) Cuts by partner organisations such as the County Council adversely affect service provision.

Section B Housing Revenue Account Budget

Issues arising since the publication of the consultation budget

38. The Council published its Consultation Budget on 14th December 2022 including the Housing Revenue Account Budget. The budget for the Housing Revenue Account is as detailed in Appendix 4. Appendix 5 shows the effect of the 7% increase on council house rents in the city. Future rent increases are assumed to be at CPI +1% i.e. 5%, 2.5%, 2.9% and 3% for the 4 year period commencing 1-4-2024.
39. Following the Budget Consultation exercise the Housing Revenue Account as published at Cabinet on 14th December 2022 is subject to some minor changes as follows:

- Extension of £100k for 2024-25 for spend on **youth related activities** within the HRA (which funds youth work on council estates and a grant of £50k to Rose Hill Junior Youth Club).
- **CDM posts** – Changes in Construction Design and Management health and safety regulations in relation to construction projects necessitate an increase of 2 posts in this area, one for Housing (HRA) related projects and one for General Fund.
- **Shared ownership rents** – Recent correspondence from DLUHC has requested whether social housing providers would be willing to voluntarily commit to shared ownership rent increases to no more than 7%. 90% of social housing providers including registered providers have made this commitment and the Secretary of State is keen that all owners of shared ownership dwellings benefit from this regardless of their landlord. Shared ownership rent setting is currently laid out in the lease agreement and reviewed annually in accordance with the greater of :

i) the Gross Rent under this Lease immediately preceding the Relevant Review Date x 1.005; and

(ii) the Gross Rent under this Lease immediately preceding the Relevant Review Date x ((B/A) + 0.005). (*Where B & A are the RPI indexes for the review month and 12 months prior respectively*).

The rent rise included in the Consultation Budget under these agreements were effectively an increase of 0.5% for properties less than 12 months old of which the council has 12 such properties or RPI + 0.5% (13.1%) for older properties of which the council owns 25 properties.

Agreeing to the Governments proposal would result in a minimal reduction in rental income to the council of £5,143 per annum.

40. The Revised HRA taking account of these changes is summarised below:

Table 5 Housing Revenue Account

	2023/24 £000's	2024/25 £000's	2025/26 £000's	2026/27 £000's
Income	(51,572)	(56,747)	(59,186)	(63,098)
Expenditure	50,388	53,843	54,747	56,993
Net Operating Expenditure	(1,184)	(2,904)	(4,439)	(6,105)
Investment income	(48)	(40)	(34)	(33)
Revenue Contributions	0	7,056	2,935	7,648
(Surplus)/Deficit for the Year	(1,232)	4,112	(1,538)	1,510
(Surplus)/Deficit b/fwd	(5,307)	(6,539)	(2,427)	(3,965)
(Surplus)/Deficit c/fwd	(6,539)	(2,427)	(3,965)	(2,455)

Key Assumptions

41. Key assumptions included in the budget include:

- **Inflation** - All the assumptions for inflation are the same as for the Council's General Fund.
- **HRA working balance** The working balance levels allow sufficient monies for the funding of future years' Capital Programme, the repayment of the debt, as well as an amount of £3.5 million as being the minimum required to cover unexpected events such as falling investment income or increased costs.
- **New dwellings** - The HRA BP assumes that it will continue to purchase the affordable housing from OCHL's 10 year development programme 1,214 properties within an overall budget envelope of £367 m before grant and share ownership sales, £289 m when these are taken into account. Additionally another 89 dwellings are planned through direct development on the HRA
- **Debt**- Debt will rise from £309 million in 2022-23 to peak debt of £636 million in 2030-31
- **Disposals** - Disposal of around 20 dwellings per year are assumed.
- **Rent increase** – The chancellors Autumn Budget speech on the 17th November 2022 announced a capping of rent rises for 2023-24 at 7% following the consultation exercise.
- **Service charges** such as caretaking, cleaning, CCTV, communal areas etc. will be increased by CPI at 1% across all tenure types in the HRA
- **The Furnished Tenancy** multiplier in respect of charges to tenants who take up the offer of the provision of white goods and other fittings at the start of a new tenancy is unchanged at 1.5155.

Risk Implications

42. The main risks to the balanced position of the HRA are summarised below and detailed in Appendix 8:

- Increase in interest rates together with the requirement to stay within prudent covenants such as interest cover will restrict the amount of activity in the HRA especially in the early years of the business plan.
- Increased arrears due to benefit changes arising from aftermath of COVID 19
- Construction delays in Housing Company and subsequent effect on capital spend on new housing and net rental streams
- Variations in estimates causing cash flow problems.

Section C Capital Programme

43. The Council's Draft Capital Programme for consultation amounted to over £767 million over the four year period 2023/24 to 2026/27.

44. Appendix 6 attached details the Council's Capital Programme for 2023/24 to 2026/27. The changes to the Consultation Budget reported in December 2022 are summarised in Table 6 below.

Table 6 Changes to Capital Programme 2023/24 to 2026/27 compared to Consultation Budget				
	2023/24 £000's	2024/25 £000's	2025/26 £000's	2026/27 £000's
GENERAL FUND				
Consultation Budget Spend	108,466	46,404	80,728	24,926
Slippage from 2022-23	3,509	5,166	454	0
Additional Spend				
Loans to Oxwed – see para 52 below	1,150	2,600	0	0
Cowley Branch line	3,646	840	74	0
Roken House	200			
Total General Fund	116,971	55,010	81,256	24,926
HRA				
Consultation Budget Spend	98,693	78,869	84,621	171,155
Re-profiling of properties purchased from OXPlace	12,513	40,541	(40,342)	22,350
Climate change works	0	0	0	4,000
Other slippages and re-profiling of spend	7,981	1,865	(295)	(934)
Northfield House	(780)	8,057	0	0
QL Improvements	245	78	78	78
Total HRA	118,652	129,410	44,062	196,649
Total Revised Programme	235,623	184,420	125,318	221,575

- **Loans to Oxwed** – Further loans to Oxwed to cover the delivery strategy and enabling works as referred to below and in the Cabinet report of 8th February. Whilst £750k will provide cash flow for the delivery strategy the drawdown of the enabling works £3million will be the subject of a further report to Cabinet in July.

- **Cowley Branch Line-** On 14th December Cabinet resolved to recommend to Council the approval of a capital budget of £4.56 million funded by £3.5million forward CIL payments from partners together with £771k from landowners and the County Council with the balance of £286k to be funded from the City Council
- **Climate Change works** – Additional £4million to support the councils social housing decarbonisation programme
- **Re-profiling of social housing purchases from OXPlace** – The changes take account of slippages in development of housing by OXPlace and the subsequent purchases by the council.
- **Roken House** - An increase of £200k for the Roken House sheltered housing scheme is proposed in the General Fund capital programme. This is to manage construction costs inflation, and to deliver sustainability improvements to the scheme, including replacing the gas boilers with Air-Source Heat Pumps (ASHPs), moving the building to all electric. This would improve the running costs of the building; improve fire safety; reduce carbon emissions; and future-proof the development, so that it would not need to be decanted and have a gas boiler alternative fitted at a later date. The drawdown of these funds will be subject to a separate officer decision in line with the Council's scheme of delegation. This will set out the business case and viability for the project against the Council's agreed parameters.
- **Northfield House** - An increase of £3.25m is proposed in the HRA capital programme for the Northfield House housing development scheme, principally due to construction cost inflation. The draw down of these funds will be subject to a separate Cabinet decision, most likely at the March 2023 cabinet, where the business case will demonstrate that an increase up to this amount passes the Council's agreed viability tests. Work is due to start imminently with the preferred contractor to value engineer their current proposal via a Pre Contract Services Agreement (PCSA) to inform the final decision on how we proceed with this project. It is also worth noting that the forthcoming cabinet paper will include recommendations for the re-programming of the wider HRA direct housing delivery programme, which should significantly reduce the overall increase required to the HRA capital programme to deliver Northfield House.

Funding of the Capital Programme

45. The funding of the Capital Programme is shown in Table 7 below.

Table 7 Capital Programme Financing 2023/24 to 2026/27				
	2023/24	2024/25	2025/26	2026/27
	£000's	£000's	£000's	£000's
GENERAL FUND				
Capital Receipts	15,046	14,281	18,446	13,592
Revenue and reserves and contributions	2,923	1,581	2,776	455
Community Infrastructure Levy and section 106	14,029	4,105	186	-
Grants	22,235	5,118	1,200	1,200
Borrowing	62,738	29,925	58,648	9,679
TOTAL GENERAL FUND	116,971	55,010	81,256	24,926
HRA				
Major Repairs Reserve	10,393	10,414	9,829	18,830
Capital Receipts	11,997	11,531	24,640	786
Grants	12,042	6,873	6,658	37
Revenue Funding		7,980	2,935	12,186
Borrowing	84,220	92,612	-	164,810
TOTAL HRA	118,652	129,410	44,062	196,649
TOTAL FUNDING	235,623	184,420	125,318	221,575

46. The main risks to the Capital Programme are set out in Appendix 8 and summarised below:

- a) Interest rate rises increase financing costs
- b) Right to buy disposals as detailed in the assumptions are not as forecast causing a shortfall in funding of schemes
- c) Delays in construction of new homes by OCHL
- d) Slippage in Capital Programme and impact on delivery of priorities
- e) Robustness of estimates.

Housing Company

47. There are no changes to the forecast financial returns from OX Place to the Council over the 4 year MTFS period since the Consultation Budget as follows:

Table 8 : Revenue Returns to Council from OCHL 2023/24 to 2026/27				
	2023/24	2024/25	2025/26	2026/27
	£000's	£000's	£000's	£000's
Loans outstanding at year end to Company	82,000	81,000	112,000	121,000
Revenue Returns to Council				
Gross Interest	3,500	5,100	6,500	8,300
Dividends	2,000	5,000	4,889	1,500
Total	5,500	10,100	11,389	10,800

Oxford West End Development (OXWED)

48. The Council has invested money on a 50/50 basis with its partner Nuffield College at a loan investment rate of 6.5% with loans outstanding at 31-10-2022 of £12.6 million loan and accrued interest of approximately £4.67 million. The overall development will drive significant gross value added, additional council tax, business rates and dividend return from the LLP. The timing of this return is as yet uncertain but is likely to be outside the next 4 year MTFP period possibly from 2027-28 onwards and at this stage has not been included.
49. In March 2021 Oxwed's shareholders resolved to proceed with the preparation of a master plan and the submission of a planning application. Oxwed have now submitted two planning applications to the Local Planning Authority. The first Oxwed application is an outline planning application for the master plan and the second is a detailed planning application for the enabling works needed to address the flood risk and create a development platform.
50. Whilst the planning application is under consideration OxWED wish to commence work on defining a delivery strategy for the site should planning permission be granted. If they wait to start on this until planning permission is secured then there will be a long lag between consent and going to market, which would delay delivery. Therefore, a balanced risk approach is proposed to agree the strategy whilst the application is under consideration but not to enact it in terms of going to market until planning permission is in place. If permission was not granted then the work on the delivery strategy and other work done to date would have to be revisited.
51. This approach will require the approval of additional expenditure to support the finalisation of an agreed delivery strategy, and the identification of a development partner(s). This is the next critical step to ensure the best possible return to the Council. If planning permission is secured Oxwed will also wish to carry out additional work to secure third party land and to undertake enabling works to the site to further de-risk the site for development market, and hopefully embed value in so doing. Additional budget for this is included in this Budget but the drawdown of this will be subject to future decisions by Cabinet and Shareholder.

52. The budget figure for this additional expenditure is £3.85m. Of this amount £750,000 relates to the delivery strategy and the remaining £3.1m relates to the enabling works and additional work to secure third party land. A Cabinet report for the delivery strategy is being considered at the February 2023 meeting alongside the budget papers. The budget for the enabling works and additional work relating to third party land will be subject to future reports and decisions.

Oxford Direct Services

53. There are no changes to the forecast financial returns from ODS to the Council over the 4 year period of the MTFS since the Consultation Budget as follows :

Table 9 Oxford Direct Services Revenue – 2021-22 to 2025-26

		£000s	£000s	£000s	£000s	£000s	£000s
		2021-22	2022-23	2023-24	2024-25	2025-26	4 Year Growth
Revenue		68,224	73,609	77,851	82,738	87,594	19,371
	ODS	58,457	61,350	61,791	62,245	62,816	4,358
	ODSTL	9,766	12,259	16,061	20,493	24,779	15,012
Profit After Tax		1,830	2,228	4,059	4,706	5,320	3,490
	ODS	1,211	1,727	3,147	3,109	2,975	1,764
	ODSTL	619	501	912	1,597	2,345	1,726

Financial Implications

54. These are covered within the main body of the report.

Legal Implications

55. The Council is required to set a balanced budget taking account of working balances and any other available reserves before the commencement of the financial year to which it relates. Consultation will be undertaken with the General Public for a period of 6 weeks in accordance with CIPFA Guidance.
56. The Local Government Act 2000 states that it is the responsibility of the full council, on the recommendation of the executive to approve the budget and related council tax demand.
57. The Local Government Act 2003, section 25 requires the council's Section 151 Officer to report to the council on the robustness of the estimates made and the adequacy of the proposed financial reserves assumed in the budget calculations. This will be done at Council in February 2019 when the Budget is approved.

58. Failure to set a legal budget may lead to intervention from the Secretary of State under section 15 of the Local Government Act 1999.

Risk Implications

59. These are shown in Appendix 8 of the report and highlighted within the body of the report.

Equalities Impact Assessment

60. A copy of the Equalities Impact Assessment is given in Appendix 9 attached to this report.

Report author	Nigel Kennedy
Job title	Head of Financial Services
Service area or department	Finance
Telephone	01865 252708
e-mail	nkennedy@oxford.gov.uk

Background Papers: None.

Appendix 1

OXFORD CITY COUNCIL GENERAL FUND REVENUE BUDGET 2023/24 FOR CONSULTATION AND FUTURE YEAR CONTROL TOTALS - APPENDIX 1								
	Recommended Budget 2023/24		Proposed Budget 2024/25		Proposed Budget 2025/26		Proposed Budget 2026/27	
	£000's	% of Total	£000's	% of Total	£000's	% of Total	£000's	% of Total
COMMUNITIES & PEOPLE	13,888	47%	11,902	47%	11,703	48%	11,553	50%
Business Improvement	1,249	4%	(58)	(%)	(241)	(1%)	(441)	(2%)
Transformation Projects	308	1%	(100)	(%)	(100)	(%)	(100)	(%)
Business Support	1	%	1	%	1	%	1	%
ICT	446	1%	(254)	(1%)	(284)	(1%)	(284)	(1%)
Customer Services	(110)	(%)	(200)	(1%)	(255)	(1%)	(455)	(2%)
Human Resources & Organisational Development	604	2%	495	2%	397	2%	397	2%
Community Services	6,179	21%	5,665	22%	5,627	23%	5,627	24%
Leisure Management	2,568	9%	2,353	9%	2,353	10%	2,353	10%
Sports Development	186	1%	186	1%	186	1%	186	1%
Parks Development	628	2%	558	2%	558	2%	558	2%
Community Centres	1,178	4%	1,123	4%	1,085	4%	1,085	5%
Youth Ambition	400	1%	350	1%	350	1%	350	2%
Town Hall & Facilities	(449)	(2%)	(449)	(2%)	(449)	(2%)	(449)	(2%)
Culture	500	2%	400	2%	400	2%	400	2%
Localities Team	1,169	4%	1,145	5%	1,145	5%	1,145	5%
Regulatory Services & Community Safety	1,593	5%	1,563	6%	1,563	6%	1,563	7%
Regulatory Services	556	2%	526	2%	526	2%	526	2%
Community Safety	1,037	3%	1,037	4%	1,037	4%	1,037	4%
Housing Services	4,866	16%	4,731	19%	4,753	19%	4,803	21%
Community Housing & Strategy	916	3%	844	3%	847	3%	847	4%
Housing Needs	3,725	13%	3,662	15%	3,681	15%	3,731	16%
Property Services	91	%	91	%	91	%	91	%
Welfare Reform	135	%	135	1%	135	1%	135	1%
DEVELOPMENT	(5,093)	(17%)	(6,358)	(25%)	(7,004)	(29%)	(7,575)	(33%)
Corporate Property	(7,625)	(26%)	(8,931)	(35%)	(9,505)	(39%)	(10,076)	(43%)
Property Services	811	3%	811	3%	731	3%	731	3%
Asset Management	(8,617)	(29%)	(9,923)	(39%)	(10,417)	(43%)	(10,988)	(47%)
Transactions & Special Projects	182	1%	182	1%	182	1%	182	1%
Regeneration & Economy	817	3%	862	3%	862	4%	862	4%
Economic Development	435	1%	480	2%	480	2%	480	2%
Development Team & PMO	382	1%	382	2%	382	2%	382	2%
Planning	1,716	6%	1,712	7%	1,640	7%	1,640	7%
Development	(49)	(%)	(72)	(%)	(72)	(%)	(72)	(%)
Support Services	299	1%	254	1%	254	1%	254	1%
Information Services	12	%	12	%	12	%	12	%
Spatial Development	1,454	5%	1,518	6%	1,446	6%	1,446	6%
CORPORATE STRATEGY	1,477	5%	1,484	6%	1,367	6%	1,359	6%
Policy & Communications	285	1%	285	1%	246	1%	238	1%
Corporate Strategy	166	1%	166	1%	166	1%	166	1%
Communications	35	%	35	%	(4)	(%)	(12)	(%)
Policy & Partnerships	84	%	84	%	84	%	84	%
Environmental Sustainability	1,192	4%	1,199	5%	1,121	5%	1,121	5%
Environmental Quality	376	1%	371	1%	293	1%	293	1%
Energy & Natural Resources	440	1%	440	2%	440	2%	440	2%
Smart, Sustainable Cities	375	1%	387	2%	387	2%	387	2%
ODS	14,665	49%	13,508	54%	13,683	56%	13,248	57%
ODS Client	14,665	49%	13,508	54%	13,683	56%	13,248	57%
Parking Management	(1,239)	(4%)	(1,179)	(5%)	(617)	(3%)	(617)	(3%)
Domestic Waste	6,112	21%	6,112	24%	6,112	25%	6,112	26%
Street Cleansing	6,120	21%	6,120	24%	6,120	25%	6,120	26%
Parks & Open Spaces	3,781	13%	3,781	15%	3,781	15%	3,781	16%
Pest Control	258	1%	258	1%	258	1%	258	1%
Engineering	75	%	75	%	(0)	(%)	(0)	(%)
Motor Transport	528	2%	528	2%	528	2%	360	2%
Overheads & Profit Share	(971)	(3%)	(2,188)	(9%)	(2,500)	(10%)	(2,767)	(12%)
CORPORATE SERVICES	4,854	16%	4,703	19%	4,652	19%	4,656	20%
Financial Services	3,843	13%	3,718	15%	3,663	15%	3,663	16%
Accountancy	(69)	(%)	(109)	(%)	(109)	(%)	(109)	(%)
Corporate Finance	159	1%	159	1%	159	1%	159	1%
Investigations	390	1%	340	1%	340	1%	340	1%
Procurement & Payments	(53)	(%)	(88)	(%)	(88)	(%)	(88)	(%)

OXFORD CITY COUNCIL GENERAL FUND REVENUE BUDGET 2023/24 FOR CONSULTATION AND FUTURE YEAR CONTROL TOTALS - APPENDIX 1

	Recommended Budget 2023/24		Proposed Budget 2024/25		Proposed Budget 2025/26		Proposed Budget 2026/27	
	£000's	% of Total	£000's	% of Total	£000's	% of Total	£000's	% of Total
Revenues & Benefits	3,418	11%	3,418	14%	3,363	14%	3,363	14%
Incomes	(2)	(%)	(2)	(%)	(2)	(%)	(2)	(%)
			0					
Law & Governance	1,010	3%	984	4%	988	4%	992	4%
Committees & Members Services	(1)	(%)	3	%	7	%	11	%
Election Services	480	2%	480	2%	480	2%	480	2%
Legal Services	512	2%	482	2%	482	2%	482	2%
Senior Management Team	19	%	19	%	19	%	19	%
Total Budget at Portfolio Level	29,791	100%	25,239	100%	24,401	100%	23,241	100%
Below the line								
Corporate Accounts	(7,077)	(29%)	(10,106)	(42%)	(11,052)	(48%)	(6,460)	(28%)
Contingencies	3,351	14%	7,276	30%	8,484	37%	8,447	36%
Total Expenditure Budget	26,065	105%	22,409	92%	21,833	96%	25,228	108%
General Fund Working Balances								
Transfer to / (from) General Fund Working Balances								
Transfers to/(from) reserves	(1,272)	(5%)	1,882	8%	982	4%	(1,874)	(8%)
Net Budget Requirement	24,793	100%	24,291	100%	22,815	100%	23,354	100%
Financed by								
External Funding	(197)	(1%)	(197)	(1%)	(197)	(1%)	(197)	(1%)
Business Rates retention	(8,517)	(34%)	(8,058)	(33%)	(6,100)	(27%)	(6,142)	(26%)
New Homes Bonus	(663)	(3%)	0	%	0	%	0	%
Council tax	(15,687)	(63%)	(16,307)	(67%)	(16,789)	(74%)	(17,286)	(74%)
Less Parish Precept	271	1%	271	1%	271	1%	271	1%
Collection Fund Surplus								
Business Rates Collection Fund (Surplus) / Deficit								
Over / (Under) Allocated budget	(0)		(0)		(0)		(0)	

Appendix 2

OXFORD CITY COUNCILS REVENUE BUDGET AT PORTFOLIO LEVEL 2023/24

APPENDIX 2

	Approved Budget 2022/23	MTFP assumptions	Contractual Inflation	Pressures	Existing Efficiencies	Invest to Save	Fees & Charges	Service Efficiencies	New Investment	Transformation & New Efficiencies	Total App3	Recommended Budget 2023/24
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
COMMUNITIES & PEOPLE	15,676	0	50	(397)	(862)	(227)	(96)	(182)	125	(200)	(1,789)	13,888
Business Improvement	1,738	0	45	(21)	(65)	(302)	0	(50)	0	(97)	(490)	1,249
Transformation Projects	559					(251)						308
Business Support	1											1
ICT	629		45	(97)	(65)	(3)		(17)		(46)		446
Customer Services	(56)			26		(5)		(24)		(51)		(110)
Human Resources & Organisational Development	606			50		(43)		(9)				604
Community Services	7,048	0	5	(130)	(749)	0	(40)	(54)	99	0	(869)	6,179
Leisure Management	2,892			(70)	(200)			(54)				2,568
Sports Development	186											186
Parks Development	553								75			628
Community Centres	1,274		2		(98)							1,178
Youth Ambition	400											400
Town Hall & Facilities	(1)		3		(451)							(449)
Culture	600			(60)			(40)					500
Localities Team	1,145								24			1,169
Regulatory Services & Community Safety	1,747	0	0	0	(13)	0	(56)	(41)	26	(70)	(154)	1,593
Regulatory Services	713						(56)	(41)		(60)		556
Community Safety	1,034				(13)				26	(10)		1,037
Housing Services	5,142	0	0	(246)	(35)	75	0	(37)	0	(33)	(276)	4,866
Community Housing & Strategy	847			3		75		(9)				916
Housing Needs	4,070			(249)	(35)			(28)		(33)		3,725
Property Services	91											91
Welfare Reform	135											135
DEVELOPMENT	(6,122)	0	0	171	(416)	1,322	0	(33)	0	(15)	1,029	(5,093)
Corporate Property	(8,759)	0	0	164	(343)	1,322	0	(9)	0		1,134	(7,625)
Property Services	910			(57)	(42)							811
Asset Management	(9,850)			221	(301)	1,322		(9)				(8,617)
Transactions & Special Projects	182											182
Regeneration & Economy	818	0	0	7	0	0	0	(8)	0	0	(1)	817
Economic Development	428			7								435
Development Team & PMO	390			0				(8)				382
Planning	1,820	0	0	0	(73)	0	0	(16)	0	(15)	(104)	1,716
Development	24				(73)							(49)
Support Services	315							(16)				299
Information Services	12											12
Spatial Development	1,469									(15)		1,454
CORPORATE STRATEGY	1,620	0	0	148	(66)	0	(171)	(10)	4	(48)	(143)	1,477

OXFORD CITY COUNCILS REVENUE BUDGET AT PORTFOLIO LEVEL 2023/24

APPENDIX 2

	Approved Budget 2022/23	MTFP assumptions	Contractual Inflation	Pressures	Existing Efficiencies	Invest to Save	Fees & Charges	Service Efficiencies	New Investment	Transformation & New Efficiencies	Total App3	Recommended Budget 2023/24
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Policy & Communications	286	0	0	0	0	0	0	(5)	4	0	(1)	285
Corporate Strategy	167							(1)				166
Communications	38							(3)				35
Policy & Partnerships	81							(1)	4			84
Environmental Sustainability	1,334	0	0	148	(66)	0	(171)	(5)	0	(48)	(142)	1,192
Environmental Quality	566			23	(66)		(119)	(5)		(23)		376
Energy & Natural Resources	440			25						(25)		440
Smart, Sustainable Cities	327			100			(52)					375
ODS	14,975	0	0	518	0	0	(901)	0	80	(7)	(310)	14,665
ODS Client	14,975	0	0	518	0	0	(901)	0	80	(7)	(310)	14,665
Parking Management	(1,177)						(52)			(10)		(1,239)
Domestic Waste	6,239			70			(170)			(27)		6,112
Street Cleansing	6,145								5	(30)		6,120
Parks & Open Spaces	3,781											3,781
Pest Control	258											258
Engineering	(0)								75			75
Motor Transport	210			318								528
Overheads & Profit Share	(482)			130			(679)			60		(971)
CORPORATE SERVICES	4,487	0	0	505	65	0	0	(63)	0	(140)	367	4,854
Financial Services	3,632	0	0	306	65	0	0	(20)	0	(140)	211	3,843
Accountancy	(63)							(6)				(69)
Corporate Finance	(2)			161								159
Investigations	413							(3)		(20)		390
Procurement & Payments	(26)			25				(2)		(50)		(53)
Revenues & Benefits	3,312			120	65			(9)		(70)		3,418
Incomes	(2)											(2)
Law & Governance	854	0	0	199	0	0	0	(43)	0	0	156	1,010
Committees & Members Services	4			4				(9)				(1)
Election Services	489							(9)				480
Legal Services	332			195				(15)		0		512
Senior Management Team	29							(10)				19
Total Budget at Portfolio Level	30,636	0	50	946	(1,279)	1,095	(1,168)	(288)	209	(410)	(846)	29,791
Below the line												
Corporate Accounts	(7,129)	52										(7,077)
Contingencies	856	2,495										3,351
Total Expenditure Budget	24,363											26,065

OXFORD CITY COUNCILS REVENUE BUDGET AT PORTFOLIO LEVEL 2023/24

APPENDIX 2

	Approved Budget 2022/23	MTFP assumptions	Contractual Inflation	Pressures	Existing Efficiencies	Invest to Save	Fees & Charges	Service Efficiencies	New Investment	Transformation & New Efficiencies	Total App3	Recommended Budget 2023/24
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
General Fund Working Balances												
Transfer to / (from) General Fund Working Balances												0
Transfers to/(from) reserves	(1,981)	709										(1,272)
Net Budget Requirement	22,382											24,793
Financed by												
External Funding		(197)										(197)
Business Rates retention	(7,154)	(1,363)										(8,517)
New Homes Bonus	(471)	(192)										(663)
Council tax	(15,028)	(659)										(15,687)
Less Parish Precept	271											271
Collection Fund Surplus												
Business Rates Collection Fund (Surplus) / Deficit												
Over / (Under) Allocated budget	0											(0)

OXFORD CITY COUNCILS REVENUE BUDGET AT PORTFOLIO LEVEL 2024/25 APPENDIX 2

40

	Recommended Budget 2023/24	MTFP assumptions	Contractual Inflation	Pressures	Existing Efficiencies	Invest to Save	Fees & Charges	Service Efficiencies	New Investment	Transformation & New Efficiencies	Total App3	Proposed Budget 2024/25
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
COMMUNITIES & PEOPLE	13,888	0	0	(113)	(305)	(902)	(60)	0	(109)	(497)	(1,986)	11,902
Business Improvement	1,249	0	0	(76)	0	(827)	0	0	0	(404)	(1,307)	(58)
Transformation Projects	308			(50)		(358)						(100)
Business Support	1											1
ICT	446					(360)				(340)		(254)
Customer Services	(110)			(26)						(64)		(200)
Human Resources & Organisational Development	604					(109)						495
Community Services	6,179	0	0	(40)	(255)	0	(60)	0	(109)	(50)	(514)	5,665
Leisure Management	2,568				(200)				(15)			2,353
Sports Development	186											186
Parks Development	628								(70)			558
Community Centres	1,178				(55)							1,123
Youth Ambition	400									(50)		350
Town Hall & Facilities	(449)											(449)
Culture	500			(40)			(60)					400
Localities Team	1,169								(24)			1,145
Regulatory Services & Community Safety	1,593	0	0	0	0	0	0	0	0	(30)	(30)	1,563
Regulatory Services	556									(30)		526
Community Safety	1,037											1,037
Housing Services	4,866	0	0	3	(50)	(75)	0	0	0	(13)	(135)	4,731
Community Housing & Strategy	916			3		(75)						844
Housing Needs	3,725				(50)					(13)		3,662
Property Services	91											91
Welfare Reform	135											135
DEVELOPMENT	(5,093)	0	0	187	(1,163)	(281)	0	0	0	(8)	(1,265)	(6,358)
Corporate Property	(7,625)	0	0	115	(1,140)	(281)	0	0	0	0	(1,306)	(8,931)
Property Services	811											811
Asset Management	(8,617)			115	(1,140)	(281)						(9,923)
Transactions & Special Projects	182											182
Regeneration & Economy	817	0	0	45	0	0	0	0	0	0	45	862
Economic Development	435			45								480
Development Team & PMO	382											382
Planning	1,716	0	0	27	(23)	0	0	0	0	(8)	(4)	1,712
Development	(49)				(23)							(72)
Support Services	299			(45)								254
Information Services	12											12
Spatial Development	1,454			72						(8)		1,518
CORPORATE STRATEGY	1,477	0	0	(5)	0	0	12	0	0	0	7	1,484

APPENDIX 2

41

OXFORD CITY COUNCILS REVENUE BUDGET AT PORTFOLIO LEVEL 2024/25 APPENDIX 2

	Recommended Budget 2023/24	MTFP assumptions	Contractual Inflation	Pressures	Existing Efficiencies	Invest to Save	Fees & Charges	Service Efficiencies	New Investment	Transformation & New Efficiencies	Total App3	Proposed Budget 2024/25
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
General Fund Working Balances												
Transfer to / (from) General Fund Working Balances												
Transfers to/(from) reserves	(1,272)	3,154										1,882
Net Budget Requirement	24,793											24,291
Financed by												
External Funding	(197)											(197)
Business Rates retention	(8,517)	459										(8,058)
New Homes Bonus	(663)	663										0
Council tax	(15,687)	(620)										(16,307)
Less Parish Precept	271											271
Collection Fund Surplus												
Business Rates Collection Fund (Surplus) / Deficit												
Over / (Under) Allocated budget	(0)											(0)

OXFORD CITY COUNCILS REVENUE BUDGET AT PORTFOLIO LEVEL 2025/26 APPENDIX 2

43

	Proposed Budget 2024/25	MTFP assumptions	Contractual Inflation	Pressures	Existing Efficiencies	Invest to Save	Fees & Charges	Service Efficiencies	New Investment	Transformation & New Efficiencies	Total App3	Proposed Budget 2025/26
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
COMMUNITIES & PEOPLE	11,902	0	0	22	(93)	(98)	0	0	0	(30)	(199)	11,703
Business Improvement	(58)	0	0	0	(55)	(98)	0	0	0	(30)	(183)	(241)
Transformation Projects	(100)											(100)
Business Support	1											1
ICT	(254)									(30)		(284)
Customer Services	(200)				(55)							(255)
Human Resources & Organisational Development	495					(98)						397
Community Services	5,665	0	0	0	(38)	0	0	0	0	0	(38)	5,627
Leisure Management	2,353											2,353
Sports Development	186											186
Parks Development	558											558
Community Centres	1,123				(38)							1,085
Youth Ambition	350											350
Town Hall & Facilities	(449)											(449)
Culture	400											400
Localities Team	1,145											1,145
Regulatory Services & Community Safety	1,563	0	0	0	0	0	0	0	0	0	0	1,563
Regulatory Services	526											526
Community Safety	1,037											1,037
Housing Services	4,731	0	0	22	0	0	0	0	0	0	22	4,753
Community Housing & Strategy	844			3								847
Housing Needs	3,662			19								3,681
Property Services	91											91
Welfare Reform	135											135
DEVELOPMENT	(6,358)	0	0	(157)	(304)	(185)	0	0	0	0	(646)	(7,004)
Corporate Property	(8,931)	0	0	(85)	(304)	(185)	0	0	0	0	(574)	(9,505)
Property Services	811			(80)								731
Asset Management	(9,923)			(5)	(304)	(185)						(10,417)
Transactions & Special Projects	182											182
Regeneration & Economy	862	0	0	0	0	0	0	0	0	0	0	862
Economic Development	480											480
Development Team & PMO	382			0								382
Planning	1,712	0	0	(72)	0	0	0	0	0	0	(72)	1,640
Development	(72)											(72)
Support Services	254											254
Information Services	12											12
Spatial Development	1,518			(72)								1,446

APPENDIX 2

44

APPENDIX 2

[illegible]

46

[illegible]

[illegible]

This page is intentionally left blank

Appendix 3

General Fund Budget Proposals Summary 2023-24 to 2026-27

Amended Bids & Savings
New Bids & Savings

2023/24																Original Figures	(Savings)/ Bids
Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformation & New Efficiency		Total Variation	(Savings)/ Bids
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	
Business Improvement	45	(21)	1.00	(65)	0.00	(302)	0.00	0	0.00	(50)	0.00	0	0.00	(97)	0.00	(490)	230
Community Services	5	(130)	0.00	(749)	0.00	0	0.00	(40)	0.00	(54)	0.00	99	0.00	0	0.00	(869)	(31)
Regeneration & Economy	0	7	2.00	0	0.00	0	0.00	0	0.00	(8)	0.00	0	0.00	0	0.00	(1)	(1)
Corporate Property	0	194	6.00	(343)	(1.00)	1,322	(1.00)	0	0.00	(9)	0.00	0	0.00	0	0.00	1,164	582
Planning	0	0	0.00	(73)	(2.00)	0	0.00	0	0.00	(16)	0.00	0	0.00	(15)	0.00	(104)	(59)
Corporate Strategy	0	0	0.00	0	0.00	0	0.00	0	0.00	(5)	0.00	4	0.09	0	0.00	(1)	(5)
Regulatory & Community Safety	0	0	0.00	(13)	(0.30)	0	0.00	(56)	0.00	(41)	0.00	26	0.00	(70)	(1.00)	(154)	(85)
Housing Services	0	(246)	0.00	(35)	(2.50)	75	0.00	0	0.00	(37)	0.00	0	0.00	(33)	0.00	(276)	101
Environmental Sustainability	0	148	0.50	(66)	(1.00)	0	0.00	(172)	0.00	(5)	0.00	0	0.00	(48)	0.50	(142)	(242)
Oxford Direct Services	0	518	0.00	0	0.00	0	0.00	(901)	0.00	0	0.00	80	0.00	(7)	(7.00)	(310)	1,114
Financial Services	0	306	0.00	65	0.00	0	0.00	0	0.00	(21)	0.00	0	0.00	(140)	(1.20)	211	367
Law & Governance	0	169	0.00	0	0.00	0	0.00	0	0.00	(43)	0.00	0	0.00	0	1.00	126	178
Chief Executive	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0
Total	50	945	9.50	(1,279)	(6.80)	1,095	(1.00)	(1,169)	0.00	(287)	0.00	209	0.09	(410)	(7.70)	(846)	(2,994)
2024/25																	
Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformation & New Efficiency		Total Variation	(Savings)/ Bids
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	
Business Improvement	0	(76)	0.00	0	0.00	(827)	0.00	0	0.00	0	0.00	0	0.00	(404)	0.00	(1,307)	(14)
Community Services	0	(40)	0.00	(255)	0.00	0	0.00	(60)	0.00	0	0.00	(109)	0.00	(50)	0.00	(514)	(244)
Regeneration & Economy	0	45	1.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	45	45
Corporate Property	0	85	(2.00)	(1,140)	(1.00)	(281)	(1.00)	0	0.00	0	0.00	0	0.00	0	0.00	(1,336)	(222)
Planning	0	27	(1.00)	(23)	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(8)	0.00	(4)	110
Corporate Strategy	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	22
Regulatory & Community Safety	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(30)	0.00	(30)	(30)
Housing Services	0	3	0.00	(50)	0.00	(75)	0.00	0	0.00	0	0.00	0	0.00	(13)	0.00	(135)	(75)
Environmental Sustainability	0	(5)	0.00	0	0.00	0	0.00	12	0.00	0	0.00	0	0.00	0	0.00	7	152
Oxford Direct Services	0	125	0.00	0	0.00	0	0.00	(282)	0.00	0	0.00	0	0.00	(1,000)	0.00	(1,157)	(718)
Financial Services	0	0	(1.00)	(50)	(1.00)	0	0.00	0	0.00	0	0.00	0	0.00	(75)	(2.00)	(125)	(155)
Law & Governance	0	4	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	4	4
Chief Executive	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0
Total	0	168	(3.00)	(1,518)	(2.00)	(1,183)	(1.00)	(330)	0.00	0	0.00	(109)	0.00	(1,580)	(2.00)	(4,552)	(3,427)
2025/26																	
Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformation & New Efficiency		Total Variation	(Savings)/ Bids
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	
Business Improvement	0	0	0.00	(55)	(2.00)	(98)	(1.00)	0	0.00	0	0.00	0	0.00	(30)	0.00	(183)	(98)
Community Services	0	0	0.00	(38)	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(38)	0
Regeneration & Economy	0	0	(1.00)	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0
Corporate Property	0	(85)	(4.00)	(304)	(1.00)	(185)	(1.00)	0	0.00	0	0.00	0	0.00	0	0.00	(574)	206
Planning	0	(72)	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(72)	(27)
Corporate Strategy	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(39)	(0.83)	0	0.00	(39)	(9)
Regulatory & Community Safety	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0
Housing Services	0	22	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	22	(31)
Environmental Sustainability	0	(25)	(0.50)	0	0.00	0	0.00	62	0.00	0	0.00	(140)	0.00	25	0.00	(78)	(78)
Oxford Direct Services	0	0	0.00	0	0.00	0	0.00	(750)	0.00	0	0.00	(75)	0.00	1,000	0.00	175	(294)
Financial Services	0	0	0.00	(55)	(1.50)	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(55)	(26)
Law & Governance	0	4	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	4	4
Chief Executive	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0
Total	0	(156)	(5.50)	(452)	(4.50)	(283)	(2.00)	(688)	0.00	0	0.00	(254)	(0.83)	995	0.00	(838)	(484)

2026/27

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformation & New Efficiency		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Business Improvement	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(200)	0.00	(200)
Community Services	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Regeneration & Economy	0	0	(1.00)	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Corporate Property	0	(70)	0.00	(60)	0.00	(441)	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(571)
Planning	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Corporate Strategy	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(8)	(0.17)	0	0.00	(8)
Regulatory & Community Safety	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Housing Services	0	50	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	50
Environmental Sustainability	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Oxford Direct Services	0	(168)	0.00	0	0.00	0	0.00	(267)	0.00	0	0.00	0	0.00	0	0.00	(435)
Financial Services	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Law & Governance	0	4	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	4
Chief Executive	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Total	0	(184)	(1.00)	(60)	0.00	(441)	0.00	(267)	0.00	0	0.00	(8)	(0.17)	(200)	0.00	(1,160)

Total Summary

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformation & New Efficiency		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Business Improvement	45	(97)	1	(120)	(2)	(1,227)	(1)	0	0	(50)	0	0	0	(731)	0	(2,180)
Community Services	5	(170)	0	(1,042)	0	0	0	(100)	0	(54)	0	(10)	0	(50)	0	(1,421)
Regeneration & Economy	0	52	1	0	0	0	0	0	0	(8)	0	0	0	0	0	44
Corporate Property	0	124	0	(1,847)	(3)	415	(3)	0	0	(9)	0	0	0	0	0	(1,317)
Planning	0	(45)	(1)	(96)	(2)	0	0	0	0	(16)	0	0	0	(23)	0	(180)
Corporate Strategy	0	0	0	0	0	0	0	0	0	(5)	0	(43)	(1)	0	0	(48)
Regulatory & Community Safety	0	0	0	(13)	(0)	0	0	(56)	0	(41)	0	26	0	(100)	(1)	(184)
Housing Services	0	(172)	0	(85)	(3)	0	0	0	0	(37)	0	0	0	(46)	0	(339)
Environmental Sustainability	0	118	0	(66)	(1)	0	0	(98)	0	(5)	0	(140)	0	(23)	1	(213)
Oxford Direct Services	0	475	0	0	0	0	0	(2,199)	0	0	0	5	0	(7)	(7)	(1,726)
Financial Services	0	306	(1)	(40)	(3)	0	0	0	0	(21)	0	0	0	(215)	(3)	31
Law & Governance	0	181	0	0	0	0	0	0	0	(43)	0	0	0	0	1	138
Chief Executive	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	50	773	0.00	(3,309)	(13.30)	(812)	(4.00)	(2,453)	0.00	(287)	0.00	(162)	(0.91)	(1,195)	(9.70)	(7,395)

2026/27

Original Figures	(Savings)/ Bids
£000's	£000's
0	(200)
0	0
0	0
0	(571)
0	0
0	(8)
0	0
0	50
0	0
0	(435)
0	0
0	4
0	0
0	(1,160)

Total

Original Figures	(Savings)/ Bids
£000's	£000's
	(2,180)
	(1,421)
	44
	(1,317)
	(180)
	(48)
	(184)
	(339)
	(213)
	(1,726)
	31
	138
0	(7,395)

Communities & Customers Budget Proposals Summary
2023-24 to 2026-27

2023/24

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/ Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Business Improvement	45	(21)	1.00	(65)	0.00	(302)	0.00	0	0.00	(50)	0.00	0	0.00	(97)	0.00	(490)
Community Services	5	(130)	0.00	(749)	0.00	0	0.00	(40)	0.00	(54)	0.00	99	0.00	0	0.00	(869)
Total	50	(151)	1.00	(814)	0.00	(302)	0.00	(40)	0.00	(104)	0.00	99	0.00	(97)	0.00	(1,358)

2024/25

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/ Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Business Improvement	0	(76)	0.00	0	0.00	(827)	0.00	0	0.00	0	0.00	0	0.00	(404)	0.00	(1,307)
Community Services	0	(40)	0.00	(255)	0.00	0	0.00	(60)	0.00	0	0.00	(109)	0.00	(50)	0.00	(514)
Total	0	(116)	0.00	(255)	0.00	(827)	0.00	(60)	0.00	0	0.00	(109)	0.00	(454)	0.00	(1,821)

2025/26

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/ Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Business Improvement	0	0	0.00	(55)	(2.00)	(98)	(1.00)	0	0.00	0	0.00	0	0.00	(30)	0.00	(183)
Community Services	0	0	0.00	(38)	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(38)
Total	0	0	0.00	(93)	(2.00)	(98)	(1.00)	0	0.00	0	0.00	0	0.00	(30)	0.00	(221)

2026/27

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/ Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Business Improvement	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(200)	0.00	(200)
Community Services	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Total	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(200)	0.00	(200)

Total Summary

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/ Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Business Improvement	45	(97)	1	(120)	(2)	(1,227)	(1)	0	0	(50)	0	0	0	(731)	0	(2,180)
Community Services	5	(170)	0	(1,042)	0	0	0	(100)	0	(54)	0	(10)	0	(50)	0	(1,421)
Total	50	(267)	1.00	(1,162)	(2.00)	(1,227)	(1.00)	(100)	0.00	(104)	0.00	(10)	0.00	(781)	0.00	(3,600)

		Business Improvement									
Proposal		H/M/L	2023-24 £000s	2024-25 £000s	2025-26 £000s	2026-27 £000s	2023-24	2024-25	2025-26	2026-27	Total
Contractual Inflation											
1	Technology	ICT renewals contractual inflation - not continued into future years as intention is to offset this through contracts rationalisation	H	45							
Total Contractual Inflation				45							
Pressures											
2	Technology	Reversal of investment to cover additional pressures on current Data Centre contract due to increased server requirements associated with homeworking and increasing number of business applications. Pressure to be removed through new contract model combined with rationalisation of contracts	H	(170)							
3	Transformation	Reversal of investment to support the transformation projects across the organisation	H		(50)						
4	Technology	Revenue costs associated with capital bids (redesign Council Website; scanning planning files; Asset Management System)		74							
5	Customer Services	Turnover Saving - pause for one year only	M	26	(26)	0					
6	HR&OD	Health & Safety Advisor	M	50			1.00				
Total Pressures				(21)	(76)		1.00				
Existing Efficiencies											
7	Customer Services	Impact of Universal Credit rollout on Contact Centre - savings pushed back due to delayed migration of existing claimants to UC, now anticipated in 2025	M			(55)			(2.00)		(2.00)
8	Technology	Housing System rationalisation saving (ICT element)	M	(65)							
Total Existing Efficiencies				(65)	(55)			(2.00)		(2.00)	
Invest to Save											
9	Customer Services	New Revs & Bens system - savings generated by not having to operate through two systems - final £5k saving as £15k in 22/23	H	(5)							
10	HR & OD	Claw back of £138k investment in People Team service re-design leading to post reduction		(43)	(42)	(98)			(1.00)		
11	Transformation	Reversal of investment in the change programme, in addition to £300k in base		(251)	(358)						
12	Human Resources	Reversal of additional funding for People PM change			(67)						
13	ICT	Reversal of additional funding for ICT change staffing		(62)	(360)						
14	ICT	Change programme - ICT revenue costs		59							

Community Services

Proposal

H/M/L	2023-24	2024-25	2025-26	2026-27	2023-24	2024-25	2025-26	2026-27	Total
	£000s	£000s	£000s	£000s					

Contractual Inflation

1	Town Hall	price increase of 8% for Trade Waste collections
2	Community Centres	price increase of 8% for Trade Waste collections

3									
2									

Total Contractual Inflation

5									
---	--	--	--	--	--	--	--	--	--

Pressures

3	Leisure Management	Reversal of Cycle tour investment - £30k in 20/21 budget due to increase in 21/22 when Oxford was focus of the race but the race cancelled in summer 2020 and pushed on to 22/23
4	Culture	Reversal of additional revenue costs on opening museum, now split over 2 years
5	Leisure Management	Reversal of one off investment for Swimming Pool Plant Condition Surveys (Barton, Ferry, Hinksey, Leys)

(40)									
(60)	(40)								
(30)									

Total Pressures

(130)	(40)								
-------	------	--	--	--	--	--	--	--	--

Existing Efficiencies

6	Community Centres	Projected loss in room hire income - Covid related (60% reduction in 21-22, 40% reduction in 22-23) - base budget £233k in 22/23
7	Town Hall	Projected loss in Town Hall income - Covid related - base budget in 22/23 is £808k - some cost savings already included in 21/22
8	Leisure Management	Invest in leisure during a changing market to devise a new model and consider new arrangements
9	Facilities Management	Future Working Programme (SAC) - Projected TH Hall Income Loss
10	Facilities Management	Future Working Programme (SAC) - Projected Expenditure Savings

(98)	(55)	(38)							
(250)									
(200)	(200)								
34									
(235)									

Total Existing Efficiencies

(749)	(255)	(38)							
-------	-------	------	--	--	--	--	--	--	--

Invest to Save

10		
----	--	--

--	--	--	--	--	--	--	--	--	--

Total Invest to Save

--	--	--	--	--	--	--	--	--	--

55

Amended Bids & Savings
New Bids & Savings

Development Budget Proposals Summary
2023-24 to 2026-27

2023/24

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/ Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Regeneration & Economy	0	7	2.00	0	0.00	0	0.00	0	0.00	(8)	0.00	0	0.00	0	0.00	(1)
Corporate Property	0	194	6.00	(343)	(1.00)	1,322	(1)	0	0.00	(9)	0.00	0	0.00	0	0.00	1,164
Planning	0	0	0.00	(73)	(2.00)	0	0.00	0	0.00	(16)	0.00	0	0.00	(15)	0.00	(104)
Total	0	201	8.00	(416)	(3.00)	1,322	(1.00)	0	0.00	(33)	0.00	0	0.00	(15)	0.00	1,059

2024/25

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/ Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Regeneration & Economy	0	45	1.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	45
Corporate Property	0	85	(2.00)	(1,140)	(1.00)	(281)	(1)	0	0.00	0	0.00	0	0.00	0	0.00	(1,336)
Planning	0	27	(1.00)	(23)	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(8)	0.00	(4)
Total	0	157	(2.00)	(1,163)	(1.00)	(281)	(1.00)	0	0.00	0	0.00	0	0.00	(8)	0.00	(1,295)

2025/26

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/ Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Regeneration & Economy	0	0	(1.00)	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Corporate Property	0	(85)	(4.00)	(304)	(1.00)	(185)	(1)	0	0.00	0	0.00	0	0.00	0	0.00	(574)
Planning	0	(72)	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(72)
Total	0	(157)	(5.00)	(304)	(1.00)	(185)	(1.00)	0	0.00	0	0.00	0	0.00	0	0.00	(646)

2026/27

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/ Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Regeneration & Economy	0	0	(1.00)	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Corporate Property	0	(70)	0.00	(60)	0.00	(441)	0	0	0.00	0	0.00	0	0.00	0	0.00	(571)
Planning	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Total	0	(70)	(1.00)	(60)	0.00	(441)	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(571)

Total Summary

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/ Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Regeneration & Economy	0	52	1	0	0	0	0	0	0	(8)	0	0	0	0	0	44
Corporate Property	0	124	0	(1,847)	(3)	415	(3)	0	0	(9)	0	0	0	0	0	(1,317)
Planning	0	(45)	(1)	(96)	(2)	0	0	0	0	(16)	0	0	0	(23)	0	(180)
Total	0	131	0.00	(1,943)	(5.00)	415	(3.00)	0	0.00	(33)	0.00	0	0.00	(23)	0.00	(1,453)

Corporate Property

Proposal		2023-24	2024-25	2025-26	2026-27					
H/M/L		£000s	£000s	£000s	£000s	2023-24	2024-25	2025-26	2026-27	Total
Contractual Inflation										
1										
Total Contractual Inflation										
Pressures										
2	Property Services	Increase in Corporate Property Repairs and Maintenance budget	332							
3	Property Services	R&M cost increase for Leisure centres passed to PS from Communities.	50							
4	Property Services	Waterways repair and maintenance	30							
5	Property Services	Capitalisation of Corporate Property Planned Maintenance Budget	(600)							
6	Commercial Property	Public Realm - loss of existing rent in base budget	76	75	75					
7	Legal	£30k for external legal fees while legal recruits to vacant posts. to move to legal services app 3	30	(30)						
8	Commercial Property	Market Supplement for vacant posts - to be reviewed annually and funded for first year from existing budget		40	(40)					
9	Commercial Property	Reversal of additional resource to support OFAS and Court Place Farm projects (part funded by existing budget) 2 Year FT - reversal pushed back a year		0	(65)		0.00	(1.00)		(1.00)
10	Commercial Property	Reversal of capitalisation of additional resource to support OFAS and Court Place Farm projects. 2 year FT - reversal pushed back a year		0	65					0.00
11	Commercial Property	Reversal of additional resource to support Capital Programme Projects - to be 100% Capitalised		(65)			(1.00)			(1.00)
12	Commercial Property	Reversal of additional resource to support Capital Programme Projects - to be 100% Capitalised		65						
13	Commercial Property	Additional resource to support disposal programme to be 100% capitalised - 4 yr FT linked to invest to save proposal	70				1.00			1.00
14	Commercial Property	Additional resource to support disposal programme to be 100% capitalised - 4 yr FT linked to invest to save proposal	(35)							
15	Commercial Property	Additional resource to support Commercial Property programme - to be 100% capitalised - 2 yr FT linked to invest to save proposal	80		(80)		1.00	(1.00)		0.00
16	Commercial Property	Additional resource to support Commercial Property programme - to be 100% capitalised - 2 yr FT linked to invest to save proposal	(40)		40					
17	Commercial Property	Additional resource to support review of alternative property uses and move back to £12.2m income - 100% capitalised - 3 year FT linked to invest to save proposal	70		(70)		1.00	(1.00)		0.00
18	Commercial Property	Additional resource to support Union St, P&R and BT exchange invest to save proposal - 4 yr FT	80				1.00			1.00
19	Commercial Property	Additional resource to support Union St, P&R and BT exchange invest to save proposal - 4 yr FT	(80)							

Corporate Property

Proposal			2023-24	2024-25	2025-26	2026-27					
H/M/L			£000s	£000s	£000s	£000s	2023-24	2024-25	2025-26	2026-27	Total
20	Commercial Property	Additional building surveying support for invest to save proposal	80		(80)		1.00		(1.00)		0.00
21	Commercial Property	Reversal of additional resource to support Capital Programme Projects - to be 100% Capitalised		(65)				(1.00)			(1.00)
22	Commercial Property	Reversal of additional resource to support Capital Programme Projects - to be 100% Capitalised		65							
23	Property Services	New CDM post	51				1.00				1.00
Total Pressures			194	85	(85)	(70)	6.00	(2.00)	(4.00)		
Existing Efficiencies											
24	Commercial Property	Income pressures resulting from Covid19 on commercial income based on assumptions previously submitted which includes Westgate - current budget is £12m	H	190							
25	Commercial Property	Reversal of previous budget to create 1 FTE to deliver Investment Property Strategy - require dedicated resource to oversee purchase process		(60)			(1.00)				(1.00)
26	Commercial Property	Reversal of previous budget to create compliance building surveyor x 1 fte 24 months contract spread over 2 years on assumption this happens after the condition survey data and analysis / programme agreed			(30)	(30)			(1.00)		(1.00)
27	Corporate Assets	Savings in line with Fit for the Future programme - net off with Regeneration cost			(80)			(1)			
28	Commercial Property	Future Working Programme (SAC) - Rent Income		(440)	(880)						
29	Property Services	Future Working Programme (SAC) - Projected Corporate Property R&M savings		(42)							
30	Commercial Property	1-3 George St - OxLEP part funded Capital Project (Returns on £1.9m Capital Programme)	H	(105)	(5)	(2)	(2)				
31	Assets	Clearchannel contract - new procurement			(20)	(30)					
32	Commercial Property	Cave Street Regeneration Project (assumed Income streams)	H	114	(125)	(242)	(58)				
Total Existing Efficiencies				(343)	(1,140)	(304)	(60)	(1.00)	(1.00)	(1.00)	(2.00)
Invest to Save											
33	Commercial Property	Property Regeneration - 21/22 Projected Income Streams from lease restructures from existing portfolio	M	1,472	(144)	0	267				
34	Commercial Property	Property Regeneration - 22/23 £3m of New capital investment- Cadogan House - Financed from prudential borrowing	M	(150)	(50)	0					
35	Commercial Property	Covered Market Masterplan Project - New Capital Programme Budget required of £4.3m	M		(87)	315	(708)				

Corporate Property

[illegible]

61

Amended Bids & Savings
New Bids & Savings

62

1

Chief Executive Budget Proposals Summary
2023-24 to 2026-27

2023/24

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Corporate Strategy	0	0	0.00	0	0.00	0	0.00	0	0.00	(5)	0.00	4	0.09	0	0.00	(1)
Total	0	0	0.00	0	0.00	0	0.00	0	0.00	(5)	0.00	4	0.09	0	0.00	(1)

2024/25

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Corporate Strategy	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Total	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0

2025/26

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Corporate Strategy	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(39)	(0.83)	0	0.00	(39)
Total	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(39)	(0.83)	0	0.00	(39)

2026/27

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Corporate Strategy	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(8)	(0.17)	0	0.00	(8)
Total	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(8)	(0.17)	0	0.00	(8)

Total Summary

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Corporate Strategy	0	0	0	0	0	0	0	0	0	(5)	0	(43)	(1)	0	0	(48)
Total	0	0	0.00	0	0.00	0	0.00	0	0.00	(5)	0.00	(43)	(0.91)	0	0.00	(48)

Corporate Policy, Partnerships and Communmication

65

Proposal		2023-24	2024-25	2025-26	2026-27					
	H/M/L	£000s	£000s	£000s	£000s	2023-24	2024-25	2025-26	2026-27	Total
Contractual Inflation										
1										
Total Contractual Inflation										
Pressures										
2										
Total Pressures										
Exisiting Efficiencies										
3										
Total Existing Efficiencies										
Invest to Save										
4										
Total Invest to Save										
Fees and Charges										
5										
Total Fees and Charges										
Service Efficiencies										
6	Vacancy Factor	(5)								
Total Service Efficiencies		(5)								

Corporate Policy, Partnerships and Communication

Proposal		2023-24	2024-25	2025-26	2026-27									
		H/M/L	£000s	£000s	£000s	£000s	2023-24	2024-25	2025-26	2026-27	Total			
New Investments / Bids														
7	Policy & Partnerships	BIU implementation: New G7 SCP38 1FTE Data Analyst. To commence start May 2022 once COMF funding for post ends.					4	0.09				0.09		
8	Communications	Reversal of additional Communications Officer to replace the day-to-day comms work previously undertaken by the Comms Manager. Amended to three year post from June 2022 to May 2025 rather than permanent								(0.83)	(0.17)	(1.00)		
Total New Investment/Bids							4		(39)	(8)	0.09	(0.83)	(0.17)	(0.91)
Transformations & New Efficiencies														
9														
Total Transformations														
Total Assistant Chief Executive Bids & Savings							(1)		(39)	(8)	0.09	(0.83)	(0.17)	(0.91)
	Amended Bids & Savings													
	New Bids & Savings													

Housing Budget Proposals Summary
2023-24 to 2026-27

2023/24

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Regulatory & Community Safety	0	0	0.00	(13)	(0.30)	0	0.00	(56)	0.00	(41)	0.00	26	0.00	(70)	(1.00)	(154)
Housing Services	0	(246)	0.00	(35)	(2.50)	75	0.00	0	0.00	(37)	0.00	0	0.00	(33)	0.00	(276)
Total	0	(246)	0.00	(48)	(2.80)	75	0.00	(56)	0.00	(78)	0.00	26	0.00	(103)	(1.00)	(430)

2024/25

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Regulatory & Community Safety	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(30)	0.00	(30)
Housing Services	0	3	0.00	(50)	0.00	(75)	0.00	0	0.00	0	0.00	0	0.00	(13)	0.00	(135)
Total	0	3	0.00	(50)	0.00	(75)	0.00	0	0.00	0	0.00	0	0.00	(43)	0.00	(165)

2025/26

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Regulatory & Community Safety	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Housing Services	0	22	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	22
Total	0	22	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	22

2026/27

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Regulatory & Community Safety	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Housing Services	0	50	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	50
Total	0	50	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	50

Total Summary

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Regulatory & Community Safety	0	0	0.00	(13)	(0.30)	0	0.00	(56)	0.00	(41)	0.00	26	0.00	(100)	(1.00)	(184)
Housing Services	0	(172)	0.00	(85)	(2.50)	0	0.00	0	0.00	(37)	0.00	0	0.00	(46)	0.00	(339)
Total	0	(172)	0.00	(98)	(2.80)	0	0.00	(56)	0.00	(78)	0.00	26	0.00	(146)	(1.00)	(523)

Regulatory & Community Safety

Proposal		H/M/L	2023-24 £000s	2024-25 £000s	2025-26 £000s	2026-27 £000s	2023-24	2024-25	2025-26	2026-27	Total
Fees and Charges											
5	All	Fee increases were slipped back a year due to Covid 19 but will continue to increase by 3% in 2023/24	(56)								
Total Fees and Charges			(56)								
Service Efficiencies											
6	Regulatory Services	Cover base budget costs of 0.5FTE Tenancy Relations Officer post with licence fees	(24)								
		Vacancy factor	(17)								
Total Service Efficiencies			(41)								
New Investment / Bids											
7	Community Safety	Emergency Planning - provision of service from County Council	26								
Total New Investment/Bids			26								
Transformations & New Efficiencies											
8	Community Safety	Funding from HRA to cover additional CCTV costs	(10)								
9	Regulatory Services	Shared service - reduced management costs		(30)							
10	Regulatory Services	Reduction of Team Manager post	(60)				(1.00)				
Total Transformations			(70)	(30)			(1.00)				
Total Regulatory & Community Safety Bids & Savings			(154)	(30)			(1)				(0)
Amended Bids & Savings											
New Bids & Savings											

Housing Services

Proposal

	2023-24	2024-25	2025-26	2026-27					
H/M/L	£000s	£000s	£000s	£000s	2023-24	2024-25	2025-26	2026-27	Total

Contractual Inflation

1									
Total Contractual Inflation									

Pressures

2	Housing Needs	Young People Pathway Contribution (£125k p/a from 20/21 +£3k uplift per annum for inflation)	L	3	3	3			
3	Housing Needs	Homelessness Reserves required to fund expected policy and other pressures	H	(249)					
4	Housing Needs	Rental loss from offload of GF TA - disposal of 3 properties generating £500k-£700k capital receipt and £25k - £35k borrowing costs				19			
5	Housing Needs	Reduction of New Burdens Reserve £50k	L			0	50		
Total Pressures					(246)	3	22	50	

Existing Efficiencies

6	Housing Needs	Housing needs system and structure change	M	(50)	(50)			(2.50)	(2.50)
7	Housing Needs	County wide rough sleeping recommissioning strategy efficiencies - £47k saving in 23-24 no longer achievable	H	0					0
8	Housing Needs	Review of supplies and services		15		0			
Total Existing Efficiencies					(35)	(50)		(2.50)	(2.50)

Invest to Save

9	Housing Needs	Potential Response Invest to Save bid to become a Register Provider with City supporting some of the set up costs to recoup circa £1m savings to Finance		75	(75)				
---	---------------	--	--	----	------	--	--	--	--

71

[illegible]

ODS Development Budget Proposals Summary
2023-24 to 2026-27

2023/24

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Environmental Sustainability	0	148	0.50	(66)	(1.00)	0	0.00	(172)	0.00	(5)	0.00	0	0.00	(48)	0.50	(142)
Oxford Direct Services	0	518	0.00	0	0.00	0	0.00	(901)	0.00	0	0.00	80	0.00	(7)	(7.00)	(310)
Total	0	666	0.50	(66)	(1.00)	0	0.00	(1,073)	0.00	(5)	0.00	80	0.00	(55)	(6.50)	(452)

2024/25

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Environmental Sustainability	0	(5)	0.00	0	0.00	0	0.00	12	0.00	0	0.00	0	0.00	0	0.00	7
Oxford Direct Services	0	125	0.00	0	0.00	0	0.00	(282)	0.00	0	0.00	0	0.00	(1,000)	0.00	(1,157)
Total	0	120	0.00	0	0.00	0	0.00	(270)	0.00	0	0.00	0	0.00	(1,000)	0.00	(1,150)

2025/26

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Environmental Sustainability	0	(25)	(0.50)	0	0.00	0	0.00	62	0.00	0	0.00	(140)	0.00	25	0.00	(78)
Direct Services	0	0	0.00	0	0.00	0	0.00	(750)	0.00	0	0.00	(75)	0.00	1,000	0.00	175
Total	0	(25)	(0.50)	0	0.00	0	0.00	(688)	0.00	0	0.00	(215)	0.00	1,025	0.00	97

2026/27

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Environmental Sustainability	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Direct Services	0	(168)	0.00	0	0.00	0	0.00	(267)	0.00	0	0.00	0	0.00	0	0.00	(435)
Total	0	(168)	0.00	0	0.00	0	0.00	(267)	0.00	0	0.00	0	0.00	0	0.00	(435)

Total Summary

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Environmental Sustainability	0	118	0	(66)	(1)	0	0	(98)	0	(5)	0	(140)	0	(23)	0.50	(213)
Oxford Direct Services	0	475	0	0	0	0	0	(2,199)	0	0	0	5	0	(7)	(7.00)	(1,726)
Total	0	593	0.00	(66)	(1.00)	0	0.00	(2,297)	0.00	(5)	0.00	(135)	0.00	(30)	(6.50)	(1,939)

73

Contractual Inflation

Environmental Sustainability

Proposal		H/M/L	2023-24 £000s	2024-25 £000s	2025-26 £000s	2026-27 £000s	2023-24	2024-25	2025-26	2026-27	Total
Fees and Charges											
8	Dynamic Purchasing System - platform to tender EV infrastructure works, generating income for the Council		(40)								
9	EV Infrastructure consultancy - selling services to ODS, OX Place and other authorities as a wraparound service to the DPS system		(12)	12							
10	Air quality monitoring - selling services to Oxfordshire County and DEFRA		(12)		12						
11	Flood investigation services		(6)								
	ZEZ additional income - pilot		(100)		50						
12	Land quality advice		(2)								
Total Fees and Charges			(172)	12	62						
Service Efficiencies											
13	vacancy factor		(5)								
Total Service Efficiencies			(5)								
New Investments / Bids											
14	Environmental Sustainability	Reversal of NEW BID proposed - ZEZ - pushed back a year		0	(140)						
Total New Investment/Bids					(140)						

Environmental Sustainability

Proposal		2023-24	2024-25	2025-26	2026-27						
	H/M/L	£000s	£000s	£000s	£000s		2023-24	2024-25	2025-26	2026-27	Total
Transformations & New Efficiencies											
15	Environmental Quality	£23k funding from Planning fee income to contribute towards G5 officer role to support Environmental Quality team with assessing various environmental impacts of developments. Remaining £12k costs will be covered by exisiting resources. Link to pressure on line 2									
16	Environmental Sustainability	£25k funding from Selective Licencing income to pay for additional 0.5FTE of Energy Efficiency Officer to provide increased support on securing funding driving energy efficiency uptake in the Private Rented Sector.					0.50				0.50
Total Transformations		(48)		25			0.50				0.50
Total Environmental Sustainability Bids & Savings		(142)	7	(78)				(1)			(1)
	Amended Bids & Savings										
	New Bids & Savings										

76

Contractual Inflation

Oxford Direct Services Client

Proposal		H/M/L	2023-24 £000s	2024-25 £000s	2025-26 £000s	2026-27 £000s	2023-24	2024-25	2025-26	2026-27	Total
Invest to Save											
8											
Total Invest to Save											
Fees and Charges											
9	Direct Services	Changes in contribution to Council from LATCO base budget is currently £953k	H	(679)	(342)	(1,312)	(267)				
10	Off Street Parking	Not recommending increasing parking charges by the previously suggested 1%	M	(0)	0	0					
11	Off Street Parking	Payment to OxWed 40% of Oxpens income - closes in 2025-26	M	4	4						
12	Off Street Parking	Closure of Peartree - assumed closure 25/26 - loss of income and cost savings				128					
13	Off Street Parking	Closure of Oxpens - assumed closure 25/26 - savings in rent & business rates				434					
	Off Street Parking	Increase city centre car park charges by 10%		(80)							
14	Off Street Parking	Parking volumes not yet returned to pre-Covid levels - charges & penalty income - £6.4m base budget		64	56						
15	Off Street Parking	Parking charges at Godstow Road		(30)							
16	Off Street Parking	Parking charges at Florence Park		(10)							
17	Waste & Recycling	Charge for replacement bins - Option 3		(50)							
18	Waste & Recycling	Increase charges for Garden Waste - Option 3 - increase from £60 to £75 with expected 10% drop off		(120)							
Total Fees and Charges			(901)	(282)	(750)	(267)					
Service Efficiencies											
19											
Total Service Efficiencies											
New Investments / Bids											
20	Streetscene	Revenue costs associated with capital bid for solar compacting bins		5							
21	Highways & Engineering	Pavement improvements		75	(75)						

Oxford Direct Services Client

Proposal		2023-24	2024-25	2025-26	2026-27	2023-24	2024-25	2025-26	2026-27	Total
		H/M/L	£000s	£000s	£000s					
Total New Investment/Bids			80	(75)						
Transformations & New Efficiencies										
22	Off Street Parking	Channel shift to cashless payments for car parks £30k base budget	(10)							
		ODS Clienting	60			1.00				
23	Waste & Recycling	Removal of all recycling banks - option 1	(27)							
24	Streetscene	Reducing streetscene in city centre	(30)			(8.00)				(8.00)
25	Building Services	Commercial evolution of building works	0	(1,000)	1,000					
Total Transformations			(7)	(1,000)	1,000	(7.00)				(8.00)
Total Oxford Direct Services Bids & Savings			(310)	(1,157)	175	(435)	(7.00)			(8.00)

	Amended Bids & Savings
	New Bids & Savings

Corporate Services Budget Proposals Summary
2023-24 to 2026-27

2023/24

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Financial Services	0	306	0.00	65	0.00	0	0.00	0	0.00	(21)	0.00	0	0.00	(140)	(1.20)	211
Law & Governance	0	169	0.00	0	0.00	0	0.00	0	0.00	(43)	0.00	0	0.00	0	1.00	126
Chief Executive	0	0	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Total	0	475	0.00	65	0.00	0	0.00	0	0.00	(63)	0.00	0	0.00	(140)	(0.20)	337

2024/25

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Financial Services	0	0	(1.00)	(50)	(1.00)	0	0.00	0	0.00	0	0.00	0	0.00	(75)	(2.00)	(125)
Law & Governance	0	4	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	4
Chief Executive	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Total	0	4	(1.00)	(50)	(1.00)	0	0.00	0	0.00	0	0.00	0	0.00	(75)	(2.00)	(121)

2025/26

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Financial Services	0	0	0.00	(55)	(1.50)	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(55)
Law & Governance	0	4	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	4
Chief Executive	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Total	0	4	0.00	(55)	(1.50)	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	(51)

2026/27

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Financial Services	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Law & Governance	0	4	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	4
Chief Executive	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0
Total	0	4	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	4

Total Summary

Service Area:	Contractual Inflation	Pressures		Existing Efficiencies		Invest to Save		Fees & Charges		Service Efficiencies		New Investment/Bids		Transformations & New Efficiencies		Total Variation
	£000's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's	FTE's	£000's
Financial Services	0	306	(1)	(40)	(3)	0	0	0	0	(21)	0	0	0	(215)	(3.20)	31
Law & Governance	0	181	0	0	0	0	0	0	0	(43)	0	0	0	0	1.00	138
Chief Executive	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0.00	0
Total	0	487	(1.00)	(40)	(2.50)	0	0.00	0	0.00	(63)	0.00	0	0.00	(215)	(2.20)	169

Financial Services

Proposal		H/M/L	2023-24 £000s	2024-25 £000s	2025-26 £000s	2026-27 £000s	2023-24	2024-25	2025-26	2026-27	Total
Fees and Charges											
12											
Total Fees and Charges											
Service Efficiencies											
13	vacancy factor		(21)								
Total Service Efficiencies			(21)								
New Investments / Bids											
14											
Total New Investment/Bids											
Transformations & New Efficiencies											
15	Procurement	Savings from contract change programme - unallocated	H	(50)							
16	Revenues & Benefits	Savings of 0.2FTE from flexi retirement	M	(10)			(0.20)				(0.20)
17	Revenues & Benefits	Revenues & Benefits management changes	M	(60)			(1.00)				(1.00)
18	Payments	Changes in processes across the team, with better use of ICT functionality	H		(35)			(1.00)			(1.00)
19	Investigations	Increased income - currently circa £200k per annum	M	(20)							
20	Accountancy	Structural savings within Finance Team pushed back a year	M		(40)		0.00	(1.00)			(1.00)
Total Transformations			(140)	(75)			(1.20)	(2.00)			(3.20)
Total Financial Services Bids & Savings			211	(125)	(55)		(1.20)	(4.00)	(1.50)		(6.70)

Amended Bids & Savings

New Bids & Savings

Law & Governance

Proposal

H/M/L 2023-24 2024-25 2025-26 2026-27
£000s £000s £000s £000s

2023-24

2024-25

2025-26

2026-27

Total

Contractual Inflation

1		
---	--	--

--	--	--	--

--	--	--	--	--

Total Contractual Inflation

--	--	--	--

--	--	--	--	--

Pressures

2	CA02 Information Governance	It is proposed that the one year fixed term full time grade 7 Information Governance Officer, approved in the 22/23 budget process at a cost of £52K, should be made into a permanent post and therefor there is no saving of £52K arising in 23/24 from the role coming to the end of the fixed term
3	Democratic Services	Agreed increase in SRA for Members linked to staff pay increase
4	KS04 Legal Services	It is proposed that the the salary of the Team Leader Lawyer Major Projects, Contracts & Property be reviewed and increased to a section manager plus grade, to assist with retention and recruitment and better reflect the breadth of expertise required for the role.
5	KS04 Legal Services	It is proposed that the grade 9 contracts lawyer role take on some enhanced responsibilities to assist the Team Leader Lawyer and provide leadership and expertise for contracts work, which is likely to result in the regrading of this post from a grade 9 to a grade 11. This will help alleviate pressure within the team and improve ability to recruit and therefore produce a saving in reliance on locum staff
6	KS04 Legal Services	Market supplement on various roles

0			
4	4	4	4
9			
21			
135			

Total Pressures

169	4	4	4
-----	---	---	---

--	--	--	--	--

Existing Efficiencies

7		It is proposed that the 2 Major Project Lawyers approved in the 22/23 budget process for 2 years fixed term, supporting delivery of the capital programme, should be made permanent to assist recruitment and resilience and reduce reliance on locum lawyers thereby producing a saving. So no saving of £160K would arise in 24-25 due to the expiry of the fixed term - posts to be funded by capital
---	--	--

	0		
--	---	--	--

0.00				
------	--	--	--	--

Law & Governance

Proposal		2023-24	2024-25	2025-26	2026-27						
		H/M/L	£000s	£000s	£000s	£000s	2023-24	2024-25	2025-26	2026-27	Total
Transformations & New Efficiencies											
16	Legal Services	It is proposed to add an additional grade 10 full time permanent property lawyer to the establishment to be funded by way of a recharge to Oxford City Housing Limited				69	1.00				1.00
17	Legal Services	Additional SLA income from OCHL				(69)					
Total Transformations							1.00				1.00
Total Law & Governance Bids & Savings						126	4	4	4	1	1
Amended Bids & Savings											
New Bids & Savings											

HRA

Proposal

Proposal		H/M/L	2023-24 £000s	2024-25 £000s	2025-26 £000s	2026-27 £000s	2023-24	2024-25	2025-26	2026-27	Total
Contractual Inflation											
1	HRA	Pay Inflation	102	104	107	110					
2	HRA	Contractual employee infationary uplifts for the Improvement to communal area management and cleaning team	6	6	6	6					
3	HRA	Contractual employee inflationary uplifts associated with works undertaken by ODS covering areas of activity including Caretaking Services, the Garden Scheme, Grounds Maintenance and Planned Maintenance	3	3	3	3					
Total Contractual Inflation			111	113	116	119					

Pressures

4	HRA R	Contributions to Youth Ambition Service on council estates		(100)				
5	HRA R	Communal Area Utility Charges	410					
6	HRA R	Void Property Energy Charges	10					
7	HRA R	EV Cost Energy Standing Charges	5					
8	HRA R	QL & Versaa Support & Maintenance Costs	40					
9	HRA R	QL & Versaa Training - Consultancy Days	12					
10	HRA C	QL Upgrade to QL Yuneo Aareon Set up costs	40	(40)				
11	HRA R	QL Yuneo Support & Maintenance	60					
12	HRA C	QL Yuneo OCC Project Set up (70 days)	45	(45)				
13	HRA C	QL Neela (AI Virtual Assistant)	28	(10)				
14	HRA C	Versaa Forms (x4 development, install & R&M, OCC costs)	132	(92)				
15	HRA C	Southfield Park lease extension from Lincoln College (sensitive)	1,500	(1,500)				
16	HRA R	NE20 B1244 Warden Control Centre (removal of redundant budget line)	(24)					
17	HRA R	Savings on Court Fees (£65k) & Postage (£8k) (MM41)	(73)					
18	HRA R	Tranformation Team Costs - G8 plus 1 x G7s for 1 year?	80	(80)				
19	HRA R	Locality Manager	60			1.00		1.00
20	HRA R	ODS Commercial Model	280					
21	HRA R	Increase in Housing Ombudsman Fees (non-negotiable)	20					
22	HRA C	Reversal of previous increase in Investment in fire doors, base budget remains @ £500k with peak investment of additional £1m in 22/23.	(100)					

HRA

Proposal

H/M/L	2023-24 £000s	2024-25 £000s	2025-26 £000s	2026-27 £000s	2023-24	2024-25	2025-26	2026-27	Total
23 HRA C		(250)	(75)	(300)					
24 HRA C			(300)						
25 HRA C			(471)						
26 HRA C	1,000								
27 HRA C	2,466								
28 HRA C	250								
29 HRA C	200								
30 HRA C	(454)								
31 HRA R	(108)								
32 HRA R	400	(200)	(200)						
33 HRA R	200								
34 HRA R	(50)	(25)							
35 HRA R	9								
36 HRA R	200		(200)						
37 HRA C	415	1,450	(1,865)						

HRA

Proposal		H/M/L	2023-24 £000s	2024-25 £000s	2025-26 £000s	2026-27 £000s	2023-24	2024-25	2025-26	2026-27	Total
Total Pressures			7,053	(892)	(3,111)	(300)	1.00				1.00
38	Existing Efficiencies										
Total Exisiting Efficiencies											
39	Invest to Save										
Total Invest to Save											
40	Fees & Charges										
Total Fees & Charges											
41	HRA R	Increase in Former Tenant income to cover additional post									
42	HRA R	Increase in Care taking and cleaning service charge to cover new supply									
Total Fees & Charges											
43	Service Efficiencies										
Total Service Efficiencies											
New Investment											
44	HRA R	QL Exploitation Post G7. Additional resource to support further exploitation of QL to realise efficiencies from the system investment.	47				1.00				1.00
Total New Investment			47				1.00				1.00

HRA

Proposal		H/M/L	2023-24 £000s	2024-25 £000s	2025-26 £000s	2026-27 £000s	2023-24	2024-25	2025-26	2026-27	Total
Transformations & New Efficiencies											
#REF!											
Total Transformations											
Additional Efficiency Savings											
#REF!											
Total Additional Efficiency Savings											
Total HRA			7,211	(779)	(2,995)	(181)	2.00				2.00

Footnote:

HRA	Existing Rents increase	(3,131)	(2,393)	(1,256)	(1,494)				
HRA	New Rental Income from new developments	(1,429)	(3,679)	(218)	(1,440)				
HRA	Repairs Inflation (including above inflation materials price increase)	379	375	384					

Amended Bids & Savings
New Bids & Savings

HRA Business Plan | Oxford City Council

Operating Account - Traditional View

	2023/24 £'000	2024/25 £'000	2025/26 £'000	2026/27 £'000
Dwelling Rent	(48,344)	(53,435)	(55,753)	(59,578)
Service Charges	(2,194)	(2,278)	(2,376)	(2,437)
Garage Income	(228)	(228)	(233)	(239)
Miscellaneous Income	(806)	(806)	(824)	(844)
Net Income	(51,572)	(56,747)	(59,186)	(63,098)
Management & Services (Stock Related)	12,852	12,623	12,429	12,739
Other Revenue Spend (Stock Related)	972	972	901	924
Misc Expenditure (Not Stock Related)	872	863	872	896
Bad Debt Provision	840	908	923	962
Responsive & Cyclical Repairs	15,202	15,468	15,286	15,647
Interest Paid	9,517	12,865	14,506	16,280
Depreciation	10,133	10,143	9,829	9,544
Total expenditure	50,388	53,843	54,747	56,993
Net Operating Expenditure/(Income)	(1,184)	(2,904)	(4,439)	(6,105)
Investment Income	(48)	(40)	(34)	(33)
Revenue Contribution to Capital	0	7,056	2,935	7,648
Total Appropriations	(48)	7,016	2,901	7,615
Total HRA (Surplus)/Deficit for the year	(1,232)	4,112	(1,538)	1,510
(Surplus)/ Deficit b/fwd	(5,307)	(6,539)	(2,427)	(3,965)
(Surplus)/ Deficit	(6,539)	(2,427)	(3,965)	(2,455)

This page is intentionally left blank

Council House Rents By Ward

Wards	2022/23		2023/24	
	Actual Rents	Formula Rents	Actual Rents	Formula Rents
Abingdon	125.75	136.08	134.55	151.18
Barton & Sandhills	114.73	119.34	122.76	132.59
Blackbird Leys	109.93	113.55	117.63	126.15
Carfax & Jericho	119.57	134.46	127.94	149.39
Churchill	110.95	113.89	118.72	126.53
Cowley	103.33	105.70	110.56	117.43
Cutteslowe & Sunnymead	109.37	115.39	117.03	128.20
Didcot	103.55	103.68	110.80	115.19
Donnington	113.63	115.78	121.58	128.63
Headington	113.65	110.82	121.61	123.12
Headington Hill & Northway	110.60	114.81	118.34	127.55
Hinksey Park	112.04	126.78	119.88	140.85
Holywell	109.07	111.79	116.70	124.20
Kidlington	115.34	115.71	123.41	128.55
Littlemore	115.10	104.66	123.16	116.28
Lye Valley	109.32	112.99	116.97	125.53
Marston	117.73	126.51	125.97	140.55
Northfield Brook	108.66	112.44	116.27	124.92
Osney & St Thomas	114.23	121.93	122.23	135.46
Quarry & Risinghurst	110.14	112.89	117.85	125.42
Rose Hill & Iffley	113.91	118.56	121.88	131.72
St Clement's	109.64	113.36	117.31	125.94
St Mary's	113.54	117.91	121.49	131.00
Temple Cowley	114.57	117.31	122.59	130.33
Walton Manor	118.45	131.62	126.74	146.23
Wolvercote	106.87	111.98	114.35	124.41

This page is intentionally left blank

	2023-24	2024-25	2025-26	2026-27
	£	£	£	£
General Fund Capital Programme				
Works Town Hall	2,000,000	2,000,000	2,000,000	2,000,000
Planned building improvements (B0031)	750,000	750,000	750,000	750,000
Covered Market masterplan and enabling works	2,500,000	1,000,000	3,000,000	
Contingency to cover cost inflation rises	1,300,000			
Salary Costs across the Council to be capitalised		380,000	340,000	340,000
Emergency repairs grants add to line 119 - £15000	30,000	30,000	30,000	30,000
Waterways - Long Bridges/Tumbling Bay	290,000			
Loans to Oxwed	1,150,000	2,600,000		
Hinksey Pool Liner Replacement	150,000			
Cowley Branch Line	3,033,000	1,007,000	403,000	
ICT - feasibility	180,000			
ICT - I-trent replacement	75,000			
ICT - QL Cloud migration	80,000			
ICT - Agresso upgrade and migration to Cloud	350,000			
ICT - replacing Netcall contact centre telephony and resource	75,000			
ICT - replacing Uniform (building control and planning)		100,000		
ICT - Asset Management System	300,000			
ICT - Extension of existing Alemba case management system	20,000			
ICT - scanning of all paper planning files	150,000			
ICT - Replacement of IKEN - L&G case management system	75,000			
ICT - Replacement of ArcGIS geospatial mapping system	25,000			
ICT - Information @ Work major upgrade	15,000	3,000		
ICT - Redesign of Council Website	100,000			
ICT - Open Revenue Cloud Migration		50,000		
ICT - Refresh of content and taxonomy of the Council Website	25,000	25,000		
New Schemes	12,673,000	7,945,000	6,523,000	3,120,000
C3044 - Software Licences	245,000	245,000	245,000	245,000
C3057 - Housing System Replacement	-			
C3060 - ICT End Point Devices	150,000	150,000	150,000	150,000
C3066 - Telephony Device refresh	60,000	60,000	60,000	60,000
Capitalised ICT project management salaries	468,200	163,200	163,200	
Business Improvement	923,200	618,200	618,200	455,000
B0083 - East Oxford Project	4,055,039	1,100,000	125,000	
Community Services	4,055,039	1,100,000	125,000	-
B0101 - Major capital works at Oxford Covered Market	-	839,127	-	
Upgrade Existing Tennis Courts	35,000			
Gas Works Pipe Bridge	1,540,000			
B0106 - Covered market roofing	-	401,023	-	
Replace or Refurbish Lifts (GF)	119,484			
Stock condition surveys remaining amount of £10m	875,000	1,125,000	1,050,000	679,000
Regeneration Property Purchase	-	5,680,228	20,000,000	
Repairs to 2-4 Gloucester Street and 24-26 George St	270,000			
Corporate Property	2,839,484	8,045,378	21,050,000	679,000
City Wide Cycling Infrastructure Contribution	87,456	60,000	60,000	
Cave Street Development (Standingford House)	4,895,545	3,481,405	293,866	
Depot Rationalisation	225,000			
Osney Mead Infrastructure (Pathworks)	948,000	564,914	-	
Oxford Flood Alleviation Scheme (OFAS) HIF Contribution	4,350,000			
Osney Bridge	5,231,000	3,353,694	-	
St Michael's Street Leveling Works	60,000			
UK Shared Prosperity Fund Investment Plan	70,000	120,000	350,000	

R & D Feasibility Fund	400,000	400,000	400,000	200,000
Feasibility Schemes				
City Centre Land Redevelopment (Cinema Project)	160,063			
City Centre Public Realm (Kiosks Project)	320,277			
City Cycle Schemes (Growth Deal)	729,764			
Diamond Place Redevelopment	56,600			
Oxford Station Feasibility	228,363			
Cemetery Feasibility	121,022			
Greenways Cycling Project	106,000			
Coach Parking Feasibility	20,000			
Salary Costs across the Council to be capitalised	935,000			
Regeneration & Economy	18,944,090	7,980,013	1,103,866	200,000
E3511 - Renovation Grants	15,000	15,000	15,000	15,000
E3521 - Disabled Facilities Grants	1,000,000	1,200,000	1,200,000	1,200,000
Regulatory & Community Safety	1,015,000	1,215,000	1,215,000	1,215,000
E3557 - Oxford and Abingdon Flood Alleviation Scheme	-	250,000		
Go Ultra Low Oxford - Taxis	5,215			
ZEZ Phase 1 Feasibility	141,000			
Environmental Sustainability	146,215	250,000	-	-
M5026 - Housing Company Loan	30,000,000	-	23,000,000	2,000,000
Loan to Housing Company re Barton Park	10,000,000	9,000,000	8,000,000	7,000,000
Barton Park - Purchase by Council	10,000,000	9,000,000	8,000,000	7,000,000
Blackbird Leys Regeneration (GF Element)	8,627,284	5,586,876	8,473,894	
Roken House	200,000			
Growth Deal RP Funding	706,000			
Northern Gateway (Oxford North HIF)	9,993,538			
Affordable Housing Supply	1,086,000	1,000,000		
Housing Services	70,612,822	24,586,876	47,473,894	16,000,000
R0005 - MT Vehicles/Plant Replacement Prog.	5,404,800	2,969,720	3,147,102	3,256,938
T2273 - Car Parks Resurfacing	300,000	300,000		
Cowley Marsh Extension	57,000			
Oxford Direct Services	5,761,800	3,269,720	3,147,102	3,256,938
Total General Fund Schemes	116,970,650	55,010,187	81,256,062	24,925,938
<u>Housing Revenue Account Capital Programme</u>				
<u>Planned Major Repairs</u>				
Adaptations for disabled	1,156,000	756,000	756,000	650,000
<u>Improvements</u>				
Structural	1,750,000	1,000,000	700,000	700,000
Controlled entry	407,522	133,000	133,000	75,000
Damp-proof works (K&B)	75,000	137,000	121,000	121,000
Doors and Windows	500,000	500,000	200,000	200,000
Extensions & Major Adaptions	1,345,892	290,000	250,000	250,000
Communal Areas	810,773	229,000	202,000	202,000
Lift replacements	488,899	125,000	125,000	-
Stock condition survey	195,000			
Renewal of Fire Alarm Panels	154,000	102,000	102,000	-
Fencing	400,000	200,000		
QL Improvements	245,000	78,000	78,000	78,000
<u>Regulatory</u>				
Kitchens & Bathrooms	1,450,000	3,055,000	2,739,000	2,739,000
Heating	2,393,000	2,393,000	2,157,000	2,157,000
Roofing	700,000	700,000	229,000	229,000
Electrics	723,000	723,000	723,000	723,000
Fire doors	2,417,594	580,000	580,000	500,000

Estate Improvement				
Great Estates: Estate Enhancements and Regeneration	1,851,254	1,163,000	1,163,000	600,000
BBL Regeneration	1,504,000	1,504,000	172,000	172,000
Barton Regeneration	600,000			
Major Refurbishment Masons Road	500,000			
Future Programme				
Properties purchased from OCHL	56,207,061	84,753,622	22,955,860	176,692,000
Southfieldpark Leases	1,500,000			
Affordable Housing Development				
Northfield Hostel	13,284,172	8,057,276		
Lanham Way	4,358,501	687,385		
Juniper	385,229	368,836	2,934	
Additional units	2,466,000	2,000,000		
Oxford North Development	8,355,798	14,364,378	8,961,140	3,381,185
East Oxford Development	6,954,006			
Empty Properties				
Major Voids	560,000	560,000	502,000	430,000
Energy Efficiency Initiatives				
Energy Efficiency Initiatives	4,915,000	4,950,000	1,210,000	2,750,000
Climate Change			-	4,000,000
Total Housing Revenue Account Schemes	118,652,701	129,409,497	44,061,934	196,649,185
Total Capital Programme (GF & HRA)	235,623,351	184,419,684	125,317,996	221,575,123
FINANCING				
Financing - General Fund				
Capital Receipts	5,045,795	5,281,015	10,446,018	3,471,938
Capital receipts re Barton	10,000,000	9,000,000	8,000,000	7,000,000
Direct Revenue Funding	2,000,000	963,000		
Capital Financing Reserve			2,157,978	455,000
ICT Renewals fund - revenue funding	923,200	618,200	618,200	
Developer Contributions -S106	3,384,945	2,055,581		
Grants	711,215	-	-	-
Community Infrastructure Levy	10,644,433	2,049,000	185,000	-
Contributions	-			
Government Funding (DFG)	1,000,000	1,200,000	1,200,000	1,200,000
Growth Deal Funding	5,231,000	3,353,694	-	-
Housing Infrastructure Funds (HIF)	15,291,538	564,914	-	-
Prudential Borrowing	62,738,524	29,924,783	58,648,866	12,799,000
Total Financing - General Fund	116,970,650	55,010,187	81,256,062	24,925,938
General Fund Over / (Under) Financing	(0)	0	0	0
Financing - HRA				
Grants - including Homes England Grant/growth deal	12,043,000	6,873,000	6,658,000	37,000
MRR	10,393,000	10,414,000	9,829,000	18,830,000
RRTB Receipts	986,000	800,000		
Other RTB Receipts	26,000	26,000	26,000	52,000
Other Capital receipts	10,984,842	10,705,497	24,613,934	734,000
reserves	-	-	-	-
Revenue		7,980,000	2,935,000	12,186,000
Borrowing	84,219,859	92,611,000	-	164,810,185
Total Financing - HRA	118,652,701	129,409,497	44,061,934	196,649,185
HRA Over / (Under) Financing	0	0	0	(0)
TOTAL FINANCING	235,623,351	184,419,684	125,317,996	221,575,123

Total Over / (Under) Financing 0 0 0 - 0

This page is intentionally left blank

Corporate Property Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Estate Management Fees and Charges				
Consents				
To Assignments and Subletting	800.00	800.00	0.00	0.00
Alteration of Lease terms or consent for alterations	800.00	800.00	0.00	0.00
If both an alteration and alienation	1,300.00	1,300.00	0.00	0.00
Admin fee for consent (in relation to restrictive covenants)	275.00	275.00	0.00	0.00
Administration fee for preparation of access licences and similar agreements (Minimum charge)	300.00	300.00	0.00	0.00
For work based on a time charge: Hourly Rate £100 / hour				

Housing Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
<u>Rent</u>				
<u>Exempt from VAT</u>				
Weekly Charges				
Temporary Accommodation [Heat,Light,Cook] - 1 bed	17.85	rate set at actual supplier charge less any government support'		
Temporary Accommodation [Heat,Light,Cook] - 2 bed	19.20	rate set at actual supplier charge less any government support'		
Temporary Accommodation [Heat,Light,Cook] - 3 bed	23.00	rate set at actual supplier charge less any government support'		
Temporary Accommodation [Heat,Light,Cook] - 4 bed	30.00	rate set at actual supplier charge less any government support'		
Temporary Accommodation Rent - 1 bed	144.34	144.34	0.00	0.00
Temporary Accommodation Rent - 2 bed	176.54	176.54	0.00	0.00
Bicester 2 Beds	135.00	135.00	0.00	0.00
Temporary Accommodation Rent - 3 bed	206.66	206.66	0.00	0.00
Bicester 3 Beds	165.11	165.11	0.00	0.00
Temporary Accommodation Rent - 4 bed	275.19	275.19	0.00	0.00
Temporary Accommodation [Water & Sewerage] - 1 bed	5.30	4.88	(0.42)	(7.92)
Temporary Accommodation [Water & Sewerage] - 2 bed	6.00	8.24	2.24	37.33
Temporary Accommodation [Water & Sewerage] - 3 bed	8.50	8.21	(0.29)	(3.41)
Temporary Accommodation [Water & Sewerage] - 4 bed	11.00	12.14	1.14	10.36
Nightly Charge Rent - Any unit size with no kitchen	160.38	160.38	0.00	0.00
<u>Garages</u>				
<u>Exempt from VAT (before discounts)</u>				
Council tenant	17.00	17.85	0.85	5.00
Council tenant Premium	19.20	20.16	0.96	5.00
Blue badge council	17.00	17.85	0.85	5.00
Blue badge council Premium	19.20	20.16	0.96	5.00
Mobility council	17.00	17.85	0.85	5.00
Mobility council Premium	19.20	20.16	0.96	5.00
<u>VATable (before discounts)</u>				
Private tenant	17.00	17.85	0.85	5.00
Private tenant Premium	19.20	20.16	0.96	5.00
Blue badge private	17.00	17.85	0.85	5.00
Blue badge private Premium	19.20	20.16	0.96	5.00
Mobility private	17.00	17.85	0.85	5.00
Mobility private Premium	19.20	20.16	0.96	5.00
<u>Exempt from VAT (before discounts)</u>				
Parking spaces	16.00	16.80	0.80	5.00
Parking spaces (Blue Badge)	16.00	16.80	0.80	5.00
<u>VATable (before discounts)</u>				
Parking spaces Private	16.00	16.80	0.80	5.00

Regulatory & Community Safety Fees and Charges 2023/24

	2022/23 Charge £	2023/24 Charge £	Increase/ (Decrease) £	Increase/ (Decrease) %
<u>Building Control</u>				
Schedule 1				
Charges for the creation of or conversion to new dwellings - inclusive of VAT				
Number of Dwellings				
1	945.00	950.00	5.00	0.53
2	1,255.00	1,260.00	5.00	0.40
3 and above	Please contact for quotation	Please contact for quotation		
Regularisation applications made in respect of unauthorised Schedule 1 work (i.e. where an application was not made at the time that the work was done) that has been undertaken since 1985, will be charged at an additional 50% of the standard fee, excluding VAT.				
Schedule 2				
Extension including controllable conservatories, not including basements (for more than one extension, use the total sum of internal floor area) - inclusive of VAT				
Extension up to 10m2	556.50	560.00	3.50	0.63
10m2 – 40m2	714.00	720.00	6.00	0.84
40m2 – 60m2	866.50	875.00	8.50	0.98
60m2 – 100m2	945.00	950.00	5.00	0.53
Over 100m2	Please contact for quotation	Please contact for quotation		
Basement or part basement	Please contact for quotation	Please contact for quotation		
Small domestic garages and carports and stores (Detached garages less than 30m2 may be exempt) - inclusive of VAT				
Up to 60m2	446.50	450.00	3.50	0.78
Over 100m2	Please contact for quotation	Please contact for quotation		
Erection or non-habitable extension of detached building not used solely as a garage/carport/store - inclusive of VAT				
30m2 – 60m2	866.50	875.00	8.50	0.98
60m2 – 100m2	945.00	950.00	5.00	0.53
Over 100m2	Please contact for quotation	Please contact for quotation		
Loft conversion - inclusive of VAT				
Up to 100m2	651.00	655.00	4.00	0.61
Over 100m2	Please contact for quotation	Please contact for quotation		
Conversion of garage to habitable space - inclusive of VAT				
Up to 10m2	556.50	560.00	3.50	0.63
Up to 40m2	714.00	720.00	6.00	0.84
40m2 – 60m2	866.50	875.00	8.50	0.98
Over 60m2	Please contact for quotation	Please contact for quotation		
Controllable work (Not Competent Person Schemes) - inclusive of VAT				
Rewire/partial rewire of a single dwelling	Please contact for quotation	Please contact for quotation		
Any other controllable electrical work	Please contact for quotation	Please contact for quotation		
Multiple work (eg extension & basement/loft conversion/works) - inclusive of VAT				
Up to and over £100,000	Please contact for quotation	Please contact for quotation		
Underpinning				
Energy efficiency improvements (Not Competent Person Scheme) - inclusive of VAT				
New and replacement windows and doors (Up to 7 windows and 2 doors to be installed at the same time).	220.50	225.00	4.50	2.04
Removal/renovation of a thermal element	273.00	280.00	7.00	2.56
Installation of a woodburner	415.00	420.00	5.00	1.20
Installation of solar panel/s	278.50	280.00	1.50	0.54
Regularisation applications made in respect of unauthorised Schedule 2 work (i.e. where an application was not made at the time that the work was done) that has been undertaken since 1985, will be charged at an additional 50% of the standard fee, excluding VAT.				
Schedule 3				
Works not listed in schedules 1 or 2 e.g. Structural alterations, refurbishments, internal alterations - inclusive of VAT				
Estimated cost of works				
£0 - £5000	336.00	340.00	4.00	1.19
£5001 - £10,000	415.00	420.00	5.00	1.20
£10,001 - £20,000	604.00	610.00	6.00	0.99
£20,001 - £50,000	793.00	799.00	6.00	0.76
£50,001 - £75,000	1134.00	1150.00	16.00	1.41
£75,001 - £100,000	1507.00	1520.00	13.00	0.86

>£100,000				
Regularisation applications made in respect of unauthorised Schedule 3 work (i.e. where an application was not made at the time that the work was done) that has been undertaken since 1985, will be charged at an additional 50% of the standard fee, excluding VAT.				
Schedule 4				
All general costs such as chargeable advice, requests for viewing documentation, dealing with previously deposited applications etc will be based on the hourly rate	82.00	90.00	8.00	9.76
Inspection and Provision of a Fire Risk Assessment Report	330.00	350.00	20.00	6.06
Miscellaneous Fees				
Electronic copy of the Approval Notice	40.40	45.00	4.60	11.39
Electronic copy of the Completion Certificate	40.40	45.00	4.60	11.39
Hourly charge for responding to enquiries regarding house sales	82.00	90.00	8.00	9.76
Food Hygiene Training				
Exempt from VAT				
Programmed Certificated Courses (charges are per person)				
Level 2 Award in Food Safety in Catering	75.00	80.00	5.00	6.67
Level 3 Award in Supervising Food Safety in Catering	280.00	300.00	20.00	7.14
Exam resit charge- Level 2 award in Food Safety in Catering	POA	POA		
Exam resit charge- Level 3 award in Supervising Food Safety in Catering	POA	POA		
Group Certificated Courses (for businesses requesting own on-site training)				
Level 2 Awards in Food Safety or Health & Safety - charge per candidate (minimum 10 delegates)	POA	POA		
Level 3 Award in Supervising Food Safety (3 day course, plus ½ day revision) - charge per candidate (minimum 10 delegates)	POA	POA		
Other non certificated part day and day courses				
Other non specified training courses (minimum 10 delegates)	POA	POA		
Other Bespoke courses across Regulatory Services & Community Safety				
Charges for bespoke training courses will be calculated to take into account market rates	POA	POA		
Sustainable Food Advice				
Charging for business advice (e.g noise, pre planning application advice, odour etc) - per hour	75.00	80.00	5.00	6.67
Food Business set up and advice consultation- per hour	75.00	80.00	5.00	6.67
Food hygiene rating rescore visit	200.00	220.00	20.00	10.00
Primary Authority Hourly Fee	POA	POA		
Miscellaneous				
Accommodation assessments for UK entry clearance - charge per report	390.00	420.00	30.00	7.69
Request for confirmation of registration in support of work permit application	58.00	60.00	2.00	3.45
Food Condemnation Certificate (e.g. insurance claim for freezer breakdown, damaged food)- minimum 1 hour	100.00	110.00	10.00	10.00
Works in default across Regulatory Services and Community Safety	Value of time spent based on hourly rates + costs	Value of time spent based on hourly rates + costs		
Provision of factual statements etc across Planning and Regulatory Services	Value of time spent based on hourly rates + costs	Value of time spent based on hourly rates + costs		
Copy of Legal Notice	27.00	30.00	3.00	11.11
Copy of Premises/Person Entry in Licensing Register	25.00	30.00	5.00	20.00
Confirmation of Food Business Registration	30.00	30.00	0.00	0.00
Plans under copyright	10.00	12.00	2.00	20.00
Plans: A0, A1 & A2 size	5.50	6.00	0.50	9.09
Plans: A3 & A4 size	1.15	1.50	0.35	30.43
Photocopying per A4 sheet	0.60	0.70	0.10	16.67
Invoice request	27.00	30.00	3.00	11.11
Recovery Fee - Dishonoured Cheque	35.00	40.00	5.00	14.29
Home Improvement Agency				
HIA fee rate for professional services as an agent for a client in receipt of a disabled facilities grant or other building work	15% of the value of works plus ancillary costs	15% of the value of works plus ancillary costs		
Acting as an agent for a client who is privately funding building works:	Fee of 15% of the builders quotation plus ancillary costs	Fee of 15% of the builders quotation plus ancillary costs		
HIA fee rate for administrative services in support of a private sector housing grant application or privately funding building works	£265 plus VAT per application	£280 plus VAT per application	15.00	5.66
HIA fee rate for the management of HRA funded adaptations schemes	15% flat fee per scheme £20 per hour, including VAT, plus the cost of materials used	15% flat fee per scheme £20 per hour, including VAT, plus the cost of materials used		
Small Repairs Service				
Any works carried out by the Handyperson that is not part of the Small Repairs Service	45.00	50.00	5.00	11.11
Supply and Fit Alert Keysafe (Within 1 working day)	70.00	75.00	5.00	7.14

Street Trading Consents - subject to approval by General Purposes Licensing Committee				
City Centre & Late Night Traders				
Application Fee	355.00	360.00	5.00	1.41
Annual consent (Pro Rata for period of Consent)	8,180.00	8,300.00	120.00	1.47
Weekly Consent (Weekly Rota)	183.00	185.00	2.00	1.09
All other traders				
Application Fee	355.00	360.00	5.00	1.41
Annual consent (Pro Rata for period of Consent)	2,780.00	2,820.00	40.00	1.44
Peripatetic traders (mobile traders- e.g. icecream vans, sandwich vans)				
Application fee	120.00	125.00	5.00	4.17
Annual consent (Pro Rata for period of Consent)	1,445.00	1,465.00	20.00	1.38
General Charges				
Replacement Consent	35.00	37.00	2.00	5.71
Identification badge (per badge)	35.00	37.00	2.00	5.71
Events				
Street Trading at event for commercial benefit (up to 5 days) - per stall	32.00	35.00	3.00	9.38
Street Trading at event for commercial benefit (6-14 days) - per stall	50.00	55.00	5.00	10.00
Street Trading at event for community / charity benefit	No Fee			
Street Café Licences - subject to approval by General Purposes Licensing Committee				
Annual Fee as set by the Business and Planning Act 2020	100.00	100.00	0.00	0.00
Annual fees for Street Café Licences under the Highways Act 1980				
Up to 8 covers	150.00	160.00	10.00	6.67
9 to 20 covers	200.00	210.00	10.00	5.00
21 or more covers	250.00	260.00	10.00	4.00
Miscellaneous Licensing - subject to approval by General Purposes Licensing Committee				
Acupuncture, ear piercing, electrolysis & tattooing (only payable on first registration - person)	130.00	140.00	10.00	7.69
Acupuncture, ear piercing, electrolysis & tattooing (only payable on first registration - premises)	260.00	280.00	20.00	7.69
Boarding for cats and/or dogs	315 + vet fee	330 + vet fee	15.00	4.76
Hiring out horses	315 + vet fee	330 + vet fee	15.00	4.76
Breeding dogs	315 + vet fee	330 + vet fee	15.00	4.76
Selling animals as pets	315 + vet fee	330 + vet fee	15.00	4.76
Keeping or training animals for exhibition	285 + vet fee	300 + vet fee	15.00	5.26
Request for variation	135.00	145.00	10.00	7.41
Request for re-inspection	132 + vet fee	140 + vet fee	8.00	6.06
Dangerous Wild Animals	465 + vet fee	490 + vet fee	25.00	5.38
Zoo	465 + vet fee	490 + vet fee	25.00	5.38
HMO Licensing				
Applications				
A1 Higher Rate New Application - New application for a one-year licence where the HMO has been operating unlicensed for more than 12 weeks	Stage 1 £286 Stage 2 £1834 Total: £2,120	Stage 1 £315 Stage 2 £2015 Total: £2,330	210.00	9.90
B Standard New Application - New application for a one-year* licence where: i) The HMO was acquired and/or began operating as an HMO within the previous 12 weeks; or ii) The licence expired before a valid renewal application was completed and an application for a new licence was received within 12 weeks of expiry; or iii) Change of existing licence holder.	Stage 1 £286 Stage 2 £288 Total £574	Stage 1 £315 Stage 2 £320 Total £635	61.00	10.62
*May be eligible for longer licence in cases of i) or iii) if Licence Holder holds other HMO licences with us and all relevant criteria are met at time of application				
C Standard Renewal - Annual renewal where there are no management concerns or outstanding conditions and the licence holder is not an Accredited Landlord	Stage 1 £92 Stage 2 £182 Total £274	Stage 1 £100 Stage 2 £200 Total £300	26.00	9.49
D Higher Rate Renewal - Annual renewal where there are management concerns, non-compliance issues or other reasons that re-inspection or audit is required	Stage 1 £92 Stage 2 £428 Total £520	Stage 1 £100 Stage 2 £470 Total £570	50.00	9.62
E Two-year Renewal -Licence renewal for 2 years where all two-year licence criteria are met	Stage 1 £92 Stage 2 £210 Total £302	Stage 1 £100 Stage 2 £230 Total £330	28.00	9.27
F Five year licence accredited landlord and all criteria met	Stage 1 £92 Stage 2 £334 Total £426	Stage 1 £100 Stage 2 £365 Total £465	39.00	9.15
Inspection to advise on requirements before property is licensed.	201.00	215.00	14.00	6.96
Surcharge for provision of paper application - new HMO licence	NEW	240.00	240.00	NEW
Surcharge for provision of paper application - renewal HMO licence	NEW	200.00	200.00	NEW
Selective Licensing				
	SL Fees 01 September 2022 to 31 August 2023	SL Fees 01 September 2023 to 31 August 2024		

A Standard New Application	Stage 1 £178 Stage 2 £302 Total £480	Stage 1 £200 Stage 2 £330 Total £530	50.00	10.42
B Accredited New Application	Stage 1 £178 Stage 2 £102 Total £280	Stage 1 £200 Stage 2 £130 Total £330	50.00	17.86
C Higher Rate New Application - New application where landlord is unable to demonstrate the property is newly acquired or first occupied within 12 weeks of application date - takes effect 1st September 2023	N/A	Stage 1 £539 Stage 2 £569 Total £1100	N/A	N/A
D Renewal	N/A	Stage 1 £86 Stage 2 £45 Total £131	N/A	N/A
E1 Standard Block licence	Stage 1 fee for each dwelling (£178) Stage 2 fee for first dwelling paid in full (£302) then subsequent dwellings stage two discounted by £60 (£242) Total POA	Stage 1 fee for each dwelling (£200) Stage 2 fee for first dwelling paid in full (£130) then subsequent dwellings stage two discounted by £66 (£264) Total POA	N/A	N/A
E2 Accredited Standard Block licence	Stage 1 fee for each dwelling (£178) Stage 2 fee for first dwelling paid in full (£102) then subsequent dwellings stage two discounte by £60 (£42) Total POA	Stage 1 fee for each dwelling (£200) Stage 2 fee for first dwelling paid in full (£130) then subsequent dwellings stage two discounted by £66 (£264) Total POA	N/A	N/A
F Student Accommodation Block Licence	Stage 1 £178 Stage 2 £102 Total £280	Stage 1 £200 Stage 2 £130 Total £330	50.00	17.86
Surcharge for provision of paper application - new Selective licence	FY 22/23 0.00	FY23/24 240.00	240.00	NEW
Surcharge for provision of paper application - renewal Selective licence	0.00	200.00	200.00	NEW
Housing Act charges				
Charging for the service of Improvement Notices, Prohibition Orders or Hazard Awareness Notices under the Housing Act 2004.	Value of time spent based on hourly rates + costs	Value of time spent based on hourly rates + costs		
Charging for taking Emergency Remedial Action or serving an Emergency Prohibition Order under the Housing Act 2004.	Value of time spent based on hourly rates + costs	Value of time spent based on hourly rates + costs		
Charging for review of Suspended Improvement Notices or Suspended Prohibition Orders served under the Housing Act 2004.	Value of time spent based on hourly rates + costs	Value of time spent based on hourly rates + costs		
Other charges incurred in the determining of whether to serve a notice/make an order	Value of time spent based on hourly rates + costs	Value of time spent based on hourly rates + costs		
Rent repayment order service for tenants	POA	POA		
Integrated Pollution Prevention & Control Permits				
LAPPC Charges - Industrial processes covered by Environmental Permitting Regulations	The fee for each application and renewal will be calculated in accordance with DEFRA guidance	The fee for each application and renewal will be calculated in accordance with DEFRA guidance		
Mobile Homes Act 2013				
New application	375.00	400.00	25.00	6.67
Licence alterations application	345.00	375.00	30.00	8.70
Depositing of site rules fee	125.00	135.00	10.00	8.00
Transfer of licence application	375.00	400.00	25.00	6.67
Copy of licence	30.00	35.00	5.00	16.67
Existing operator annual licence				
Large (51+)				
Site inspections every 12 months (Cat A risk rating)	440.00	470.00	30.00	6.82
Site inspections every 18 months (Cat B risk rating)	295.00	320.00	25.00	8.47
Site inspections every 24 months (Cat C risk rating)	220.00	235.00	15.00	6.82
Site inspections every 36 months (Cat D risk rating)	145.00	155.00	10.00	6.90
Medium (11-50)				
Site inspections every 12 months (Cat A risk rating)	345.00	365.00	20.00	5.80
Site inspections every 18 months (Cat B risk rating)	230.00	250.00	20.00	8.70
Site inspections every 24 months (Cat C risk rating)	175.00	190.00	15.00	8.57
Site inspections every 36 months (Cat D risk rating)	115.00	125.00	10.00	8.70
Small (10 or less)				
Site inspections every 12 months (Cat A risk rating)	250.00	270.00	20.00	8.00
Site inspections every 18 months (Cat B risk rating)	170.00	185.00	15.00	8.82
Site inspections every 24 months (Cat C risk rating)	125.00	135.00	10.00	8.00
Site inspections every 36 months (Cat D risk rating)	85.00	90.00	5.00	5.88
Transferring/Replacing Licences & Certificates				

Other replacement licence	32.00	35.00	3.00	9.38
Taxi Licensing				
Vehicles				
Hackney Carriage	400.00	420.00	20.00	5.00
Hackney Carriage (Low Emission Vehicle)	300.00	315.00	15.00	5.00
Hackney Carriage (ULEV Early Adopter Discount)	0.00		0.00	0.00
Hackney Transfer of Ownership	100.00	105.00	5.00	5.00
Hackney Change of Vehicle	100.00	105.00	5.00	5.00
Hackney Plate Deposit	50.00	52.00	2.00	4.00
Hackney Temporary Vehicle	75.00	78.00	3.00	4.00
Private Hire	262.00	275.00	13.00	4.96
Private Hire (Low Emission Vehicle)	162.00	170.00	8.00	4.94
Private Hire (ULEV Early Adopter Discount)	0.00	0.00	0.00	0.00
Private Hire (Wheelchair Accessible Vehicle (WAV))	0.00	100.00	100.00	NEW
Private Hire Transfer	100.00	105.00	5.00	5.00
Private Hire Change of Vehicle	100.00	105.00	5.00	5.00
Private Hire Temporary Vehicle	75.00	78.00	3.00	4.00
Drivers				
Hackney Combined (1 yr licence)	115.00	120.00	5.00	4.35
Hackney Combined (3 yr licence)	345.00	360.00	15.00	4.35
Hackney Combined for Oxfordshire Licensed drivers with 1 full year on current licence (3 yr licence only)	230.00	240.00	10.00	4.35
Hackney Combined for Oxfordshire Licensed drivers with 2 full years on current licence (3 yr licence only)	115.00	120.00	5.00	4.35
Private Hire (1 yr licence)	101.00	106.00	5.00	4.95
Private Hire (3 yr licence)	303.00	318.00	15.00	4.95
Private Hire for Oxfordshire Licensed drivers with 1 full year on their current licence (3 yr OCC licence only)	202.00	212.00	10.00	4.95
Private Hire for Oxfordshire Licensed drivers with 2 full years on their current licence(3 yr OCC licence only)	101.00	106.00	5.00	4.95
Additional Charges				
Mandatory Safeguarding and Disability Awareness Training - provided by Oxfordshire County Council	50.00	50.00	0.00	0.00
Local Knowledge & Safeguarding Test	75.00	78.00	3.00	4.00
Local Knowledge & Safeguarding Re-Test	75.00	78.00	3.00	4.00
DBS check - all driver only, at cost	50.00	50.00	0.00	0.00
DVLA check - for new applicants only, at cost	7.00	7.00	0.00	0.00
Trust ID - DBS & RTW check	0.00	12.00	12.00	NEW
Trust ID - DBS check only	0.00	8.00	8.00	NEW
Licence badge/replacement badge	10.00	11.00	1.00	10.00
Internal PHV Licence Plate	15.00	16.00	1.00	6.67
Internal HC Licence Plate	15.00	16.00	1.00	6.67
Replacement external plate	25.00	26.00	1.00	4.00
Private Hire Vehicle Door Stickers (pair)	35.00	36.00	1.00	2.86
Exempt badge/replacement badge	25.00	26.00	1.00	4.00
Replacement approved fare chart	2.00	2.00	0.00	0.00
Replacement approved no smoking signs (includes VAT)	1.00	1.00	0.00	0.00
Duplicate paper licence (replacement)	5.00	6.00	1.00	20.00
Unpaid Cheque Charge	30.00	32.00	2.00	6.67
Amendments to Private Hire Operator Licence	100.00	105.00	5.00	5.00
Charge for Exemption Notice	50.00	52.00	2.00	4.00
Operator's Licence				
Vehicle 3 & under (1 YEAR LICENCE)	490.00	514.00	24.00	4.90
Vehicle 4 & over (1 YEAR LICENCE)	980.00	1028.00	48.00	4.90
Vehicle 3 & under (5 YEAR LICENCE)	2,450.00	2,570.00	120.00	4.90
Vehicle 4 & over (5 YEAR LICENCE)	4,900.00	5,140.00	240.00	4.90
Private hire plate exemption (operator of 1-2 vehicles)	0.00	160.00	160.00	New
Private hire plate exemption (operator of 3-4 vehicles)	0.00	122.00	122.00	New
Private hire plate exemption (operator of 5-9 vehicles)	0.00	93.00	93.00	New
Private hire plate exemption (operator of 10 vehicles and over)	0.00	88.00	88.00	New
Motor Salvage Operators				
Scrap Metal Dealers (replaces Motor Salvage Operators)				
New Site Licence	1,220.00	1,280.00	60.00	4.92
Renewal Site Licence	1,220.00	1,280.00	60.00	4.92
Variation Site Licence	300.00	315.00	15.00	5.00
New Mobile Collector Licence	605.00	635.00	30.00	4.96
Renewal Mobile Collector Licence	605.00	635.00	30.00	4.96
Variation Mobile Collector Licence	300.00	315.00	15.00	5.00
Sex Establishments				
Sex establishment (Sex Shop or Sex Cinema)- New	2,508.00	2,630.00	122.00	4.86
Sex establishment (Sex Shop or Sex Cinema)- Renewal	2,508.00	2,630.00	122.00	4.86
Sex establishment (Sex Shop or Sex Cinema)- Variation/ transfer	1,175.00	1,230.00	55.00	4.68
Sexual entertainment venues new	5,880.00	6,170.00	290.00	4.93
Sexual entertainment venues renewal	5,880.00	6,170.00	290.00	4.93
Sexual entertainment variation/ transfer	1,175.00	1,230.00	55.00	4.68
* Reasonable charges to be determined by the Head of Financial Services and Head of Law and Governance				
Licensing Act 2003				

Application fee				
Application and Variation Fees - Premises Licenses and Club Premises Certificates - Minimum	100.00	100.00	0.00	0.00
Application and Variation Fees - Premises Licenses and Club Premises Certificates - Maximum	635.00	635.00	0.00	0.00
Enhanced fee for some premises with rateable value above £87,001 - Minimum	900.00	900.00	0.00	0.00
Enhanced fee for some premises with rateable value above £87,001 - Maximum	1,905.00	1,905.00	0.00	0.00
Additional fee for capacity of more than 5,000 people - Minimum	1,000.00	1,000.00	0.00	0.00
Additional fee for capacity of more than 5,000 people - Maximum	64,000.00	64,000.00	0.00	0.00
Annual fee				
Premises Licenses and Club Premises Certificates - Minimum	70.00	70.00	0.00	0.00
Premises Licenses and Club Premises Certificates - Maximum	350.00	350.00	0.00	0.00
Enhanced fee for some premises with rateable value above £87,001 - Minimum	640.00	640.00	0.00	0.00
Enhanced fee for some premises with rateable value above £87,001 - Maximum	1,050.00	1,050.00	0.00	0.00
Additional fee for capacity of more than 5,000 people - Minimum	500.00	500.00	0.00	0.00
Additional fee for capacity of more than 5,000 people - Maximum	32,000.00	32,000.00	0.00	0.00
Other Application Fees				
Personal License	37.00	37.00	0.00	0.00
Transfer of Premises Licence	23.00	23.00	0.00	0.00
Change of address	10.50	10.50	0.00	0.00
Copy of licence	10.50	10.50	0.00	0.00
Temporary Event Notice	21.00	21.00	0.00	0.00
Provisional Statement	315.00	315.00	0.00	0.00
Gambling Act 2005 - Premises				
Bingo Premises				
Application (3500 max permitted)	930.00	930.00	0.00	0.00
Annual fee (1000 max permitted)	610.00	610.00	0.00	0.00
Variation application (1750 max permitted)	1,330.00	1,330.00	0.00	0.00
Transfer application (1200 max permitted)	430.00	430.00	0.00	0.00
Reinstatement application (1200 max permitted)	555.00	555.00	0.00	0.00
Provisional statement application (3500 max permitted)	805.00	805.00	0.00	0.00
Copy of licence	25.00	25.00	0.00	0.00
Notification of a change	50.00	50.00	0.00	0.00
Family Entertainment Centre				
Application (2000 max permitted)	750.00	750.00	0.00	0.00
Annual fee (750 max permitted)	680.00	680.00	0.00	0.00
Variation application (1000 max permitted)	1,000.00	1,000.00	0.00	0.00
Transfer application (950 max permitted)	400.00	400.00	0.00	0.00
Reinstatement application (950 max permitted)	485.00	485.00	0.00	0.00
Provisional statement application (2000 max permitted)	660.00	660.00	0.00	0.00
Copy of licence	25.00	25.00	0.00	0.00
Notification of a change	50.00	50.00	0.00	0.00
Adult Gaming Centre				
Application (2000 max permitted)	750.00	750.00	0.00	0.00
Annual fee (1000 max permitted)	680.00	680.00	0.00	0.00
Variation application (2000 max permitted)	1,030.00	1,030.00	0.00	0.00
Transfer application (1200 max permitted)	400.00	400.00	0.00	0.00
Reinstatement application (1200 max permitted)	485.00	485.00	0.00	0.00
Provisional statement application (2000 max permitted)	660.00	660.00	0.00	0.00
Copy of licence	25.00	25.00	0.00	0.00
Notification of a change	50.00	50.00	0.00	0.00
Betting Premises (Track)				
Application (2500 max permitted)	890.00	890.00	0.00	0.00
Annual fee (1000 max permitted)	805.00	805.00	0.00	0.00
Variation application (1250 max permitted)	1,250.00	1,250.00	0.00	0.00
Transfer application (950 max permitted)	420.00	420.00	0.00	0.00
Reinstatement application (950 max permitted)	520.00	520.00	0.00	0.00
Provisional statement application (2500 max permitted)	730.00	730.00	0.00	0.00
Copy of licence	25.00	25.00	0.00	0.00
Notification of a change	50.00	50.00	0.00	0.00
Betting Premises (Other)				
Application (3000 max permitted)	835.00	835.00	0.00	0.00
Annual fee (600 max permitted)	600.00	600.00	0.00	0.00
Variation application (1500 max permitted)	1,160.00	1,160.00	0.00	0.00
Transfer application (1200 max permitted)	420.00	420.00	0.00	0.00
Reinstatement application (1200 max permitted)	520.00	520.00	0.00	0.00
Provisional statement application (3000 max permitted)	730.00	730.00	0.00	0.00
Copy of licence	25.00	25.00	0.00	0.00
Notification of a change	50.00	50.00	0.00	0.00
Gambling Act 2005 - Permits				
Alcohol Premises Gaming Machine Permits				
Application	150.00	150.00	0.00	0.00
Existing operator application	100.00	100.00	0.00	0.00
Annual fee	50.00	50.00	0.00	0.00
Permit variation fee	100.00	100.00	0.00	0.00
Transfer of permit	25.00	25.00	0.00	0.00
Change of name on permit	25.00	25.00	0.00	0.00

Copy of permit	15.00	15.00	0.00	0.00
Notification of 2 machines	50.00	50.00	0.00	0.00
Club Gaming Permits and Club Gaming Machine Permits				
Application	200.00	200.00	0.00	0.00
Application (Club Premises Certificate holder)	100.00	100.00	0.00	0.00
Annual fee	50.00	50.00	0.00	0.00
Permit variation fee	100.00	100.00	0.00	0.00
Renewal	200.00	200.00	0.00	0.00
Renewal (Club Premises Certificate holder)	100.00	100.00	0.00	0.00
Permit variation fee	100.00	100.00	0.00	0.00
Copy of permit	15.00	15.00	0.00	0.00
Family Entertainment Centre Gaming Machine Permits				
Application	300.00	300.00	0.00	0.00
Existing operator application	100.00	100.00	0.00	0.00
Renewal	300.00	300.00	0.00	0.00
Change of name on permit	25.00	25.00	0.00	0.00
Copy of permit	15.00	15.00	0.00	0.00
Gambling Act 2005 Temporary Use Notice				
Submission of Notice	500.00	500.00	0.00	0.00
Copy of Notice	25.00	25.00	0.00	0.00
Road Closures				
Commercial Event Road Closures- Events (under 500 people)	105.00	115.00	10.00	9.52
Commercial Event Road Closures- Market and Street Fairs	255.00	280.00	25.00	9.80
Commercial Event Road Closures- Events (500 or more people)	305.00	335.00	30.00	9.84
Road Closure with no commercial element inc Street Parties	16.00	17.00	1.00	6.25
Miscellaneous Charges				
Copy of Premises/Person Entry in Licensing Register	22.00	25.00	3.00	13.64
Statement of Licensing Policy document	43.00	43.00	0.00	0.00
Statement of Gambling Policy document	43.00	43.00	0.00	0.00
Copy of Licensing Decision Notice	22.00	25.00	3.00	13.64
Current list of licensing applications	11.00	12.00	1.00	9.09
Viewing of Films requiring Certification - Per 15 Minutes	8.00	10.00	2.00	25.00
Issue of Film Certification	8.00	10.00	2.00	25.00
Distribution of Free Printed Matter (DFPM) - Static 1 year	200.00	210.00	10.00	5.00
Distribution of Free Printed Matter (DFPM) - Non static 1 month	100.00	105.00	5.00	5.00
Distribution of Free Printed Matter (DFPM) - Non static 1 year	400.00	420.00	20.00	5.00
Distribution of Free Printed Matter (DFPM) - Replacement badge	25.00	26.00	1.00	4.00
Distribution of Free Printed Matter (DFPM) - Non static 1 Day	25.00	26.00	1.00	4.00
Distribution of Free Printed Matter (DFPM) - Non static 1 Day extra badge	5.00	6.00	1.00	20.00
Fixed Penalty Notice Fines				
Full standard charge				
Depositing litter	150.00	150.00	0.00	0.00
Littering from a vehicle - penalty charge	300.00	300.00	0.00	0.00
Community Protection Notice	100.00	100.00	0.00	0.00
Public Space Protection Order	100.00	100.00	0.00	0.00
Failure to produce waste documents	300.00	300.00	0.00	0.00
Failure to produce authority to transport waste	300.00	300.00	0.00	0.00
Unauthorised distribution of free printed matter	150.00	150.00	0.00	0.00
Failure to comply with a waste receptacles notice (S46-domestic waste)	60.00	60.00	0.00	0.00
Failure to comply with a waste receptacles notice (S47- commercial waste)	110.00	110.00	0.00	0.00
Failure to comply with Household Waste Duty of Care	250.00	300.00	50.00	20.00
Parking of vehicles exposed for sale on a road	100.00	100.00	0.00	0.00
Repairing vehicles in a road by a business	100.00	100.00	0.00	0.00
Failure to comply with a request to turn off an idling engine on a stationary vehicle			0.00	0.00
	20.00	20.00		
Failure to comply with a request to turn off an idling engine on a stationary vehicle (if not paid within 28 days)	40.00	40.00	0.00	0.00
Graffiti/Flyposting	150.00	150.00	0.00	0.00
Failure to nominate key holder within alarm notification area	75.00	75.00	0.00	0.00
Noise Act FPN (residential)	110.00	110.00	0.00	0.00
Noise from licensed premises	500.00	500.00	0.00	0.00
Fly-tipping	400.00	400.00	0.00	0.00
Reduced charge if paid within 10 days				
Depositing litter	75.00	100.00	25.00	33.33
Littering from a vehicle - penalty charge	75.00	150.00	75.00	100.00
Community Protection Notice	75.00	75.00	0.00	0.00
Public Space Protection Order	75.00	75.00	0.00	0.00
Unauthorised distribution of free printed matter	75.00	75.00	0.00	0.00
Failure to comply with a waste receptacles notice (S46- domestic waste)	40.00	40.00	0.00	0.00
Failure to comply with a waste receptacles notice (S47- commercial waste)	75.00	75.00	0.00	0.00
Failure to comply with Household Waste Duty of Care	150.00	200.00	50.00	33.33
Graffiti/Flyposting	75.00	75.00	0.00	0.00
Failure to nominate key holder within alarm notification area	55.00	55.00	0.00	0.00
Fly-tipping	200.00	250.00	50.00	25.00

Environmental Sustainability Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Contaminated Land Enquiries (not Land Charges)				
Location enquires - fixed price	86.00	89.00	3.00	3.49
Locational enquires- additional questions	26.25	29.00	2.75	10.48
Air Quality Enquiries				
Provision of data and written advice		Hourly rate agreed on commissioning		
Environmental Sustainability Enquiries				
Provision of advice (e.g. air quality, contaminated land, ecology, flood risk, energy management, renewable energy, etc)		Hourly rate agreed on commissioning		
Planning pre-application advice (Standard rated & exclusive of VAT)- renewable energy compliance, contaminated land, air quality, ecology, flood risk				
Additional specialist advice required by the developer at pre-application stage to be charged extra on hourly rate basis.	81.00	89.00	8.00	9.88
Miscellaneous				
Air Quality Reports	28.35	30.00	1.65	5.82
Contaminated Land Strategy document	28.35	30.00	1.65	5.82

Community Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Leisure Centres				
<u>Standard rated & inclusive of VAT</u>				
ALL THE FOLLOWING ACTIVITIES ARE INCLUSIVE TO ACTIVE AND CHOICE MEMBERSHIP CARD HOLDERS				
Adult				
Spectator	2.20	2.40	0.20	9.09
Shower	1.60	1.80	0.20	12.50
Casual Swimming	5.50	5.70	0.20	3.64
Family Swim Ticket	13.50	14.90	1.40	10.37
Pool Inflatable Session	5.20	7.00	1.80	34.62
Cherwell Swim (Ferry)	1.50	1.70	0.20	13.33
Lane Swim	5.20	5.70	0.50	9.62
Sauna & Swim (LPLC)	8.60	5.70	(2.90)	(33.72)
Aqua Aerobics	7.40	8.10	0.70	9.46
Badminton, Raquetball (per person)	4.80	5.30	0.50	10.42
Short Tennis (per person)	2.70	3.00	0.30	11.11
Squash (per person)	4.80	5.30	0.50	10.42
After School Activity - Junior Gym	9.40	10.30	0.90	9.57
50+ Badminton (Leys)	3.20	3.50	0.30	9.37
Basketball (4 Crts Leys)	44.50	49.00	4.50	10.11
Basketball Hoop (1 Crt Leys)	22.20	17.20	(5.00)	(22.52)
Basketball Whole Hall (Ferry)	62.30	49.00	(13.30)	(21.35)
Football Off peak (Leys)	24.50	27.00	2.50	10.20
Hockey Off peak (Leys)	24.50	27.00	2.50	10.20
Netball Off peak (Leys)	24.50	27.00	2.50	10.20
Football (Leys)	44.50	49.00	4.50	10.11
Football (Ferry)	58.70	49.00	(9.70)	(16.52)
Volleyball (Ferry)	58.70	49.00	(9.70)	(16.52)
Netball Hall Hire (Leys)	44.50	49.00	4.50	10.11
3g Pitch (Leys)	67.30	74.10	6.80	10.10
3g Pitch (Off Peak Leys)	23.90	26.30	2.40	10.04
3g Pitch Whole (Peak Leys)	100.00	110.10	10.10	10.10
3g Pitch Whole (Off peak Leys)	36.40	40.10	3.70	10.16
Function Room Hire (Ice Rink)	5.00	5.50	0.50	10.00
Soft Play Session (Leys)	2.30	2.50	0.20	8.70
Table Tennis	4.00	4.30	0.30	7.50
U17 / 66+				
Spectator	2.20	2.40	0.20	9.09
Shower	1.60	1.80	0.20	12.50
Casual Swimming	3.50	3.60	0.10	2.86
Lane Swimming	3.50	3.60	0.10	2.86
Pool Inflatable Session	5.20	5.50	0.30	5.77
Sauna & Swim (LPLC)	5.30	3.60	(1.70)	(32.08)
Aqua Aerobics	4.70	5.20	0.50	10.64
Badminton, Raquetball (per person)	3.20	3.50	0.30	9.37
Short Tennis (per person)	2.70	3.00	0.30	11.11
Squash (per person)	3.20	3.50	0.30	9.37
Junior Gym (U17)	4.80	5.30	0.50	10.42
U17 Swim Free Session (OX1-OX4)	0.00	0.00	0.00	0.00
Bonus Concessionary*				
Spectator	2.20	2.40	0.20	9.09
Shower (Off peak)	2.10	1.80	(0.30)	(14.29)
Shower (Peak)	2.60	1.80	(0.80)	(30.77)
Junior Gym (Off peak)	2.10	2.10	0.00	0.00
Junior Gym (Peak)	2.60	2.60	0.00	0.00
Casual Swimming (Off peak)	2.10	2.10	0.00	0.00
Casual Swimming (Peak)	2.60	2.60	0.00	0.00
Lane Swimming	2.10	2.10	0.00	0.00
Lane Swimming	2.60	2.60	0.00	0.00
Pool Inflatable Session (Off peak)	3.50	2.10	(1.40)	(40.00)
Pool Inflatable Session (Peak)	3.50	2.60	(0.90)	(25.71)

Community Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Sauna & Swim @ LPLC (Off peak)	2.10	2.10	0.00	0.00
Sauna & Swim @ LPLC (Peak)	2.60	2.60	0.00	0.00
Aqua Aerobics (Off peak)	2.10	2.10	0.00	0.00
Aqua Aerobics (Peak)	2.60	2.60	0.00	0.00
Badminton, Racquetball (Off peak per person)	2.10	2.10	0.00	0.00
Badminton, Racquetball (Peak per person)	2.60	2.60	0.00	0.00
50+ Badminton (Off peak) Leys	2.10	2.10	0.00	0.00
50+ Badminton (Peak) Leys	2.60	2.60	0.00	0.00
Squash (Off peak per person)	2.10	2.10	0.00	0.00
Squash (Peak per person)	2.60	2.60	0.00	0.00
Short Tennis (Off Peak) Per person	2.10	2.10	0.00	0.00
Short Tennis (Peak) Per person	2.60	2.60	0.00	0.00
Soft Play Session (Off peak) Leys	2.10	2.10	0.00	0.00
Soft Play Session (Peak) Leys	2.60	2.60	0.00	0.00
ALL THE FOLLOWING ACTIVITIES ARE INCLUSIVE TO ACTIVE AND CHOICE MEMBERSHIP CARD HOLDERS				
Adult				
Gyms	9.40	10.30	0.90	9.57
Fitness Classes	8.00	8.80	0.80	10.00
Pilates	7.60	8.40	0.80	10.53
Yoga	7.60	8.40	0.80	10.53
Racket Hire	2.00	2.20	0.20	10.00
U17 / 66+				
Gyms	4.80	5.30	0.50	10.42
Fitness Classes	4.70	5.20	0.50	10.64
Table Tennis	3.00	3.30	0.30	10.00
Racket Hire	1.60	1.80	0.20	12.50
Bonus Concessionary*				
Gyms (Off peak)	2.10	2.10	0.00	0.00
Gyms (Peak)	2.60	2.60	0.00	0.00
Fitness Classes (Off peak)	2.10	2.10	0.00	0.00
Fitness Classes (Peak)	2.60	2.60	0.00	0.00
Table Tennis (Off peak per person)	2.10	2.10	0.00	0.00
Table Tennis (Peak per person)	2.60	2.60	0.00	0.00
Pilates (Off peak)	2.10	2.10	0.00	0.00
Pilates (Peak)	2.60	2.60	0.00	0.00
Yoga (Off peak)	2.10	2.10	0.00	0.00
Yoga (Peak)	2.60	2.60	0.00	0.00
ALL THE FOLLOWING ACTIVITIES ARE INCLUSIVE TO CHOICE MEMBERSHIP CARD HOLDERS				
Adult				
Skate general session	9.50	10.50	1.00	10.53
Skate Disco Session	9.10	11.50	2.40	26.37
15 min coached skate session	10.00	11.00	1.00	10.00
U17 / 66+				
Skate general session	7.40	8.10	0.70	9.46
Skate Disco Session	9.50	9.50	0.00	0.00
School Skate Rate	3.90	3.90	0.00	0.00
15 min coached skate session	10.00	11.00	1.00	10.00
Bonus Concessionary				
Skate general session (off peak)	2.10	2.10	0.00	0.00
Skate general session (Peak)	2.60	2.60	0.00	0.00
Skate Disco session (Off peak)	2.60	2.60	0.00	0.00
15 min coached skate session	10.00	11.00	1.00	10.00
SWIMMING LESSONS				
Adult				

Community Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Adult Private Swim Lessons (30min 1:1)	14.40	15.90	1.50	10.42
Adult Private Swim Lessons (60 min 1:1)	25.10	27.60	2.50	9.96
Adult Private Swim Lessons (60 min 1:2)	39.90	43.90	4.00	10.03
Choice, Active & Aqua				
Junior Swim Lessons (Per half hour)	6.80	8.00	1.20	17.65
Adult Swim Lessons (Per hour)	12.60	15.84	3.24	25.71
U17 / 66+				
Under 17 Private Swim Lessons (Per half hour 1:1)	24.10	26.50	2.40	9.96
Under 17 Private Swim Lessons (Per half hour 1:2)	24.10	26.50	2.40	9.96
Bonus Slice				
Junior Swim Lessons (Per half hour)	4.20	4.60	0.40	9.52
Adult Swim Lessons (Per hour)	8.50	9.40	0.90	10.59
Ice Equipment Hire				
Penguin/ Snowperson Skate Aid	4.20	4.60	0.40	9.52
Skate Hire	2.10	2.30	0.20	9.52
<u>Standard rated & inclusive of VAT</u>				
Direct Debit Membership				
Choice Card				
Adult (Legacy membership)	49.40	54.34	4.94	10.00
Adult Corporate -10% (Legacy membership)	48.40	53.24	4.84	10.00
Concession (Legacy membership)	33.80	37.18	3.38	10.00
Couple (Legacy membership)	91.60	100.80	9.20	10.04
Family (Legacy membership)	123.30	135.70	12.40	10.06
Family Corporate (Legacy membership)	106.90	117.60	10.70	10.01
Family Flex 1+3 (Legacy membership)	100.50	110.60	10.10	10.05
Family Flex 1+3 Corporate -10% (Legacy membership)	90.50	99.60	9.10	10.06
Choice Additional Child (Legacy membership)	22.30	24.60	2.30	10.31
Student Peak (Legacy membership)	38.90	42.80	3.90	10.03
Student Off Peak (Legacy membership)	32.50	35.80	3.30	10.15
Bonus Concessionary (Legacy membership)	21.30	23.50	2.20	10.33
Centre Only Adult (Legacy membership)	38.20	42.10	3.90	10.21
Active Family Corp - 10% (Legacy membership)	92.60	101.90	9.30	10.04
Premium Anytime - Single	50.00	55.00	5.00	10.00
Premium Anytime - Joint **	90.00	99.00	9.00	10.00
Anytime - Single	40.00	44.00	4.00	10.00
Anytime - Joint**	76.00	83.60	7.60	10.00
Extra class bolt-on cost	4.00	4.40	0.40	10.00
Daytime Adult - Single	28.00	31.00	3.00	10.71
Daytime - Joint** (Leys, Ferry)	53.20	no longer provided		
Daytime - Joint** (Barton)	53.00	no longer provided		
Gym and Swim Only - Single	30.00	33.00	3.00	10.00
Gym and Swim Only - Joint **	57.00	63.00	6.00	10.53
Swim Only				
Adult	38.20	42.00	3.80	9.95
66+	22.30	24.50	2.20	9.87
Under 17	21.50	23.70	2.20	10.23
Family	77.50	85.00	7.50	9.68
Adult Rink				
Skate Training	62.20	68.00	5.80	9.32
Choice plus skate training	90.00	99.00	9.00	10.00
Junior Rink				
Skate Training	47.00	51.70	4.70	10.00
Choice plus skate training	60.10	66.20	6.10	10.15
Annual Card				
Annual Legacy (Leys)	385.00	no longer provided		

Community Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Couple 12 months for 11	1008.90	no longer provided		
Family 12 months (2 adults + 2 children)	1359.90	no longer provided		
Family 12 months for 11 (1 adult + 3 children)	1104.70	no longer provided		
Concession 12 months for 11	372.20	no longer provided		
Student 9 months for 8 - Peak	311.00	no longer provided		
Student 9 months for 8 - Off Peak	260.50	no longer provided		
Gym & Swim Legacy	330.00	no longer provided		
Joint Gym & Swim Legacy	627.00	no longer provided		
Daytime Adult Legacy	308.00	no longer provided		
Daytime Joint Legacy (Barton)	583.00	no longer provided		
Daytime Joint Legacy (Ferry, Leys)	585.20	no longer provided		
Daytime Joint Legacy (Ice Rink)	1170.40	no longer provided		
Swim Only				
Adult 12 months for 11	420.40	no longer provided		
66+ 12 months for 11	246.50	no longer provided		
Under 17 12 months for 11	246.50	no longer provided		
Family 12 months for 11	820.50	no longer provided		
Hinksey Mid-Sea Family2+2	320.00	352.30	32.30	10.09
Hinksey Mid-Season Adult	150.00	165.10	15.10	10.07
Hinksey Mid-Season Conc	75.00	82.60	7.60	10.13
Adult (Hinksey)	217.30	231.20	13.90	6.40
66+ / under 17 (Hinksey)	112.20	117.80	5.60	4.99
Family (Hinksey)	420.30	462.40	42.10	10.02
Skate				
Adult Choice Plus 12 months for 11	966.60	no longer provided		
Junior Rink Plus Annual 12 months for 11	641.20	no longer provided		
Junior Rink Plus (Legacy)	587.40	no longer provided		
Other Cards				
Adult Centre only	38.20	no longer provided		
Choice				
Bolt on Adult	34.40	37.90	3.50	10.17
Bolt on Child	24.40	26.90	2.50	10.25
Student	12.60	no longer provided		
Bonus				
Adult	3.10	no longer provided		
Dependent	1.00	no longer provided		
Skate Training				
Adult	62.20	68.50	6.30	10.13
Child	47.60	52.40	4.80	10.08
Elite Skate Training DD Junior	95.00	no longer provided		
Adult Choice plus Skate Training	90.00	no longer provided		
Junior Rink plus Skate Training	60.10	no longer provided		
Staff				
Family	54.50	60.00	5.50	10.09
Individual wet & dry	38.20	42.00	3.80	9.95
Individual dry	27.30	30.00	2.70	9.89
Swim School Direct Debit				
Adult	60.60	66.00	5.40	8.91
Child	32.80	36.00	3.20	9.76
66+	43.60	25.00	(18.60)	(42.66)
Bonus	23.00	38.50	15.50	67.39
Reward (booking card)				
Offered as a free loyalty card by Fusion	0.00	0.00	0.00	0.00
Sport Pitches (per match unless other wise stated)				
Cricket				

Community Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Grass wicket - weekend & bank holidays (Cutteslowe & Horspath 1)	67.00	68.50	1.50	2.24
Grass wicket - weekdays (Cutteslowe)	52.50	54.00	1.50	2.86
Football				
Adults				
Full Size Pitch weekend & Bank holidays	47.50	48.50	1.00	2.11
Full Size Pitch weekend & Bank holidays 10 game booking - No VAT *	380.00	404.00	24.00	6.32
Full Size Pitch weekdays	36.50	37.50	1.00	2.74
Full Size Pitch weekdays 10 game - No VAT	292.00	312.00	20.00	6.85
Under 17's				
Full Size Pitch weekend & Bank holidays	24.50	25.00	0.50	2.04
Full Size Pitch weekend 10 game booking - No VAT	196.00	209.00	13.00	6.63
Full Size Pitch weekdays	18.80	19.00	0.20	1.06
Full Size Pitch weekdays 10 game - No VAT	150.40	159.00	8.60	5.72
Under 11's				
Mini football	16.00	16.50	0.50	3.13
Mini football 10 game - No VAT	128.00	137.00	9.00	7.03
Court Place Farm Stadium inc changing rooms	135.00	no longer provided		
Court Place Farm Stadium floodlights	45.30	no longer provided		
Floodlit 5 a side (East Oxford) per hour	45.30	46.50	1.20	2.65
Other Charges				
Baseball	56.80	58.00	1.20	2.11
Rugby	47.40	48.50	1.10	2.32
Athletics Adult				
OCAC Member Athletics Adult				
OCAC Member Athletics Adult - 12 week pass				
Athletics Junior				
OCAC Member Athletics Junior				
OCAC Member Athletics Junior - 12 week pass				
Athletics Match (senior)				
Athletics Match (junior)				
Athletics track centre with lights				
Pavilions/Changing rooms				
	55.00	56.50	1.50	2.73
Standard rate (whole building) per hour	440.00	450.00	10.00	2.27
Standard rate (whole building) Day Rate for up to 10 hours	23.30	23.80	0.50	2.15
Changing Rooms Community rate (sports clubs, charities, community and resident associations)	12.00	12.30	0.30	2.50
Concessionary Rate (including U17's)	6.00	6.20	0.20	3.33
Under 11's	184.00	199.00	15.00	8.15
Adults 10 game booking - No VAT *	96.00	102.50	6.50	6.77
Concessionary Rate (including U17's) 10 game booking - No VAT *	48.00	52.00	4.00	8.33
Under 11's 10 game booking - No VAT *				
Summer Activities				
Peak Charges				
Tennis Court Hire - Adult	7.00	7.00	0.00	0.00
Tennis Court Hire - U17's concessionary rate	4.00	4.50	0.50	12.50
NEW* Tennis Court Hire Hinksey and Botley - Adult	0.00	7.00	7.00	0.00
NEW* Tennis Court Hire Hinksey and Botley - U17's concessionary rate	0.00	4.50	4.50	0.00
Off Peak Charges				
Tennis Court Hire - Adult	5.00	5.00	0.00	0.00
Tennis Court Hire - U17's concessionary rate	3.50	3.50	0.00	0.00
NEW* Tennis Court Hire Hinksey and Botley - Adult	0.00	5.00	5.00	0.00
NEW* Tennis Court Hire Hinksey and Botley - U17's concessionary rate	0.00	3.50	3.50	0.00
Floodlit Courts				
Tennis Court Hire Floodlit - Adult	8.00	8.00	0.00	0.00

Community Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Tennis Court Hire Floodlit - Concessions	5.00	5.00	0.00	0.00
Bowls Adult	3.10	no longer provided		
Bowls Conc.	1.60	no longer provided		
Bowls Bonus Slice	1.40	no longer provided		
Putting Adult	3.10	no longer provided		
Putting Conc.	1.60	no longer provided		
Putting Bonus	1.60	no longer provided		
Putting Family Rate	6.30	no longer provided		
Equipment Hire Bowls	1.50	no longer provided		
Equipment Hire Tennis	1.40	no longer provided		
Equipment Hire Putting	1.40	no longer provided		
Sales lost tennis ball	1.40	no longer provided		
Sales lost golf ball	1.40	no longer provided		
Crazy Golf (Cutteslowe)				
Family Ticket including golf club hire	16.50	16.50	0.00	0.00
Single Adult	6.70	6.70	0.00	0.00
Single Child	4.40	4.40	0.00	0.00
Club and ball hire	1.40	1.40	0.00	0.00
Mini Golf (Florence Park and Bury Knowle)				
Family Ticket including hire of clubs and balls	N/A	N/A		
Single Adult	N/A	N/A		
Single Child	N/A	N/A		
Club and ball hire	N/A	N/A		
Annual Club Charges				
Bowls				
Per Green (7 days a week) per season	2,930.00	no longer provided		
Tennis				
Hard Court per season	2,470.00	2,600.00	130.00	5.26
Grass Court per season	2,800.00	2,950.00	150.00	5.36
Hard Court (floodlit) per season	2,950.00	3,100.00	150.00	5.08
Equipment Provided and Prices				
Goal Nets (set)	78.30	78.30	0.00	0.00
Corner Posts (each)	11.40	11.40	0.00	0.00
Corner Flags (each)	6.20	6.20	0.00	0.00
Net Pegs (each)	1.00	1.00	0.00	0.00
Soft Broom	13.40	13.40	0.00	0.00
Dust Pan & Brush	13.40	13.40	0.00	0.00
Dust Bin (each)	22.30	22.30	0.00	0.00
Other Charges				
Use of wrong pitch	50.00	50.00	0.00	0.00
Cost for over running per 10 minutes	8.50	8.50	0.00	0.00
Community Centres Fees and Charges				
Charges per hour session unless stated				
Tier 1 is Standard rate				
Tier 2 is Discounted community rate				
East Oxford Games Hall - hire of games hall	N/A	N/A		
East Oxford Games Hall - hire of 10 sessions in advance (per session)	N/A	N/A		
East Oxford Games Hall - Badminton court hire (new arrangement)	N/A	N/A		
Rose Hill Community Centre - Bill Buckingham Ballroom tier 1 (standard)	42.00	45.00	3.00	7.14
Rose Hill Community Centre - Bill Buckingham Ballroom tier 2 (community)	28.00	28.00	0.00	0.00
Rose Hill Community Centre - Norman Brown 1 tier 1 (standard)	22.00	23.50	1.50	6.82
Rose Hill Community Centre - Norman Brown 1 tier 2 (community)	16.80	16.80	0.00	0.00
Rose Hill Community Centre - Norman Brown 2 tier 1 (standard)	17.60	19.00	1.40	7.95
Rose Hill Community Centre - Norman Brown 2 tier 2 (community)	11.60	11.60	0.00	0.00
Rose Hill Community Centre - Norman Brown 1&2 tier 1 (standard)	39.60	42.50	2.90	7.32

Community Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Rose Hill Community Centre - Norman Brown 1&2 tier 2 (community)	28.40	28.40	0.00	0.00
Rose Hill Community Centre - Youth 1 (hall) tier 1(standard)	26.00	28.00	2.00	7.69
Rose Hill Community Centre - Youth 1 (hall) tier 2 (community)	19.00	19.50	0.50	2.63
Rose Hill Community Centre - Youth 2 (chill out) tier 1 (standard)	15.20	15.20	0.00	0.00
Rose Hill Community Centre - Youth 2 (chill out) tier 2 (community)	10.40	11.20	0.80	7.69
Pavilion Hire (3hours- 2x changing rooms only)	18.80	20.00	1.20	6.38
Rose Hill Community Centre - Gym - CASH MONTH adult + Classes	30.00	30.00	0.00	0.00
Rose Hill Community Centre - Gym - monthly DD adult + Classes	24.00	24.00	0.00	0.00
Rose Hill Community Centre - Gym and classes - CASH MONTH DD junior/65+			0.00	0.00
	20.00	20.00		
Rose Hill Community Centre - Gym only- monthly DD adult	15.00	15.00	0.00	0.00
Rose Hill Community Centre - Gym and classes - CASH MONTH DD junior/65+ (NEW MEMBERSHIP TYPE)			0.00	0.00
	20.00	20.00		
Rose Hill Community Centre - Gym and classes - monthly DD junior/65+	15.00	15.00	0.00	0.00
Rose Hill Community Centre - Gym only - CASH MONTH junior/65+ concession			1.00	6.67
	15.00	16.00		
Rose Hill Community Centre - Gym only - monthly DD junior/65+ concession	10.00	11.00	1.00	10.00
Rose Hill Community Centre - Gym and classes - Family - CASH MONTH	66.00	67.00	1.00	1.52
Rose Hill Community Centre - Gym and classes - Family - monthly DD	61.00	62.00	1.00	1.64
NEW: Rose Hill Community Centre - Gym only- Family - CASH MONTH concession			1.00	2.17
	46.00	47.00		
Rose Hill Community Centre - Gym only- Family - monthly DD concession	40.00	41.00	1.00	2.50
Rose Hill Community Centre - Gym - Adult casual	6.00	6.40	0.40	6.67
Rose Hill Community Centre - Gym Junior	3.70	3.70	0.00	0.00
NEW* Rose Hill Community Centre - Kitchen Hire first hours hire	0.00	18.00	18.00	NEW
NEW* Rose Hill Community Centre - Kitchen Hire additional hours	0.00	10.00	10.00	NEW
NEW* Rose Hill Community Centre - Community Van Hire	0.00	24.00	24.00	NEW
NEW* Rose Hill Community Centre - Community Van Hire (Standard)	0.00	40.00	40.00	NEW
Blackbird Leys Community Centre - Jack Argent Room tier 1 (standard)	17.40	18.00	0.60	3.45
Blackbird Leys Community Centre - Jack Argent tier 2 (community)	10.80	11.00	0.20	1.85
Blackbird Leys Community Centre - Meeting room tier 1 (standard)	11.40	12.00	0.60	5.26
Blackbird Leys Community Centre - Meeting room tier 2 (community)	6.40	7.00	0.60	9.37
Blackbird Leys Community Centre - Sports Hall tier 1 (standard)	20.80	21.00	0.20	0.96
Blackbird Leys Community Centre - Sports Hall tier 2 (community)	11.20	12.00	0.80	7.14
Blackbird Leys Community Centre - IT Suite (3hr Session)	12.00	13.00	1.00	8.33
Blackbird Leys Community Centre - Reception (Standard)	11.00	11.50	0.50	4.55
Blackbird Leys Community Centre - Reception (Community)	6.20	6.50	0.30	4.84
Blackbird Leys Community Centre - Glow Hall (Standard)	0.00	40.00	40.00	
Blackbird Leys Community Centre - Glow Hall (Community)	0.00	25.00	25.00	
Jubilee Hall - Hall, meeting room, kitchen (Standard)	21.60	24.00	2.40	11.11
Jubilee Hall - Hall, meeting room, kitchen - (Community)	17.60	18.00	0.40	2.27
East Oxford Community Centre - Upstairs Hall weekdays - tier 2 (community)	11.00	CLOSED		
East Oxford Community Centre - Upstairs Hall weekdays - tier 1 (standard)	12.40	CLOSED		
East Oxford Community Centre - Upstairs Hall Eve & Wkd - tier 2 (community)	13.20	CLOSED		
East Oxford Community Centre - Upstairs Hall Eve & Wkd - tier 1 (standard)	14.40	CLOSED		
East Oxford Community Centre - downstairs Hall weekdays - tier 2 (community)				
	11.00	CLOSED		
East Oxford Community Centre - downstairs Hall weekdays - tier 1 (standard)	12.40	CLOSED		
East Oxford Community Centre - downstairs Hall Eve & Wkd - tier 2 (community)				
	13.20	CLOSED		
East Oxford Community Centre - downstairs Hall Eve & Wkd - tier 1 (standard)				
	14.40	CLOSED		
East Oxford Community Centre - Lounge weekdays - tier 2 (community)	10.00	CLOSED		
East Oxford Community Centre - Lounge weekdays - tier 1 (standard)	11.20	CLOSED		
East Oxford Community Centre - Lounge Eve & Wkd - tier 2 (community)	12.20	CLOSED		
East Oxford Community Centre - Lounge Eve & Wkd - tier 1 (standard)	13.40	CLOSED		
East Oxford Community Centre - Kitchen weekdays -	11.40	CLOSED		
East Oxford Community Centre - Kitchen weekdays - over 3 hours	28.00	CLOSED		
East Oxford Community Centre - Kitchen weekdays - over 5 hours	42.00	CLOSED		
East Oxford Community Centre - Kitchen Eve & Wkd -	13.80	CLOSED		
East Oxford Community Centre - Kitchen Eve & Wkd - over 3 hrs	33.60	CLOSED		
East Oxford Community Centre - Kitchen Eve & Wkd - over 5 hrs	52.00	CLOSED		
East Oxford Community Centre - Hall, Kitchen & Lounge (tier 2) evening events fri	95.00	CLOSED		
East Oxford Community Centre - Hall, Kitchen & Lounge (tier 2) evening events fri	120.00	CLOSED		
East Oxford Community Centre - Hall, Kitchen & Lounge (tier 1) evening events fri	150.00	CLOSED		

Community Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
East Oxford Community Centre - Hall, Kitchen & Lounge (tier 1) evening events fri	180.00	CLOSED		
Events Charges				
Application fee for all events (non-refundable)				
All Event Applications	20.00	20.00	0.00	0.00
1. Event Hire Fee for Premium spaces (Bonn Square, Broad Street, South Park, Oxpens, Cutteslowe and Sunnymead)				
Community/Charity/Not-for-Profit Events/Activities (per day)				
Small (0-499 people)	525.00	525.00	0.00	0.00
Medium (500-2499 people)	1,050.00	1,050.00	0.00	0.00
Large (2500-4999 people)	1,575.00	1,575.00	0.00	0.00
Extra-Large (5000-19999 people)	3,150.00	3,150.00	0.00	0.00
Extra Extra large (20000+ people) - Price on Application				
Commercial Events/Activities (per day)				
Small (0-499 people)	1,050.00	1,050.00	0.00	0.00
Medium (500-2499 people)	2,100.00	2,100.00	0.00	0.00
Large (2500-4999 people)	3,150.00	3,150.00	0.00	0.00
Extra-Large (5000-19999 people)	6,300.00	6,300.00	0.00	0.00
Extra Extra large (20000+ people) - Price on Application				
2. Event Hire Fee for all other locations (including Covered Market, Gloucester Green and all other parks and green spaces)				
Community/Charity/Not-for-Profit Events/Activities (per day)				
Small (0-499 people)	260.00	260.00	0.00	0.00
Medium (500-2499 people)	525.00	525.00	0.00	0.00
Large (2500-4999 people)	1,575.00	1,575.00	0.00	0.00
Extra-Large (5000-19999 people)	2,100.00	2,100.00	0.00	0.00
Extra Extra large (20000+ people) - Price on Application				
Commercial Events/Activities (per day)				
Small (0-499 people)	1,050.00	1,050.00	0.00	0.00
Medium (500-2499 people)	1,575.00	1,575.00	0.00	0.00
Large (2500-4999 people)	2,100.00	2,100.00	0.00	0.00
Extra-Large (5000-19999 people)	4,200.00	4,200.00	0.00	0.00
Extra Extra large (20000+ people) - Price on Application				
3. Market hire fee				
Monday-Thursday dates (per day)	765.00	765.00	0.00	0.00
Friday-Sunday dates (per day)	1,020.00	1,020.00	0.00	0.00
4. Funfairs & Circuses hire fee				
Up to 10 rides/units (per day)	765.00	765.00	0.00	0.00
10 to 20 rides/units (per day)	1,020.00	1,020.00	0.00	0.00
5. Hire fees for School and Youth Group events in non-premium places and free, open access community activities taking place in the East end of Broad Street				
School and youth group bookings for non-public events (i.e. just for the group to participate in) in non-premium spaces (per day)	80.00	80.00	0.00	0.00
6. Fee for non-essential vehicles to remain on site during the event and/or after set up				
Car / Small vehicle - each	55.00	55.00	0.00	0.00
Van / Luton - each	105.00	105.00	0.00	0.00
7.5 ton Truck - each	160.00	160.00	0.00	0.00
Cherry Picker - each	160.00	160.00	0.00	0.00

Community Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
7. Other charges				
Bonds				
Bond - all applications will require payment of a bond of from £250-£2500 depending on the risk level of the event. This will be returned to the event organiser after the event minus site damage rectification costs if relevant	£250-£2500	£250-£2500	0.00	0.00
Refundable Bond for the key for using power in Bonn Square £500 (covers key replacement costs if the key is lost by the event event organiser)	500.00	500.00	0.00	0.00
Power				
Use of power/electricity £30-£100 per day depending on size of event	£30-£100	£30-£100	0.00	0.00
Officer site visits				
Site visit with specialist staff - e.g. Parks/Events officer	80.00	80.00	0.00	0.00
Late applications				
Late application/submission fee if timescales/deadlines not met	50-500	50-500		
South Park Application fee				
Non-refundable application fee to hold an event in South Park for over 499 people	105.00	105.00	0.00	0.00
9. Event equipment hire charges (minimum charge £50)				
Stereo portable battery powered Busking Amp/PA with wireless mics charge per day per unit (2 units available)	45.00	45.00	0.00	0.00
Power Cable Package:				
• 25m Extension Cable 16A 230V with 2.5mm Black Rubber HO7 Cable (x1)				
• 10m Extension Cable 16A 230V with 2.5mm Black Rubber HO7 Cable (x3)	30.00	30.00	0.00	0.00
• 16A Plug to 13A Socket Fly Lead (x3)				
• 16A Distribution IMST 4 X 16A, 2 X 13A				
• 16A H/D Rubber Socket Board with 4 x 16A sockets + 4 x 16A MCB				
Ramp ahead and Caution Ramp signage per sign per day (2 available of each)	10.00	10.00	0.00	0.00
Cable ramp per unit per day (25 units available)	5.00	5.00	0.00	0.00
Tensa barrier hire charge per day per unit (10 units available)	5.00	5.00	0.00	0.00
Chair hire per day per unit (2 units available)	5.00	5.00	0.00	0.00
Folding trestle table hire per day per unit (1 unit available)	5.00	5.00	0.00	0.00
Fire extinguisher	5.00	5.00	0.00	0.00
12. Commercial Filming/Photography/General Views/Promotional/Marketing				
Half Day (4 hours or less)				
Small (1-5 crew)	390.00	390.00	0.00	0.00
Medium (6-11 crew)	650.00	650.00	0.00	0.00
Large (12+ crew)	1,300.00	1,300.00	0.00	0.00
Full Day				
Small (1-5 crew)	780.00	780.00	0.00	0.00
Medium (6-11 crew)	1,300.00	1,300.00	0.00	0.00
Large (12+ crew)	2,600.00	2,600.00	0.00	0.00
13. Non-Commercial Filming/Photography/General Views/Education/Documentary				
Half Day (4 hours or less)				
Small (1-5 crew)	105.00	105.00	0.00	0.00
Medium (6-11 crew)	260.00	260.00	0.00	0.00
Large (12+ crew)	525.00	525.00	0.00	0.00
Full Day				
Small (1-5 crew)	210.00	210.00	0.00	0.00
Medium (6-11 crew)	520.00	520.00	0.00	0.00
Large (12+ crew)	1,050.00	1,050.00	0.00	0.00

Community Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
14. Additional charges for filming/Photography/General Views/Promotional/Marketing				
Bonds Bond - all applications will require payment of a bond of from £250-£1500 depending on the risk level of the filming activity. This will be returned to the filming applicant after the filming has taken place minus site damage rectification costs if relevant				
Officer site visits Site visit with specialist staff - e.g. Parks/Events officer	80.00	80.00	0.00	0.00
Late applications For all filming applications subitted with less than 7 days notice, there will be an additional surcharge of 25% of the hire fee				
Cancellation fee Up to a month before the event date - 50% of film hire fee Less than a month before the event date - 100% of the event hire fee				
Use of Drone Charge based on the level of additional administration involved at £75 per hour	50.00	75.00	25.00	50.00
Film unit base Price on application				
15. Hire fee discounts for filming/Photography/General Views/Promotional/Marketing				
Some filming activities that are deemed to have significant cultural and communal benefit for under represented groups in regeneration areas may be eligible for a discretionary discount of up to 25% of the film hire fee No hire fee is charged for live news broadcast within a week of filming				
Town Hall Charges				
Room Charges - Commercial Rates (Hourly rate shown. Bookings must be for a minimum of 2 hours)				
Main Hall	260.00	300.00	40.00	15.38
Assembly Room	160.00	200.00	40.00	25.00
Old Library	160.00	200.00	40.00	25.00
Long Room	90.00	100.00	10.00	11.11
Meeting Rooms	75.00	50.00	(25.00)	(33.33)
Room Charges - Community/Charity Rates (Hourly rate shown. Bookings must be for a minimum of 2 hours)				
Main Hall	130.00	150.00	20.00	15.38
Assembly Room	80.00	100.00	20.00	25.00
Old Library	80.00	100.00	20.00	25.00
Long Room	45.00	50.00	5.00	11.11
Meeting Rooms	37.50	25.00	(12.50)	(33.33)
Social Events Packages				
Civil Ceremonies (Inclusive of VAT) (Based on 2 hours room hire, with one hour prior to the ceremony start time and one hour after)	780.00	900.00	120.00	15.38
Main Hall	630.00	780.00	150.00	23.81
Assembly Room/Old Library	510.00	590.00	80.00	15.69
Court Room	330.00	380.00	50.00	15.15
St Aldate's Room				
Wedding Packages Price includes room hire, our chairs and tables and exclusive wedding hire (i.e. no other weddings to take place in other spaces). Evening Hire for reception only, with timings to suit client and TH Team. Security costs are on top of this.				

Community Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Wedding Reception in Assembly Room or Old Library	NEW	2,500.00	0.00	0.00
Wedding Reception in Assembly Room and Old Library	NEW	3,000.00	0.00	0.00
Wedding Reception in Main Hall	NEW	4,000.00	0.00	0.00
Wedding Reception in Main Hall, Assembly Room and Old Library (Exclusive upstairs)	NEW	4,500.00	0.00	0.00
Wedding Ceremony followed by Wedding Reception using Old Library, Assembly Room and Main Hall	NEW	5,000.00	0.00	0.00
Corporate Event Packages				
Concert Package	NEW	3,000.00	0.00	0.00
<i>Packages below to include room, plasma screen, and water</i>				
Full day meeting	NEW	280.00	0.00	0.00
Half day meeting	NEW	140.00	0.00	0.00
<i>Packages below to include 12 hour hire, use of our chairs and tables</i>				
Exclusive use of First Floor	NEW	7,500.00	0.00	0.00
Exclusive use of First Floor (Day 2 of hire)	NEW	6,500.00	0.00	0.00
Exclusive use of First Floor (Day 3 of hire)	NEW	5,500.00	0.00	0.00
Exclusive use of First Floor (Day 4 of hire)	NEW	4,500.00	0.00	0.00
Additional hours to above packages (over 12 hours)	NEW	750.00	0.00	0.00
Discounts				
Social Event Off - Peak Monday/Tuesday only				
Concessionary Meetings				
Preparation, Clearance or Rehearsal				
6 hours or more consecutive at the standard price				
Agency Commission room hire fees (maximum)	15%	15%	15%	
Royalties - based on total box office sales,				
Classical Concerts	4.80%	4.80%	4.80%	
Pop Concerts	3%	3%	3%	
Variety Performances	2%	2%	2%	
All other events including music, films, video, DVD films or promotional events	9%	9%	9%	
Box Office				
Minimum fee of £25 or 10% of sales (whichever is greater)	13%	13%	13%	
Technical Facilities				
Data Projector	50.00	Included in package/room price	N/A	N/A
Main Hall Projector & Screen	150.00	Included in package/room price	N/A	N/A
Flipchart, pad & pens (inc. in DDR)	15.00	Included in package/room price	N/A	N/A
Lectern – table	0.00	0.00	0.00	0.00
Lectern – free standing	0.00	0.00	0.00	0.00
Long Room - AV Equipment	55.00	Included in package/room price	N/A	N/A
PA system (Main Hall)	100.00	Included in package/room price	N/A	N/A
Large Screen	55.00	Included in package/room price	N/A	N/A
Small pop up screen	27.50	Included in package/room price	N/A	N/A
Stage extension - Small	400.00	500	100.00	25.00
Stage extension - Large	400.00	500	100.00	25.00
Musical Equipment				
Organ – Events	110.00	110.00	0.00	0.00
Organ – rehearsal/practice (per hour)	13.50	13.50	0.00	0.00
Piano – events	75.00	100.00	25.00	33.33
Piano – rehearsal/practice (per hour)	13.50	13.50	0.00	0.00

Community Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
License Holders & Door Supervisors				
Door Supervisors (<i>per hr per Supervisor</i>)	At Cost	At Cost		
Internal Charges				
Small meeting room hire Mon-Fri	FOC	FOC	0.00	0.00
Cancellation less than 72 hrs before	50.00	50.00	0.00	0.00
Non attendance	100.00	100.00	0.00	0.00
Data Projector	50.00	50.00	0.00	0.00
Main Hall Projector & Screen	150.00	150.00	0.00	0.00
Flipchart, pad & pens	15.00	15.00	0.00	0.00
Laptop computer (internal use only)	55.00	Product No Longer Available		
Lectern – table	FOC	FOC	0.00	0.00
Lectern – free standing	FOC	FOC	0.00	0.00
Long Room - AV Equipment	55.00	Product No Longer Available		
PA system (Main Hall)	100.00	100.00	0.00	0.00
Large Screen	55.00	55.00	0.00	0.00
Small pop up screen	27.50	27.50	0.00	0.00
Stage extension - Small	400.00	500.00	100.00	25.00
Stage extension - Large	400.00	500.00	100.00	25.00
Catering Charges				
Kitchen Hire per head (minimum 100)	4.00	6.00	2.00	50.00
Servery Hire Only (per day)	65.00	80.00	15.00	23.08
Distribution of Free Printed Matter				
Non Static - Annual Consent	400.00	400.00	0.00	0.00
Non Static - Monthly consent	100.00	100.00	0.00	0.00
Static Annual Consent	200.00	200.00	0.00	0.00
Non-profit and community organisations	50.00	50.00	0.00	0.00
Replacement badge	25.00	25.00	0.00	0.00

Housing Revenue Account Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
<u>Exempt from VAT</u>				
Other charges				
Sheltered Guest Room Hire per night	21.00	23.10	2.10	10.00
<u>Standard rated & exclusive of VAT</u>				
Other charges				
ASSA Key	30.00	33.00	3.00	10.00
Controlled Entry Key Fob	30.00	33.00	3.00	10.00
Residential Leasehold Solicitor Questionnaire Fee	290.00	319.00	29.00	10.00
Futher Requests beyond standard Leasehold Property Forms	110.00	121.00	11.00	10.00
<u>Exempt from VAT (before discounts)</u>				
Garage with in curtiledge	17.00	17.85	0.85	5.00
Replacement lost/damaged resident parking permit	20.00	22.00	2.00	10.00

Law & Governance Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Legal Services				
Copies of legal documents	Reasonable charges (minimum 25.00) to be set by Head of Law and Governance	Reasonable charges (minimum 25.00) to be set by Head of Law and Governance	0.00	0.00
All legal transactions subject to the exceptions/ qualifications set out below:-	£180 an hour	£190 an hour	10.00	5.56
Legal Hub Transaction: Standard hourly rate	£120 an hour excluding VAT	£125 an hour excluding VAT	5.00	4.00
Third party hourly rate: including for s106 agreements	£217 an hour excluding VAT	£225 an hour excluding VAT	8.00	3.72
Fixed fee	The rate agreed by the Head of Law and Governance for the particular transaction.	The rate agreed by the Head of Law and Governance for the particular transaction.	0.00	0.00
Other Public Body or Charitable Organisation Transactions				
Standard hourly rate	£120 an hour excluding VAT	£130 an hour excluding VAT	10.00	8.33
Fixed fee	The rate agreed by the Head of Law and Governance for the particular transaction.	The rate agreed by the Head of Law and Governance for the particular transaction.	0.00	0.00
Property Transactions				
Lease	£1,500 minimum charge	£1,550 minimum charge	50.00	3.33
Agreement for lease/building agreement	£800 minimum charge	£825 minimum charge	25.00	3.13
Licence to assign/underlet/change of use/alter -	820.00	850.00	30.00	3.66
Deed of variation/release	820.00	850.00	30.00	3.66
Deed of grant/easement	820.00	850.00	30.00	3.66
Rent deposit/AGA/guarantee	410.00	425.00	15.00	3.66
Right of way licence	410.00	425.00	15.00	3.66
Licence to occupy	410.00	425.00	15.00	3.66
Registration(commercial)	92.25	100.00	7.75	8.40
Registration (commercial unit in housing estate)	61.50	70.00	8.50	13.82
Registration (residential)	51.25	60.00	8.75	17.07
Registration (residential) 2 notices	76.88	85.00	8.12	10.56
Registration (residential) 3 notices	105.00	115.00	10.00	9.52
	0.25% of property price with a minimum charge of £650	0.25% of property price with a minimum charge of £680	30.00	4.62
Sale	The rate agreed by the Head of Law and Governance for the particular transaction.	The rate agreed by the Head of Law and Governance for the particular transaction.	0.00	0.00
Acquisition				
Committee and Members' Services				
Copies of the Constitution	26.00	30.00	4.00	15.38
Copies of agenda	Reasonable charges to be set by Head of Law and Governance	Reasonable charges to be set by Head of Law and Governance	0.00	0.00
Inspection of background papers	Reasonable charges to be set by Head of Law and Governance	Reasonable charges to be set by Head of Law and Governance	0.00	0.00
Research of non electronically archived minutes	Reasonable charges to be set by Head of Law and Governance	Reasonable charges to be set by Head of Law and Governance	0.00	0.00
Electoral Services				
Hire of ballot boxes	18.50	20.00	1.50	8.11
Hire of polling screens	18.50	20.00	1.50	8.11
Certificates of Registration (for current register)	0.00	0.00	0.00	0.00
Certificates of Registration (for historic registers at same address)	0.00	0.00	0.00	0.00
Certificates of Registration (for historic registers at different addresses)	0.00	0.00	0.00	0.00

Oxford Direct Services Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Garden Waste Charges				
Outside Scope for VAT				
Garden Waste Bags Pack 10	40.35	50.35	10.00	24.79
Garden Waste Bags Pack 20 / Bin	60.00	75.00	15.00	25.00
Concessionary rate for Garden Waste Bags/Bin	47.16	47.16	(0.00)	0.00
Bulky Waste Charges				
Outside Scope for VAT				
Bulky household waste collection (excluding large electrical or white goods)	20.00	20.00	0.00	0.00
Large electrical or white goods (per item)	30.00	30.00	0.00	0.00
Concessionary rate at 50%	£10- £15	£10- £15		
NEW CHARGE Charge for replacement bins - Two wheeled Blue, green and brown bin	NEW	30.00	0.00	0.00
Car Parks Charges				
Standard rated & inclusive of VAT				
City Centre Car Parks				
Oxpens Car Park				
Monday to Sundays (08:00 - 20:00)				
0 - 1 Hours	3.50	3.90	0.40	11.43
1 to 2 Hours	4.50	5.00	0.50	11.11
2 to 3 Hours	5.50	6.10	0.60	10.91
3 to 4 Hours	7.50	8.30	0.80	10.67
4 to 5 Hours	9.50	10.50	1.00	10.53
5 to 6 Hours	11.50	12.70	1.20	10.43
6 to 12 Hours	18.50	20.40	1.90	10.27
12 - 24 Hours	25.50	28.10	2.60	10.20
All other times	4.00	4.40	0.40	10.00
Worcester Street Car Park				
Monday to Friday (08:00 - 20:00)				
0 - 1 Hours	4.50	5.00	0.50	11.11
1 to 2 Hours	6.50	7.20	0.70	10.77
2 to 3 Hours	9.50	10.50	1.00	10.53
3 to 4 Hours	12.00	13.20	1.20	10.00
4 to 6 Hours	18.50	20.40	1.90	10.27
6 to 8 Hours	28.50	31.40	2.90	10.18
8+ Hours	35.50	39.10	3.60	10.14
All other times	4.50	5.00	0.50	11.11
Saturday & Sunday (08:00 - 20:00)				
0 - 1 Hours	5.00	5.50	0.50	10.00
1 to 2 Hours	7.80	8.60	0.80	10.26
2 to 3 Hours	10.50	11.60	1.10	10.48
3 to 4 Hours	13.00	14.30	1.30	10.00
4 to 6 Hours	20.50	22.60	2.10	10.24
6 to 8 Hours	30.50	33.60	3.10	10.16
8+ Hours	35.50	39.10	3.60	10.14
All other times	5.00	5.50	0.50	10.00
Gloucester Green Car Park				
Monday to Friday (08:00 - 20:00)				
0 - 1 Hours	4.50	5.00	0.50	11.11
1 to 2 Hours	6.50	7.20	0.70	10.77
2 to 3 Hours	9.50	10.50	1.00	10.53
3 to 4 Hours	12.00	13.20	1.20	10.00
4 to 6 Hours	18.50	20.40	1.90	10.27
6 to 8 Hours	28.50	31.40	2.90	10.18
8+ Hours	35.50	39.10	3.60	10.14
All other times	4.50	5.00	0.50	11.11
Saturday & Sunday (08:00 - 20:00)				
0 - 1 Hours	5.00	5.50	0.50	10.00
1 to 2 Hours	7.80	8.60	0.80	10.26
2 to 3 Hours	10.50	11.60	1.10	10.48
3 to 4 Hours	13.00	14.30	1.30	10.00
4 to 6 Hours	20.50	22.60	2.10	10.24
6 to 8 Hours	30.50	33.60	3.10	10.16
8+ Hours	35.50	39.10	3.60	10.14
All other times	5.00	5.50	0.50	10.00
Other Off Street Car Parks				

St Clements Car Park				
Monday to Sunday (08:00 - 20:00)				
0 - 1 Hours	2.20	2.20	0.00	0.00
1 to 2 Hours	2.70	2.70	0.00	0.00
2 to 3 Hours	4.20	4.20	0.00	0.00
3 to 4 Hours	7.70	7.70	0.00	0.00
4 to 24 Hours	10.70	15.20	4.50	42.06
All other times	2.20	2.20	0.00	0.00
Headington Car Park				
Monday to Sunday (08:00 - 20:00)				
0 to 1 Hours	2.20	2.20	0.00	0.00
1 to 2 hours	2.70	2.70	0.00	0.00
2 to 3 Hours	3.70	3.70	0.00	0.00
3 to 4 Hours	6.20	6.20	0.00	0.00
4 to 24 Hours	15.20	15.20	0.00	0.00
All other times	2.20	2.20	0.00	0.00
Local resident/business permit - Day charge	6.70	6.70	0.00	0.00
Note: permits will be sold in blocks of 4 weeks minimum				
Union Street Car Park				
Monday to Sunday (08:00 - 20:00)				
0 - 1 Hours	2.20	2.20	0.00	0.00
1 to 2 Hours	2.70	2.70	0.00	0.00
2 to 3 Hours	3.70	3.70	0.00	0.00
3 to 4 Hours	6.20	6.20	0.00	0.00
4 to 24 Hours	15.20	15.20	0.00	0.00
All other times	2.20	2.20	0.00	0.00
Ferry Pool Car Park				
Monday to Sunday (08:00 - 20:00)				
0 - 1 Hours	2.20	2.20	0.00	0.00
1 to 2 Hours	2.70	2.70	0.00	0.00
2 to 3 Hours	3.70	3.70	0.00	0.00
3 to 4 Hours	6.20	6.20	0.00	0.00
4 to 24 Hours	15.20	15.20	0.00	0.00
All other times	2.20	2.20	0.00	0.00
Annual Permit (20:00-08:00)	120.00	120.00	0.00	0.00
St Leonards				
Monday to Sunday (08:00 - 20:00)				
0 to 1 Hours	2.20	2.20	0.00	0.00
1 to 2 hours	2.70	2.70	0.00	0.00
2 to 3 Hours	3.70	3.70	0.00	0.00
3 to 4 Hours	6.20	6.20	0.00	0.00
4 to 24 Hours	15.20	15.20	0.00	0.00
All other times	2.20	2.20	0.00	0.00
Local resident/business permit - Day charge	6.70	6.70	0.00	0.00
Note: permits will be sold in blocks of 4 weeks minimum				
Summertown Car Park				
Monday to Sunday (08:00 - 20:00)				
0 - 1 Hours	2.20	2.20	0.00	0.00
1 to 2 Hours	2.70	2.70	0.00	0.00
2 to 3 Hours	3.70	3.70	0.00	0.00
3 to 4 Hours	6.20	6.20	0.00	0.00
4 to 24 Hours	15.20	15.20	0.00	0.00
All other times	2.20	2.20	0.00	0.00
Chargeable Parking in Selected Park Areas				
Cotteslowe Park - Harbord Road				
Monday to Sunday				
0 - 1 hour	0.90	0.90	0.00	0.00
1 - 3 hours	2.10	2.10	0.00	0.00
3 - 24 hours	3.10	3.10	0.00	0.00
Annual Permit	50.00	50.00	0.00	0.00
Note: for Park visit use only				
Alexandra Courts - Woodstock Road				
Monday to Sunday				
0 - 1 hours	1.10	1.10	0.00	0.00
1 - 3 hours	2.10	2.10	0.00	0.00
3 - 5 hours	4.10	4.10	0.00	0.00
5 - 24 hours	15.10	15.10	0.00	0.00
Annual Permit	50.00	50.00	0.00	0.00
Note: for Park visit use only				
Cotteslowe Park - A40				
Monday to Sunday				
0 - 1 hour	0.90	0.90	0.00	0.00
1 - 3 hours	2.10	2.10	0.00	0.00
3 - 24 hours	3.10	3.10	0.00	0.00

Annual Permit	50.00	50.00	0.00	0.00
Note: for Park visit use only				
Port Meadow - Walton Well Road				
Monday to Sunday				
0 - 1 hours	0.90	0.90	0.00	0.00
1 - 3 hours	2.10	2.10	0.00	0.00
3 - 5 hours	4.10	4.10	0.00	0.00
5 - 24 hours	15.10	15.10	0.00	0.00
Annual Permit	50.00	50.00	0.00	0.00
Note: for Park visit use only				
Hinksey Park - Abingdon Road				
Monday to Sunday				
0 - 1 hours	0.90	0.90	0.00	0.00
1 - 3 hours	2.10	2.10	0.00	0.00
3 - 5 hours	4.10	4.10	0.00	0.00
5 - 24 hours	15.10	15.10	0.00	0.00
Annual Permit	50.00	50.00	0.00	0.00
Note: for Park visit use only				
Oatlands Rd				
Monday to Sunday				
0 - 1 hours	0.60	0.60	0.00	0.00
1 - 3 hours	1.50	1.50	0.00	0.00
3 - 5 hours	2.50	2.50	0.00	0.00
5 - 24 hours	10.40	10.40	0.00	0.00
Annual Permit	50.00	50.00	0.00	0.00
Note: for Park visit use only				
Godstowe Rd				
Monday to Sunday				
0 - 1 hours	NEW	0.60	0.00	0.00
1 - 3 hours	NEW	1.50	0.00	0.00
3 - 5 hours	NEW	2.50	0.00	0.00
5 - 24 hours	NEW	10.40	0.00	0.00
Annual Permit	NEW	50.00	0.00	0.00
Note: for Park visit use only				
Florence Park				
Monday to Sunday				
0 - 1 hours	NEW	0.60	0.00	0.00
1 - 3 hours	NEW	1.50	0.00	0.00
3 - 5 hours	NEW	2.50	0.00	0.00
5 - 24 hours	NEW	10.40	0.00	0.00
Annual Permit	NEW	50.00	0.00	0.00
Note: for Park visit use only				
Park & Ride				
Redbridge, Seacourt & Peartree				
0-1 hour free	0.00	0.00	0.00	0.00
1-11 hours	2.00	2.00	0.00	0.00
11-24 hours	4.00	4.00	0.00	0.00
24-48 hours	8.00	8.00	0.00	0.00
48-72 hours	12.00	12.00	0.00	0.00
Monthly Permit	30.00	30.00	0.00	0.00
Quarterly Permit	85.00	85.00	0.00	0.00
Annual Permit	300.00	300.00	0.00	0.00
Redbridge Coach & Lorry Park				
Coach for up to 4 hours	5.10	5.10	0.00	0.00
Coach for 24 hours	10.10	10.10	0.00	0.00
Minibuses for up to 4 hours	5.10	5.10	0.00	0.00
Minibuses 4-24 Hours	12.60	12.60	0.00	0.00
Lorries for up to 4 hours	5.10	5.10	0.00	0.00
Lorries for 24 hours	10.10	10.10	0.00	0.00
Motorhomes for 24 hours	8.10	8.10	0.00	0.00
Parking Penalty Charges				
Outside Scope for VAT				
For Off-Street Parking, Gloucester Green Bus Station and loading area				
Failure to display a current, valid ticket	100.00	100.00	0.00	0.00
Overstaying the expiry time of the ticket purchased	100.00	100.00	0.00	0.00
Parking in an area which is closed or not available for use	100.00	100.00	0.00	0.00
Causing an obstruction or nuisance	100.00	100.00	0.00	0.00
Parking in a manner in which the whole or part of the vehicle is outside of a marked bay	100.00	100.00	0.00	0.00
Unauthorised class of vehicle	100.00	100.00	0.00	0.00
Parking in a parking bay reserved for a specific class of vehicle	100.00	100.00	0.00	0.00
Causing a vehicle to remain in a car park when it is closed	100.00	100.00	0.00	0.00

Bus overstay layover bay in excess of 30 minutes	100.00	100.00	0.00	0.00
Bus overstay layover bay in excess of 60 minutes	100.00	100.00	0.00	0.00
Return to car park to park within 3 hours of expiry of a ticket for that car park			0.00	0.00
Recovery of a removed vehicle from any offence position	100.00	100.00		
	150.00	150.00	0.00	0.00
Cemeteries Fees & Charges				
Purchase of Exclusive Rights of Burial:				
Exclusive Right of Burial for 50 years in an adult grave (Resident)	1,030.00	1,040.00	10.00	0.97
Exclusive Right of Burial for 50 years in an adult grave (Non-Resident)	3,090.00	3,100.00	10.00	0.32
Exclusive Right of Burial for 50 years in a child grave (Resident)	0.00	0.00	0.00	0.00
Exclusive Right of Burial for 50 years in a child grave (Non-Resident)	585.00	590.00	5.00	0.85
Exclusive Right of Burial for 50 years in a cremated remains plot (Resident)	430.00	440.00	10.00	2.33
Exclusive Right of Burial for 50 years in a cremated remains plot (Non-Resident)	1,290.00	1,320.00	30.00	2.33
Fee to purchase additional 25 years Exclusive Rights of Burial:				
Fee to purchase additional 25 years Exclusive Right of Burial in an adult grave	495.00	500.00	5.00	1.01
Fee to purchase additional 25 years Exclusive Right of Burial in an child's grave	150.00	150.00	0.00	0.00
Fee to purchase additional 25 years Exclusive Right of Burial in a cremated remains plot	210.00	210.00	0.00	0.00
Fee for the transfer of a Deed or Grant	85.00	90.00	5.00	5.88
Fee for Arrangement of Cremated Remains Interment	35.00	40.00	5.00	14.29
Fee for Attending Cremated Remains Interment	50.00	60.00	10.00	20.00
Search Fee:				
Search Fee: General Enquiry (1-2 searches)	Nil	Nil		
Search Fee: Family History (3-5 searches)	10.00	10.00	0.00	0.00
Search Fee: Family History (5-10 searches)	20.00	20.00	0.00	0.00
To verify Deed Holder prior to burial where no Deed produced	50.00	50.00	0.00	0.00
Interments (to include boards, straps, soil disposal and removal of flowers):				
A child whose age at the time of death was less than one month (Resident)	0.00	0.00	0.00	0.00
A child whose age at the time of death was less than one month (Non-Resident)	75.00	80.00	5.00	6.67
Interment of child at time of death was prior to 12th birthday (Resident)	0.00	0.00	0.00	0.00
Interment of child at time of death was prior to 12th birthday (Non-Resident)	210.00	215.00	5.00	2.38
Interment of person at time of death was beyond 12th birthday in single depth grave (Resident)	720.00	725.00	5.00	0.69
Interment of person at time of death was beyond 12th birthday in single depth grave (Non-Resident)	2,160.00	2,175.00	15.00	0.69
Interment of person at time of death was beyond 12th birthday in double depth grave or to re-open grave (Resident)	620.00	630.00	10.00	1.61
Interment of person at time of death was beyond 12th birthday in double depth grave or to re-open grave (Non-Resident)	1,860.00	1,890.00	30.00	1.61
Interment of ashes in grave where Exclusive Right of Burial has been purchased (Resident)	250.00	260.00	10.00	4.00
Interment of ashes in grave where Exclusive Right of Burial has been purchased (Non-Resident)	750.00	780.00	30.00	4.00
For the interment of a foetus (less than 24 weeks gestation) in a communal grave through hospital contract (Resident)	0.00	0.00	0.00	0.00
For the interment of a foetus (less than 24 weeks gestation) in a communal grave through hospital contract (Non-Resident)	25.00	30.00	5.00	20.00
Interment of body parts	45.00	60.00	15.00	33.33
Timber shoring for backfilling	195.00	205.00	10.00	5.13
Timber for use as wooden top covering	95.00	110.00	15.00	15.79
Casket - not metal (Resident)	1,235.00	1,240.00	5.00	0.40
Casket - not metal (Non-Resident)	3,705.00	3,720.00	15.00	0.40
Exhumation of an Adult	5,000.00	6,000.00	1,000.00	20.00
Exhumation of a Child	2,000.00	2,000.00	0.00	0.00
Memorials:				
The Council does not maintain or restore memorials nor is the Council responsible for the removal or replacement after an interment.				
The following rates include the description of name(s) of those interred at the time the memorial is placed.				
For the right to erect or place on a grave in respect of which the Exclusive Rights of Burial has been purchased:				
A headstone or other memorial more than 2 feet 6 inches in height up to a maximum of 3 feet 6 inches in height	240.00	250.00	10.00	4.17

A headstone, book or other memorial up to and including 2 feet 6 inches in height (including cremated remains memorials up to a maximum of 18 inches)	205.00	210.00	5.00	2.44
A headstone, flat stone, tablet book, inscribed vase or other memorial on any plot up to and including 12 inches in height	145.00	150.00	5.00	3.45
A headstone or other memorial on a child's grave not exceeding 18 inches in height	55.00	60.00	5.00	9.09
Flat cover slab 6 feet x 3 feet approximately on an adult's grave	205.00	210.00	5.00	2.44
Flat cover slab 3 feet x 1.5 feet approximately on a child's grave	105.00	110.00	5.00	4.76
Any additional inscription after the first on any memorial	125.00	130.00	5.00	4.00
Memorial Plaques 10" x 5"	45.00	50.00	5.00	11.11
Miscellaneous:				
Chapel - Use of Cemetery Chapel and organ per 30 minute period	130.00	140.00	10.00	7.69
Penalty for late arrival	60.00	60.00	0.00	0.00
Penalty for extended during	80.00	80.00	0.00	0.00
Commercial photography (per hour or part hour)	160.00	160.00	0.00	0.00
Minor filming or video recording (per hour or part hour)	280.00	280.00	0.00	0.00
Major filming (per hour or part hour)	400.00	400.00	0.00	0.00
Photocopies of Grave Section Maps (A4 per sheet)	1.00	2.00	1.00	100.00
Photocopies of Registers (A3 per sheet)	1.00	2.00	1.00	100.00
Copy of Deed document	15.00	20.00	5.00	33.33
Provision of wooden frame surround on a grave	80.00	90.00	10.00	12.50
Dog Warden Services				
Collection fee	135.00	148.50	13.50	10.00
1st day kennelling admin fee	29.50	32.50	3.00	10.17
Cost of kennelling per day		22.00		
Return of impounded stray dog (additional cost per day after first week)	19.95	22.00	2.05	10.28
Return of impounded stray where owner in receipt of prescribed benefits	82.40	110.00	27.60	33.50
Stray Returned Direct to Owner (without going to kennels)	65.00	95.00	30.00	46.15
Stray Returned Direct to Owner (without going to kennels) where the owner in receipt of prescribed benefits	27.30	30.00	2.70	9.89
Veterinary costs during impound to be recharged to customer				
Rehoming cost after 14 days impound	180.00	198.00	18.00	10.00
Pest Control Services (Treatments in Domestic Premises)				
For people not in receipt of prescribed benefits:				
Rats - charge per treatment	90.13	90.13	0.00	0.00
Mice - charge per treatment	90.13	90.13	0.00	0.00
Wasps	79.83	97.00	17.17	21.51
Garden Ants (other than Pharaohs Ants)	111.24	123.00	11.76	10.57
Bedbugs - initial survey and up to 2 treatment visits (Up to standard 3 bedroom property)	391.40	605.00	213.60	54.57
Bedbugs - additional rooms	97.85	108.00	10.15	10.37
Bedbugs - additional treatment visits (Up to standard 3 bedroom property)	154.50	181.50	27.00	17.48
Moths - initial survey and 1 treatment visit (Up to standard 3 bedroom property)	111.24	287.00	175.76	158.00
Moths - additional rooms	47.90	55.00	7.10	14.82
Moths - additional treatment visits (Up to standard 3 bedroom property)	95.79	143.00	47.21	49.28
Coachroache Survey	43.26	48.00	4.74	10.96
Cockroaches - Initial treatment visit and 1 revisit	159.65	204.00	44.35	27.78
Cockroaches - additional revisits	95.79	130.00	34.21	35.71
Pharaoh ants Survey	43.26	48.00	4.74	10.96
Pharaoh ants - Initial treatment visit and 1 revisit	175.10	433.00	257.90	147.29
Pharaoh antss - additional revisits	95.79	106.00	10.21	10.66
Fleas - initial survey and 1 treatment visit (Up to standard 3 bedroom property)	111.24	287.00	175.76	158.00
Fleas - additional rooms	47.90	55.00	7.10	14.82
Fleas - additional treatment visits (Up to standard 3 bedroom property)	95.79	143.00	47.21	49.28
Squirrels - call out and treatment charge for up to three visits	216.30	238.00	21.70	10.03
Other pests where there is a public health significance - initial survey and 1 treatment visit (Up to standard 3 bedroom property)	212.18	233.00	20.82	9.81
Other pests where there is a public health significance - additional rooms	43.26	48.00	4.74	10.96
Other pests where there is a public health significance - additional treatment visits (Up to standard 3 bedroom property)	95.79	143.00	47.21	49.28
Site survey & advice	43.26	48.00	4.74	10.96
Preperation work for spray treatments (bedbugs, moths & fleas) per hour based on quotation	80.34	97.00	16.66	20.74
Heat treatment for Bed Bugs, minimum charge dependant on area		Quotation following survey		
Premium Rate for a premium service				
For people in receipt of prescribed benefits:				
Rats - charge per treatment	0.00	66.00	66.00	0.00
Mice - charge per treatment	0.00	66.00	66.00	0.00
Wasps	37.08	41.00	3.92	10.57
Garden Ants (other than Pharaohs Ants)	42.23	46.50	4.27	10.11
Bedbugs - initial survey and up to 1 treatment visit	222.48	245.00	22.52	10.12
Bedbugs - additional treatment visits	169.95	187.00	17.05	10.03

Moths - initial survey and 1 treatment visit (Up to standard 3 bedroom property)	47.38	52.00	4.62	9.75
Moths - additional treatment visits (Up to standard 3 bedroom property)	47.38	52.00	4.62	9.75
Pharaoh ants - Initial treatment visit and 3 revisit - NOTE added extra 2 revisits	84.46	93.00	8.54	10.11
Cockroaches - Initial survey, treatment visit and 1 revisit - NOTE Added additional survey visit	63.86	70.00	6.14	9.61
Fleas - initial survey and 1 treatment visit	47.38	52.00	4.62	9.75
Fleas - additional treatment visits (Up to standard 3 bedroom property)	47.38	52.00	4.62	9.75
Squirrels - call out and treatment charge for up to three visits	84.46	93.00	8.54	10.11
Other pests where there is a public health significance - initial survey and 1 treatment visit	47.75	53.00	5.25	10.99
Other pests where there is a public health significance - additional treatment visits (Up to standard 3 bedroom property)	47.38	52.00	4.62	9.75
Site survey & advice	37.08	41.00	3.92	10.57
Preparation work for spray treatments (bedbugs, moths & fleas) per hour based on quotation	74.16	82.00	7.84	10.57
Heat treatment for Bed Bugs, minimum charge dependant on area	309.00	339.90	30.90	10.00
Heat treatment for Bed Bugs, approximate cost. 4 bed	1,020.00	1,122.00	102.00	10.00
Heat treatment for Bed Bugs, approximate cost. 3 bed	960.00	1,056.00	96.00	10.00
Heat treatment for Bed Bugs, approximate cost. 2 bed	888.00	976.80	88.80	10.00
Heat treatment for Bed Bugs, approximate cost. 1 bed	792.00	871.00	79.00	9.97
Pest Control Services (Commercial Premises)				
Commercially sensitive				

Planning Fees & Charges 2023/24

	2022/23 Charge £	2023/24 Charge £	Increase/ (Decrease) £	Increase/ (Decrease) %
Items 1-24 are set nationally				
Planning				
Standard rated & exclusive of VAT				
Operations				
1. New Dwellings				
a) Outline (site area not exceed 2.5 ha) - charge per 0.1 hectare	462.00	462.00	0.00	0.00
a) Outline (sites of 2.5 ha or more) - plus £138 per 0.1 hectare in excess of 2.5 hectare	11,432.00	11,432.00	0.00	0.00
b) Where the application is for permission in principle - charge per 0.1 hectare	402.00	402.00	0.00	0.00
c) Others (50 or less) - charge per dwelling	462.00	462.00	0.00	0.00
c) Others (51 or more) - plus £138 per dwelling in excess of 50	22,859.00	22,859.00	0.00	0.00
2. New buildings or extensions (except dwellings, agricultural buildings or plant):				
a) Outline (site area not exceed 2.5 ha) - charge per 0.1 hectare	462.00	462.00	0.00	0.00
a) Outline (sites of 2.5 ha or more) - plus £138 per 0.1 ha in excess of 2.5 hectare	11,432.00	11,432.00	0.00	0.00
b) Where the application is for permission in principle - charge per 0.1 hectare	402.00	402.00	0.00	0.00
b) Others:				
(i) where no floor area is created	234.00	234.00	0.00	0.00
(ii) where floor area created is below 40 sq.m.	234.00	234.00	0.00	0.00
(iii) where floor area is between 40 and 75 sq.m.	462.00	462.00	0.00	0.00
(iv) where floor area is between 75 and 3,750 sq.m. - charge per 75 sq. m	462.00	462.00	0.00	0.00
(v) where floor area exceeds 3,750 sq.m - plus £138 per 75 sq. m in excess of 3,750 sq m	22,859.00	22,859.00	0.00	0.00
3. Erection, alteration or replacement of plant or machinery				
(a) Site area not exceed 5 ha - charge per 0.1 hectare	462.00	462.00	0.00	0.00
(b) Site area exceeds 5 ha - plus £138 per 0.1 ha in excess of 5 hectare	22,859.00	22,859.00	0.00	0.00
4. Extensions or alterations to existing dwellings				
(a) one dwelling	206.00	206.00	0.00	0.00
(b) 2 or more dwellings	407.00	407.00	0.00	0.00
5. Curtilage, parking and vehicular access				
Operations within the curtilage of a dwelling house for domestic purposes (including gates, fences, etc)	206.00	206.00	0.00	0.00
6. Car park, road and access to serve single undertaking				
The construction of car parks, service roads and other means of access on land used for the purposes of a single undertaking, where the development is required for a purpose incidental to the existing use of the land.	234.00	234.00	0.00	0.00
Uses				
7. Change of use of a building: dwellings				
(a) from existing dwelling to two or more dwellings for 50 or fewer - charge per extra dwelling	462.00	462.00	0.00	0.00
(b) from existing dwelling to two or more dwellings over 50 dwellings - plus £138 per dwelling in excess of 50	22,859.00	22,859.00	0.00	0.00
(c) from other building to one or more dwellings for 50 or fewer - charge per extra dwelling	462.00	462.00	0.00	0.00
(d) from other building to one or more dwellings over 50 dwellings - plus £138 per dwelling in excess of 50	22,859.00	22,859.00	0.00	0.00
8. Use of disposal of refuse or waste materials and open mineral storage				
(a) Site area not exceed 15 ha - charge per 0.1 hectare	234.00	234.00	0.00	0.00
(b) Site area exceeds 15 ha - plus £138 per 0.1 ha in excess of 15 hectare	34,934.00	34,934.00	0.00	0.00
9. Material change of use other than above	462.00	462.00	0.00	0.00
Plant and machinery				
10. Wind Turbines				
a) Site area not exceeding 5 ha - charge per 0.1 hectare	462.00	462.00	0.00	0.00
b) Site area exceeds 5 ha - plus £138 per 0.1 ha in excess of 50 hectare	22,859.00	22,859.00	0.00	0.00
Advertisements				
11. Advertising relating to business and displayed on the premises	132.00	132.00	0.00	0.00
12. Advance directions signs	132.00	132.00	0.00	0.00
13. All other advertisements, e.g. banners	462.00	462.00	0.00	0.00
14. Any other operation not within any of above categories				
a) Where the site area does not exceed 15ha - charge per 0.1 hectare	234.00	234.00	0.00	0.00
b) Where site area exceeds 15ha - £138 per 0.1ha in excess of 15 hectare	34,934.00	34,934.00	0.00	0.00
c) In any other case - £234 for each 0.1ha of the site				
Compliance with Conditions				
15. Confirmation of compliance with condition attached to planning				

Planning Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
a) Householder application - charge per request	34.00	34.00	0.00	0.00
b) Any other type of application - charge per request	116.00	116.00	0.00	0.00
Any fee paid will be refundable if the LPA fails to give written confirmation within a period of 12 weeks				
Non-material amendments				
Application for a Non-material Amendment Following a Grant of Planning Permission (Fees for applications for non-material changes to planning permission: England Regulation 11E of The Town and Country Planning (Fees for Applications and Deemed applications) Regulations 1989) as amended)				
16. Non-Material Amendment				
(a) if the application is a householder application	34.00	34.00	0.00	0.00
(b) in any other case	234.00	234.00	0.00	0.00
Other Permission				
17. Variation of conditions:				
Application for removal or variation of a condition following grant of planning permission				
	234.00	234.00	0.00	0.00
Lawful Development Certificates				
18. Certificate of Existing Lawful Use				
a) Existing use or development	234.00	234.00	0.00	0.00
b) lawful not to comply with particular condition	234.00	234.00	0.00	0.00
19. Proposed use or development				
	Half the normal planning fee	Half the normal planning fee		
Change of Use to House in Multiple Occupation				
20. HMO Application				
a) C3 dwellinghouse to C4 HMO (6 or less people)	462.00	462.00	0.00	0.00
b) C3 dwellinghouse to Sui Generis HMO (more than 6 people)	462.00	462.00	0.00	0.00
c) C4 dwellinghouse to Sui Generis HMO	462.00	462.00	0.00	0.00
Article 4 Direction				
21. No Exemption – Article 4 Direction				
Works that require planning permission only by virtue of an Article 4 Direction.				
	Fees now payable as per a normal application.	Fees now payable as per a normal application.		
Removal of Permitted Development Rights by Condition				
22. No Exemption – PD Rights Removed				
Works that require planning permission only by virtue of removal of permitted development rights by condition.				
	Fees now payable as per normal application.	Fees now payable as per normal application.		
Concessions				
23. Applications made by:				
a) or on behalf of Parish and Community Councils				
b) Non-profit making clubs or organisations relating to playing fields, for their own use	Half the normal fee	Half the normal fee		
	462.00	462.00	0.00	0.00
Determination				
24. Whether the prior approval of the Council is required for				
Installation of a radio mast, antennae over 4m above roof of building, radio equipment housing over 2.5 cubic metres, development ancillary to equipment housing or public callbox.				
	462.00	462.00	0.00	0.00
Agricultural & Forestry buildings and operations, Non-domestic extensions and alterations, Demolition, and installation of renewable energy				
	96.00	96.00	0.00	0.00
Temporary Buildings and Structures				
	96.00	96.00	0.00	0.00
Proposed Change of Use to State Funded School or Registered Nursery				
	96.00	96.00	0.00	0.00
Proposed Change of Use of Agricultural Building to a State-Funded School or Registered Nursery				
	96.00	96.00	0.00	0.00
Proposed Change of Use of Agricultural Building to a flexible use within Shops, Financial and Professional Services, Restaurants and Cafes, Business, Storage or Distribution, Hotels, or Assembly or Leisure				
	96.00	96.00	0.00	0.00
Proposed Change of Use of building from Office (Use Class B1) to a use falling within Use Class C3 (Dwellinghouse)				
	96.00	96.00	0.00	0.00
Proposed Change of Use of Agricultural Building to a Dwellinghouse (Use Class C3), where there are no Associated Building Operations				
	96.00	96.00	0.00	0.00
Proposed Change of Use of Agricultural Building to a Dwellinghouse (Use Class C3), and Associated Building Operations				
	206.00	206.00	0.00	0.00
Proposed Change of Use of a building from Retail (Use Class A1 or A2) or a Mixed Retail and Residential Use, to a use falling within Use Class C3 (Dwellinghouse), where there are no Associated Building Operations				
	96.00	96.00	0.00	0.00
Proposed Change of Use of a building from Retail (Use Class A1 or A2) or a Mixed Retail and Residential Use, to a use falling within Use Class C3 (Dwellinghouse), and Associated Building Operations				
	206.00	206.00	0.00	0.00

Planning Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Notification for Prior Approval for a Change of Use from Storage and Distribution Buildings (Use Class B8) and any land within its curtilage to Dwellinghouses (Use Class C3)	96.00	96.00	0.00	0.00
Notification for Prior Approval for a Change of Use from Amusement Arcades/Centres and Casinos (Sui Generis) and any land within its curtilage to Dwellinghouses (Use Class C3), and no Associated Building Operations	96.00	96.00	0.00	0.00
Notification for Prior Approval for a Change of Use from Amusement Arcades/Centres and Casinos (Sui Generis) and any land within its curtilage to Dwellinghouses (Use Class C3), and Associated Building Operations	206.00	206.00	0.00	0.00
Notification for Prior Approval for a Change of Use from Shops (Use Class A1), Financial and Professional Services (Use Class A2), betting Offices, Pay Day Loan Shops and Casinos (Sui Generis) to Restaurants and Cafes (Use Class A3) and no Associated Building Operations	96.00	96.00	0.00	0.00
Notification for Prior Approval for a Change of Use from Shops (Use Class A1), Financial and Professional Services (Use Class A2), betting Offices, Pay Day Loan Shops and Casinos (Sui Generis) to Restaurants and Cafes (Use Class A3) and Associated Building Operations	206.00	206.00	0.00	0.00
Notification for Prior Approval for Change of Use from Shops (Use Class A1) and Financial and Professional Services (Use Class A2), Betting Offices, Pay Day Loan Shops (Sui Generis) to Assembly and Leisure (Use Class D2).	96.00	96.00	0.00	0.00
Application for a New Planning Permission to replace an Extant Planning Permission.				
SCHEDULE 1 - (PART SUBSTITUTED FOR PART 1 OF SCHEDULE 1 TO THE 1989 REGULATIONS)				
PART 1 - Fee for applications for a grant of replacement planning permission subject to a new time limit: England Schedule 1 Part 1 New 7B of The Town and Country Planning (Fees for Applications and Deemed applications) Regulations 1989 as amended)				
7B(1) Where an application of the description contained in article 10B(1)(b) of the Town and Country Planning (General Development Procedure Order 1995 is made (consultations before grant of a replacement planning permission subject to a new time limit) the following fees shall be paid to the local planning authority .				
(a) if the application is a householder application	68.00	68.00	0.00	0.00
(b) if the application is an application for major development	690.00	690.00	0.00	0.00
(c) in any other case	234.00	234.00	0.00	0.00
<u>Exempt from VAT</u>				
Documents & Publications				
1st Decision notice	19.50	21.45	1.95	10.00
Subsequent notice	19.50	21.45	1.95	10.00
TPO's	25.75	28.33	2.58	10.00
Legal Agreements	25.75	28.33	2.58	10.00
Plans stamped Approved or Refused	8.00	8.80	0.80	10.00
Local Development Framework Policies Map	29.80	32.78	2.98	10.00
Oxford Local Plan 2036	81.00 (Oxford residents 53.00)	89.00 (Oxford residents 58.00)	8.00	10.00
West End Area Action Plan 2007-2016	35.75	39.33	3.58	10.00
Adopted Supplementary Planning Documents	9.10	10.01	0.91	10.00
Barton Area Action Plan	35.75	39.33	3.58	10.00
Northern Gateway Area Action Plan	35.75	39.33	3.58	10.00
Provision of above documents and publications on the internet				
Provision of above documents and publications on the internet				
Subsequent plans according to size:				
A0 plan	6.35	6.99	0.64	10.00
A1 plan	6.35	6.99	0.64	10.00
A2 plan	6.35	6.99	0.64	10.00
A3 plan				
A4 plan				
Provision of above plans on the internet				
Other				
A4 Miscellaneous copies				
Subsequent copy				
<u>Design Review</u>				
Design Review Panel Meeting (Ex VAT)				
<u>Standard rated & exclusive of VAT</u>				
Weekly schedule of applications				
By Post				
Commercial	212.30	233.53	21.23	10.00
	176.00	193.60	17.60	10.00
Local groups/residents	49.25	54.18	4.93	10.00
	41.25	45.38	4.13	10.00
Via email				
Commercial	53.90	59.29	5.39	10.00

Planning Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Local groups/residents	45.10	49.61	4.51	10.00
<u>Planning - Other charges</u>				
<u>Standard rated & exclusive of VAT</u>				
Planning pre-application advice				
Large scale proposals (over 25 units or 2000m2)				
Charge per hour	900.90	990.99	90.09	10.00
Charge per written report	448.15	492.97	44.82	10.00
Medium scale proposals (6-25 units or 500-2000m2)				
Charge per hour	684.90	753.39	68.49	10.00
Charge per written report	339.60	373.56	33.96	10.00
Small scale proposals (up to 5 units or 499m2)				
Charge per hour	429.60	472.56	42.96	10.00
Charge per written report	212.50	233.75	21.25	10.00
Householder Developments				
Charge per hour	106.25	116.88	10.63	10.00
Charge per written report	53.00	58.30	5.30	10.00
Listed Buildings - Non Householder				
Charge per hour	417.00	458.70	41.70	10.00
Charge per written report	212.50	233.75	21.25	10.00
Listed Buildings - Householder				
Charge per hour	106.25	116.88	10.63	10.00
Charge per written report	53.00	58.30	5.30	10.00
<i>However, where a whole series of planning pre-application meetings is necessary, bespoke charges may be negotiated if appropriate and to offer an enhanced service provision.</i>				
Additional specialist advice (e.g. conservation, listed buildings, archaeology, trees, landscaping, housing, environmental protection, highways, etc) required by the developer at pre-application stage to be charged extra on hourly rate basis.	85.50	94.05	8.55	10.00
Specialist consultant advice (eg. conservation, archaeology, trees, etc) to be provided on an hourly rate basis.	85.50	94.05	8.55	10.00
<i>However, bespoke one-off charges may be negotiated for production of substantial specialist documents, studies, reports etc.</i>				
Requests for informal Permitted Development (PD) checks - To be introduced following availability of on-line expert advice system, including at planning reception. However submission of formal applications for Certificate of Lawful Use or Development is normally encouraged instead.	72.75	80.03	7.28	10.00
<u>Exempt from VAT</u>				
Written requests for planning history and planning constraints searches	72.75	80.03	7.28	10.00
Requests of hard copies of plans stamped approved or refused	8.10	8.91	0.81	10.00
Application checking service per application	72.75	80.03	7.28	10.00
H42 - Householder Prior Approval	105.60	116.16	10.56	10.00
Local Land Charges				
LLC1 form	49.50	54.45	4.95	10.00
LLC1 Additional Parcel	2.00	2.20	0.20	10.00
Additional Enquiries	37.50	41.25	3.75	10.00
<u>Standard rated & exclusive of VAT</u>				
Local Land Charges				
CON29R form	178.00	195.80	17.80	10.00
CON29R Additional Parcel	32.00	35.20	3.20	10.00
CON29O Optional Enquiries 4 to 21 (Additional parcel fees on application)	23.00	25.30	2.30	10.00
CON29O Optional Enquiry 22 only	56.00	61.60	5.60	10.00
Electronic				
Land Charges Register	9.30	10.23	0.93	10.00
Compiled official answers combination of Qu. 1.1k, 3.4, 3.6, 3.7 and 3.8	25.50	28.05	2.55	10.00
All other CON29R questions other than the above				
Official Answers for Component Data (CON29R)				
Qu 1.1 a-e	11.60	12.76	1.16	10.00
Qu 1.1 f-l	6.50	7.15	0.65	10.00

Planning Fees & Charges 2023/24

	2022/23 Charge	2023/24 Charge	Increase/ (Decrease)	Increase/ (Decrease)
	£	£	£	%
Qu 1.2	8.50	9.35	0.85	10.00
2.1-2.5	6.50	7.15	0.65	10.00
Qu 3.1	5.50	6.05	0.55	10.00
Qu 3.2	5.50	6.05	0.55	10.00
Qu 3.3				
Qu 3.4 a-f	9.50	10.45	0.95	10.00
Qu 3.5	5.50	6.05	0.55	10.00
Qu 3.6 a-l	16.00	17.60	1.60	10.00
Qu 3.7a-g	9.50	10.45	0.95	10.00
Qu 3.8	6.50	7.15	0.65	10.00
Qu 3.9a-n	32.00	35.20	3.20	10.00
Qu 3.10 a-h	6.50	7.15	0.65	10.00
Qu 3.11 a-b	6.50	7.15	0.65	10.00
Qu 3.12	5.50	6.05	0.55	10.00
Qu 3.13	5.50	6.05	0.55	10.00
Q3.14	6.50	7.15	0.65	10.00
Qu 3.15	6.50	7.15	0.65	10.00
<u>Street Naming and Numbering Charges</u>				
<u>Exempt from VAT</u>				
Numbering of new developments (including sub-division of existing properties)				
1 plot	53.00	58.30	5.30	10.00
2 plots	85.00	93.50	8.50	10.00
3 plots	116.00	127.60	11.60	10.00
4 - 20 plots	75.00 plus 22.00 per plot	82.50 plus 24.00 per plot	7.50	10.00
21- 50 plots	175.00 plus 20.00 per plot	192.50 plus 22.00 per plot	17.50	10.00
50+ plots	330.00 plus 15.00 per plot	363.00 plus 17.00 per plot	33.00	10.00
Site visits		50.00 minimum charge or 25.00 per hour where minimum charge exceeded		
	NEW			
Note: for unusual street layouts a site visit may be required				
	Existing	Proposed	Increase £	Increase %
New street name	120.00	132.00	12.00	10.00
New building name (eg for blocks of flats / offices)	53.00	58.30	5.30	10.00
Changes to new addresses caused by changes to development after issue of numbering scheme. Cost per plot	11.00	12.10	1.10	10.00
Reissue of address following demolition and reconstruction	32.00	35.20	3.20	10.00
Change of house name	48.00	52.80	4.80	10.00
Addition of house name to numbered property	48.00	52.80	4.80	10.00

This page is intentionally left blank

Appendix 8

BUDGET REPORT RISK IMPLICATIONS 2023/24 to 2026/27

Risk ID	Risk						Gross Risk		Current Risk		Residual Risk		Risk Mitigation
							I	P	I	P	I	P	
B3	Spending Review	Threat	Changes in government funding going forward	We still await clarification on the financial impact on local authorities and more specifically whether fairer funding will be delayed once again	Significant reduction of income going forward	19-Nov-22	4	3	4	3	4	2	Monitor and respond following Consultation Budget
B4	Reduced return from companies	Threat	Reduction in interest and dividend from OCHL or dividend from ODS	Reduced development activity in OCHL or increased interest costs from borrowing. Reduced income and efficiencies in ODS	Severe impact on Councils MTFP.	19-Nov-22	4	3	4	3	4	2	Monitor monthly
B6	Partner failure	Threat	Major partner fails financially causing disruption or ceasing of key council services e.g leisure	Financial failure of partner	Overpends or service reduction in other service areas	19-Nov-22	3	3	3	3	3	2	Monitor, prepare contingency plans to re-tender service
B7	Business Rates Income	Threat	Business rates income less than expected	Volatility in business premises closing or being developed; Business Rates appeals being higher than anticipated, Business rates reset and fairer funding reduce income lower than expected	Less council funding	19-Nov-22	4	3	4	3	4	2	Monitor monthly
B8	Treasury Investment returns	Threat	Economic activity has an adverse effect on investment returns	Investment returns are derived from a number of sources. Interest returns from OCHL may be less if activity within the company starts to reduce as a result of increased borrowing rates. Investment interest returns from banks and other lenders will increase but returns from some of the council's multi asset funds and property funds are more susceptible to economic conditions such as movement in property prices and stocks and shares.	Reduced investment income	19-Nov-22	4	3	4	3	4	2	Interest rates are already on the increase and may adversely affect the council. There is a higher level of risk associated with property investment funds and multi asset funds which is partially mitigated through the use of earmarked reserves.
B9	Efficiencies	Threat	Any further slippage in the delivery of savings and efficiencies, especially around trading or additional pressures on the 2022-23 budget that could impact on 2023-24 and beyond	Changes in circumstances make savings unattainable	Reduced efficiencies increased overspend on net budget	19-Nov-22	3	3	3	3	3	2	Monitor monthly, take corrective action if problem identified. Use contingencies within the budget to cover high and medium risks

Risk ID	Risk						Gross Risk		Current Risk		Residual Risk		Risk Mitigation
	Risk Title	Opportunity/Threat	Risk Description	Risk Cause	Consequence	Date raised	I	P	I	P	I	P	
B10	Right to Buy sales vary from estimate	Threat	Variations in numbers of RTB's affects HRA planning	More houses sold	A decrease in the numbers of RTB's will lead to less capital receipts to fund the Capital Programme. Conversely an increase in the numbers of RTBs would lead to a revenue pressure from reduced rental income	19-Nov-22	3	3	3	3	3	2	Track situation and either re-prioritise spend or use additional borrowing headroom
B11	Robustness of Estimates	Threat	The revenue and capital estimates vary from estimated and planned. The implications of Government policy impact more adversely than anticipated.	Fluctuations in prices and reduced income	Potential overspend	19-Nov-22	4	3	3	2	3	2	Robust monthly budget monitoring to detect variations and put in mitigating action. Adequate reserves, balances and contingencies within the budget to cover where mitigation is insufficient.
B12	Income Stream	Threat	Some businesses and individuals are struggling financially following the aftermath of COVID. There is a potential for arrears of key income streams to the council to increase if not kept in check	Financial hardship by businesses and individuals	Increased write off of income and reduced income to fund services	19-Nov-22	4	3	3	3	3	2	Monitor and early action
B13	Capital Receipts	Threat	Asset disposals are not secured or fall short of target amount	Economic climate or inability to negotiate deals	Insufficient resources to fund capital programme	19-Nov-22	4	3	4	3	4	2	Robust monthly monitoring, consider prudential borrowing to fund shortfall or defer projects
B14	Savings not achieved	Threat	Savings in budget from efficiencies and transformation may not be achieved	Service pressures	Potential overspend	19-Nov-22	3	3	3	3	3	2	Monitoring
B15	Slippage in Capital Programme	Threat	Schemes in Capital Programme do not start or finish on time	Contract delays or increased variations	Impact on delivery of Council priorities	19-Nov-22	3	3	3	3	3	2	Robust monthly monitoring of programme, introduction of Capital Gateway Process and flexible treasury management strategy

Oxford City Council Budget Medium Term Financial Strategy 2024-25 to 2026-2027 and 2023-24 Budget for Consultation (Equality Assessment)

The following assessment gives more details from an equality and diversity perspective on the Council's various on-going budget proposals. It provides an initial commentary, incorporating input from Heads of Service and specialist officers, to indicate the potential risks and actual mitigating actions already in place or planned to support the investment proposals before the wider public consultation period from December 2022 to January 2023.

The draft budget has been structured so that it is in balance for the next four years, and although national economic pressures on local government are ever present, it recommends revisions, efficiencies and small reductions in service but aims to protect frontline services as far as possible, particularly for the most vulnerable. In addition it includes additional expenditure on to bolster our service provision in a number of areas and outlines proposals to facilitate capital investment for large scale regeneration projects which will bring economic growth, jobs, more social and affordable housing and wider interventions to ensure social inclusive communities and opportunities: underpinning the Council's vision of "Building a World Class City for Everyone".

Budget Proposal	Increase Council Tax by an expected 2.99% for 2023/24 and 2024-25 followed by subsequent annual increases of 1.99%, and maintain the existing Council Tax Support Scheme
Is this proposal new or subject to an annual review?	This is an annual consideration. In the Autumn Statement announcement on 17 th November 2022 the chancellor changed the Referendum Principles. Currently District authorities are able to increase council tax by up to 2% or £5 whichever is the higher. In his statement the chancellor increased the referendum limit for District Councils to 3% or £5 whichever is the higher. The Council is proposing an increase of 2.99% since the increase at that level is £9.76 per annum
What are the likely risks?	<ul style="list-style-type: none"> • Council Tax rises are likely to have the hardest impact on the most economically disadvantaged groups such as part time and low paid workers (although these are mitigated by the council tax support scheme, which is being maintained in full). • Increased arrears due Council tax increases
What public consultation has been planned/ taken place?	There will be further opportunities for comment on the level of council tax increase as part of the public consultation during the period December 2022 to January 2023. The Council is consulting

	on the Council Tax Support Scheme. The Council is one of a small number of councils in the country that has retained the parameters of the existing scheme introduced in April 2013.		
What mitigating actions will the Council implement to offset any negative impacts?	The Council will consider its Council Tax Reduction Scheme when it meets in January. The Council has a limited amount of Government Grant that it may use at its discretion to assist vulnerable individuals effected by the increase. The Council is willing to have discussions with individuals to ensure that they are claiming their full entitlement to benefits.		
Overall assessment of the equality risks	<ul style="list-style-type: none">It is difficult to estimate the dimensions of equalities risks around CT increases. The Council has put in place proportionate mitigating actions such as the CT Support Scheme and the work of the Welfare Reform Team to protect the most vulnerable and economically challenged communities across Oxford.Currently the total net caseload is 14,000 receiving Council Tax Benefit & Housing Benefit, with 3,300 of those receiving CTR discount in full and therefore the 1.99% increase will have no effect.		
	Race Neutral	Disability Neutral	Age Neutral
	Gender reassignment Neutral	Religion or Belief Neutral	Sexual Orientation Neutral
	Sex Neutral	Pregnancy and Maternity Neutral	Marriage & Civil Partnership Neutral
Budget Proposal	Rent setting: Increase in council house rents by 4.10% per annum for 2022/23.		
Is this proposal new or subject to an annual review?	From 1 st April 2020 under the 2020 rent standard, the Government have determined that rent will be increased by CPI +1% for a period of 5 years for local authority and housing association social rents. For 2022/23 the relevant CPI rate at September 2022 is 10.1% and hence council house rents under this formula would be estimated to increase by 11.1% from 2022-23 levels. In August 2022 the Government launched a consultation to limit rent increases for social housing providers to 3%, 5% and 7% and on the 17 th November in the Autumn Budget the Chancellor confirmed the maximum		

	level as 7%. With inflation running at 10.1% the Council would need to make reductions on service should the rent rise not be at least 7% which is recommended within this Budget paper.									
What are the likely risks?	The increase for 2023-24 at 7% represents an average of £7.51 per week. There is a risk of increased rents arrears which could rise as a result of the increase. Issues may arise from the implementation of universal credit which is being monitored by the Council									
What public consultation has been planned/ taken place?	Agree to consult on an increase in council rents and service charges through special focus groups of council tenants/ leaseholders									
What mitigating actions will the Council implement to offset any negative impacts?	Additional staffing in rent collection should assist in providing an early warning mechanism of arrears increasing and a resource to help tackle the potential increased rent arrears. As at the end of July there were a total of 3,559 HRA tenants (45.6%) claiming Housing Benefit or the Housing Cost element of Universal Credit, made up of 2,318 Housing Benefit claimants and 1,241 Universal Credit claimants. The amount claimed by each tenant will vary depending on their individual circumstances.									
Overall assessment of the equality risks	<table><tr><td>Race Neutral</td><td>Disability Neutral</td><td>Age Neutral</td></tr><tr><td>Gender reassignment Neutral</td><td>Religion or Belief Neutral</td><td>Sexual Orientation Neutral</td></tr><tr><td>Sex Neutral</td><td>Pregnancy and Maternity Neutral</td><td>Marriage & Civil Partnership Neutral</td></tr></table>	Race Neutral	Disability Neutral	Age Neutral	Gender reassignment Neutral	Religion or Belief Neutral	Sexual Orientation Neutral	Sex Neutral	Pregnancy and Maternity Neutral	Marriage & Civil Partnership Neutral
Race Neutral	Disability Neutral	Age Neutral								
Gender reassignment Neutral	Religion or Belief Neutral	Sexual Orientation Neutral								
Sex Neutral	Pregnancy and Maternity Neutral	Marriage & Civil Partnership Neutral								
Budget Proposal	Roll out of Universal Credit									
Is this proposal new or subject to an annual review?	The roll out of universal credit commenced in Oxford on 18 th October 2017 for all working age claimants replacing a number of existing benefits and tax credits. Full roll out to all claimants has been delayed by the Government to 2028 .Within the Council budget, provision has been made for changes arising from Universal Credit which will impact on staffing.									
What are the likely risks?	Risk to the Council in terms of increased rent and council tax arrears arising from claimants moved onto Universal Credit. Risk in terms of increased homelessness.									

What public consultation has been planned/ taken place?	There is no further public consultation on the roll out of Universal Credit		
What mitigating actions will the Council implement to offset any negative impacts?	The Council has slipped savings in its MTFP in The Housing Benefit and Customer Services areas to future years to mitigate against increased workloads. In addition it has increased staffing in the Incomes Team to deal with increased arrears.		
Overall assessment of the equality risks	Strong governance and review will mitigate against any adverse impacts, although none have been flagged		
	Race Neutral	Disability Neutral	Age Neutral
	Gender reassignment Neutral	Religion or Belief Neutral	Sexual Orientation Neutral
	Sex Neutral	Pregnancy and Maternity Neutral	Marriage & Civil Partnership Neutral
Budget Proposal	Increases in Fees and Charges across Council services		
Is this proposal new or subject to an annual review?	<p>The Medium Term Financial Strategy for the next four years allows for fees and charges to increase over the medium term resulting in increased income of around £0.3 million by 2025-26 largely from car parking revenues In 2022-23 there are increases in the areas shown below</p> <p>Increases in Fees and Charges –</p> <p>a) Off street Car Parking – Car park charges will be increased by an average of 10% by 50p per hour for city centre car parks only</p> <p>b) Park and Ride – Nil increase</p> <p>c) Garden waste bins - £60 increased to £75 (25% increase) with no increase in the concessionary rate of £47.16</p> <p>d) Replacement bins – NEW CHARGE – for the replacement of two wheeled blue, green and brown bins - £30 per bin</p>		

	<p>e) Bulky Waste collection: There is no increase proposed on the current charge of £20 per item and £30 for larger items, e.g. refrigerators, washing machines etc. with 50% for concessions.</p> <p>f) Land charges- 10% increase</p> <p>Leisure activities:</p> <p>g) Tennis court hire – Nil</p> <p>h) Cricket pitch hire - £1.50 - 2.24%</p> <p>i) Adult Skating - £1.00 – 10.53%</p> <p>j) Adult Casual swimming increase of £0.20 (3.6%)</p> <p>Other</p> <p>k) Cemeteries- exclusive rights of burial - £10 (0.97%)</p> <p>l) Pest Control – domestic- increases – £NIL to £17.17 (21%)</p> <p>m) Taxi Licenses - £5 - £20 – (4.35% - 5%)</p> <p>n) General licencing – NIL</p> <p>o) City Centre and Late Night Street Trading consent - £120- (1.47%)</p> <p>p) Building control – £5 – 0.5%</p> <p>q) Garages excluding VAT– £0.85 – 5%</p>
What are the likely risks?	That customers will be unable to afford to purchase council services
What public consultation has been planned/ taken place?	Budget consultation annually (December 2022/ January 2023).
What mitigating actions will the Council implement to offset any negative impacts?	<p>Concessions are given to users of the services who are in receipt of housing benefit, Council Tax Reduction and the housing element of universal credit re in receipt of Housing Benefit in the following areas:</p> <p>Leisure Services –</p>

	<p>The concession is given for various leisure activities including free swimming for children under 17 at various sessions during the week -</p> <p>Garden Maintenance for housing tenants</p> <p>Pest Control – 50% concession for most services, with 100% concession for rats and mice treatment</p> <p>Garden waste – 37% concession</p> <p>Bulky Items – 50% concession</p>		
Overall assessment of the equality risks	There may be groups adversely affected by specific service fees, however, consultation and monitoring will take place with these groups once identified.		
	Race	Disability	Age
	Neutral	Neutral	Neutral
	Gender reassignment	Religion or Belief	Sexual Orientation
	Neutral	Neutral	Neutral
	Sex	Pregnancy and Maternity	Marriage & Civil Partnership
	Neutral	Neutral	Neutral

Oxford City Council

Budget Consultation 2023-24

<https://consultation.oxford.gov.uk/financial-services/budget-consultation-2023-24>

This report was created on Monday 23 January 2023 at 09:09

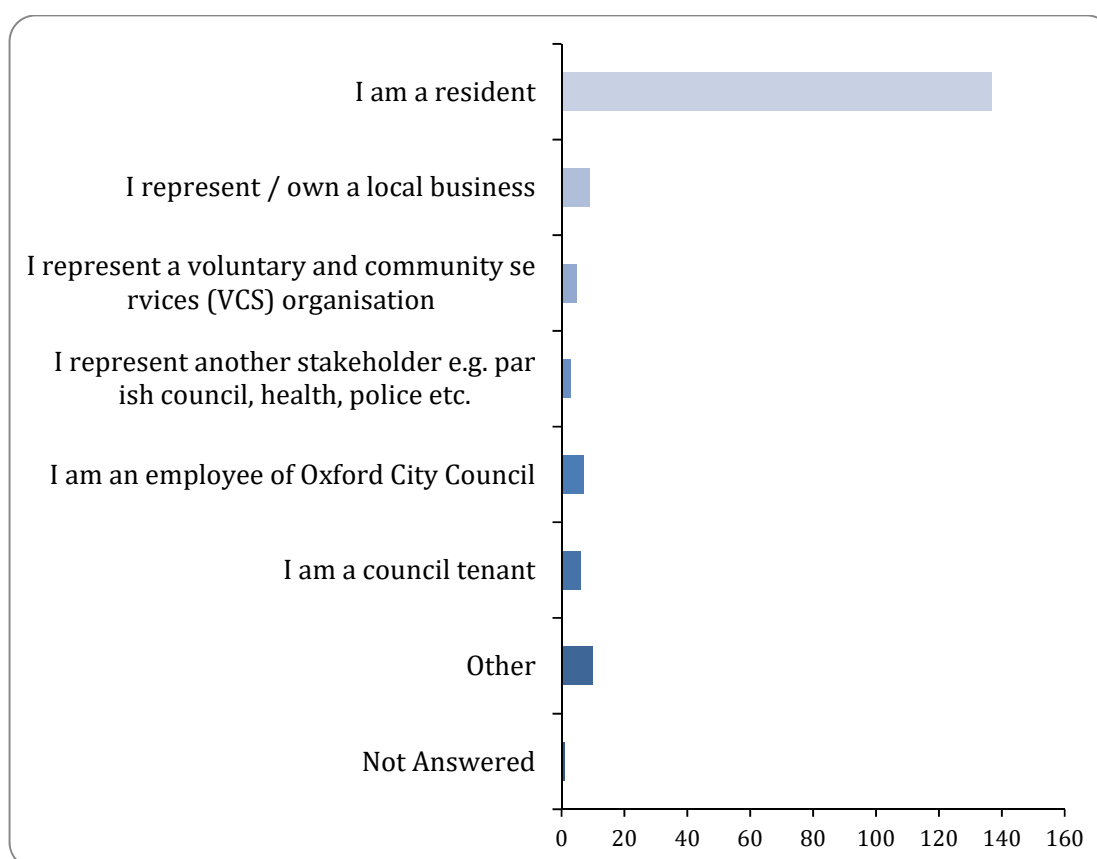
The activity had not yet closed when this report was generated. As such, this report may not accurately reflect the final distribution of responses, and should be treated as interim only.

Responses to this survey: **155**

1: In which role(s) are you responding to this survey. Please tick all that apply.

Role

There were 154 responses to this part of the question.



Option	Total	Percent
--------	-------	---------

I am a resident	137	88.39%
I represent / own a local business	9	5.81%
I represent a voluntary and community services (VCS) organisation	5	3.23%
I represent another stakeholder e.g. parish council, health, police etc.	3	1.94%
I am an employee of Oxford City Council	7	4.52%
I am a council tenant	6	3.87%
Other	10	6.45%
Not Answered	1	0.65%

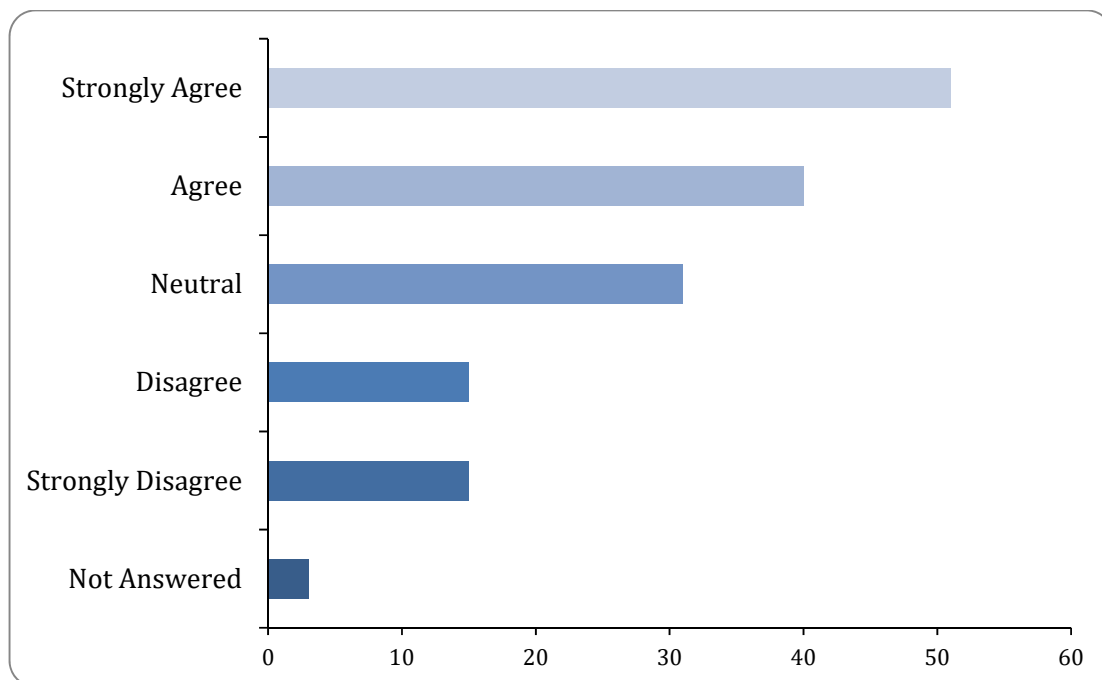
If Other, please provide details

There were 10 responses to this part of the question.

2: To what extent do you agree or disagree with these approaches?

Approaches - Using our wholly owned company, Oxford Direct Services Ltd to generate more income from external trading

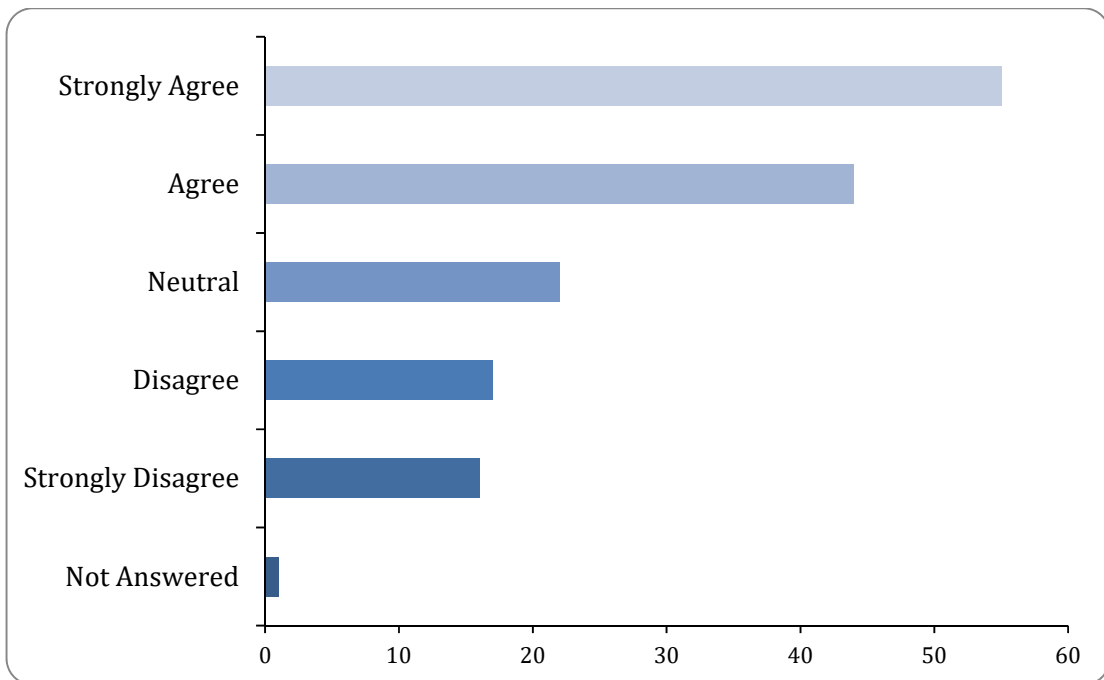
There were 152 responses to this part of the question.



Option	Total	Percent
Strongly Agree	51	32.90%
Agree	40	25.81%
Neutral	31	20.00%
Disagree	15	9.68%
Strongly Disagree	15	9.68%
Not Answered	3	1.94%

Approaches - Using our wholly owned company Oxford City Housing Ltd to develop social and market housing and deliver financial returns back to the council

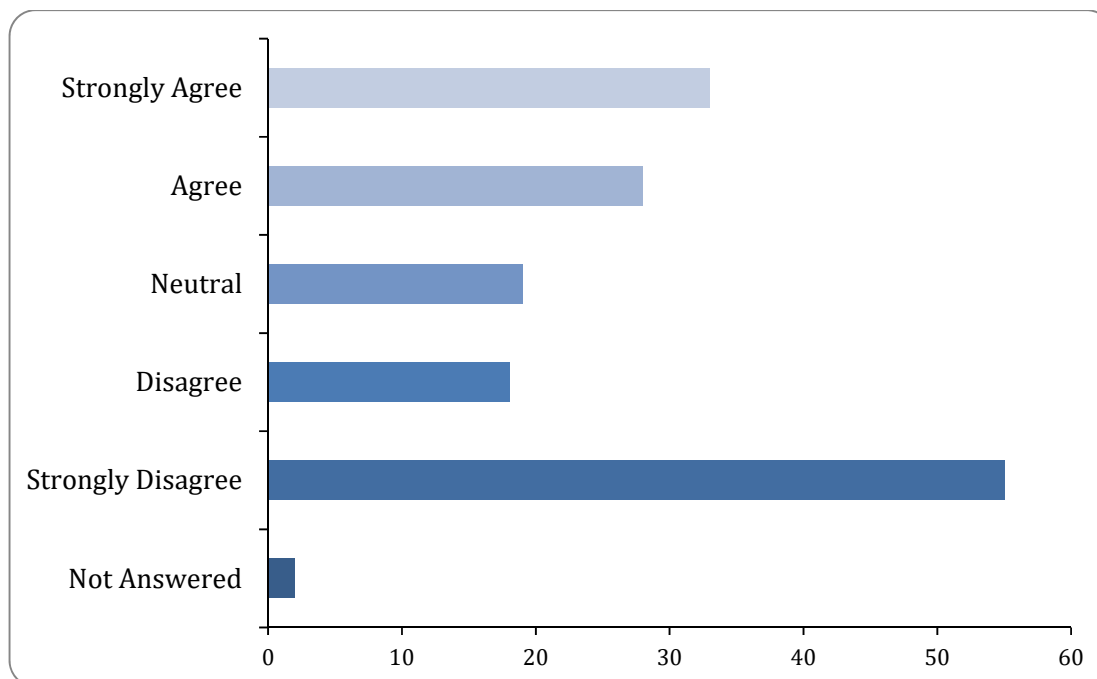
There were 154 responses to this part of the question.



Option	Total	Percent
Strongly Agree	55	35.48%
Agree	44	28.39%
Neutral	22	14.19%
Disagree	17	10.97%
Strongly Disagree	16	10.32%
Not Answered	1	0.65%

Approaches - Increase council tax by the maximum level permitted (2.99% per year) to safeguard services

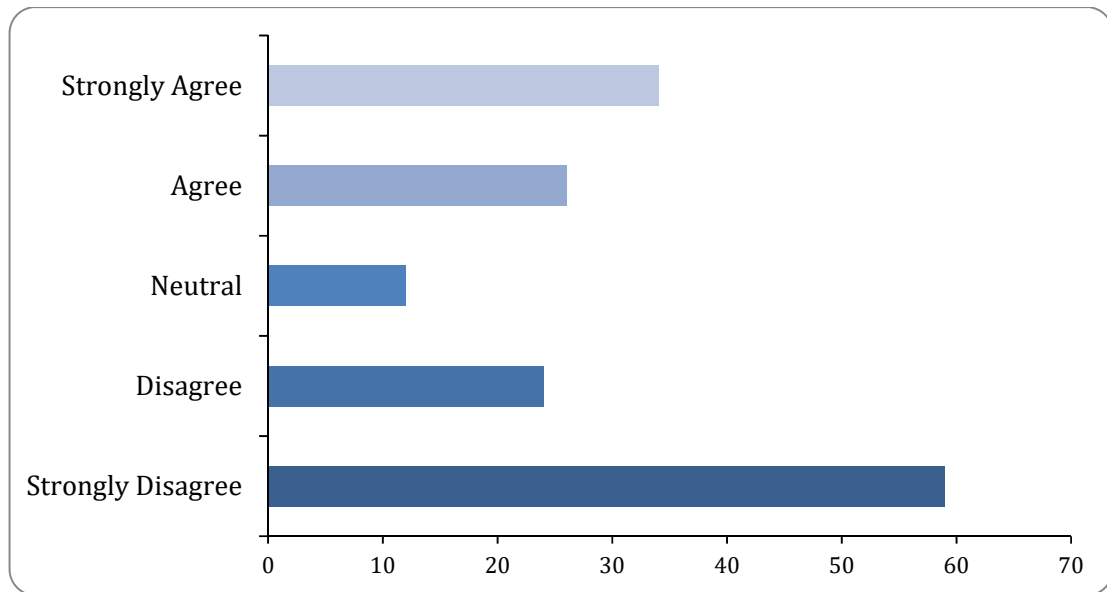
There were 153 responses to this part of the question.



Option	Total	Percent
Strongly Agree	33	21.29%
Agree	28	18.06%
Neutral	19	12.26%
Disagree	18	11.61%
Strongly Disagree	55	35.48%
Not Answered	2	1.29%

Approaches - Increasing annual garden waste charges by £15, and car park charges in the city centre by around 10%

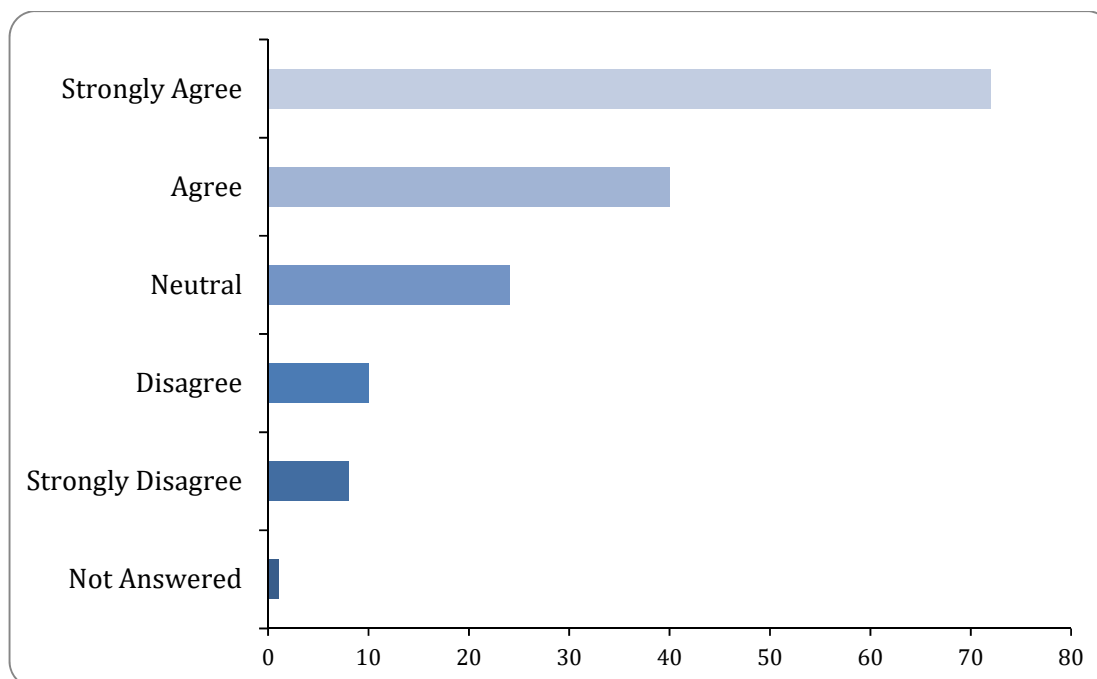
There were 155 responses to this part of the question.



Option	Total	Percent
Strongly Agree	34	21.94%
Agree	26	16.77%
Neutral	12	7.74%
Disagree	24	15.48%
Strongly Disagree	59	38.06%
Not Answered	0	0.00%

Approaches - Maintain reduction of park and ride charges

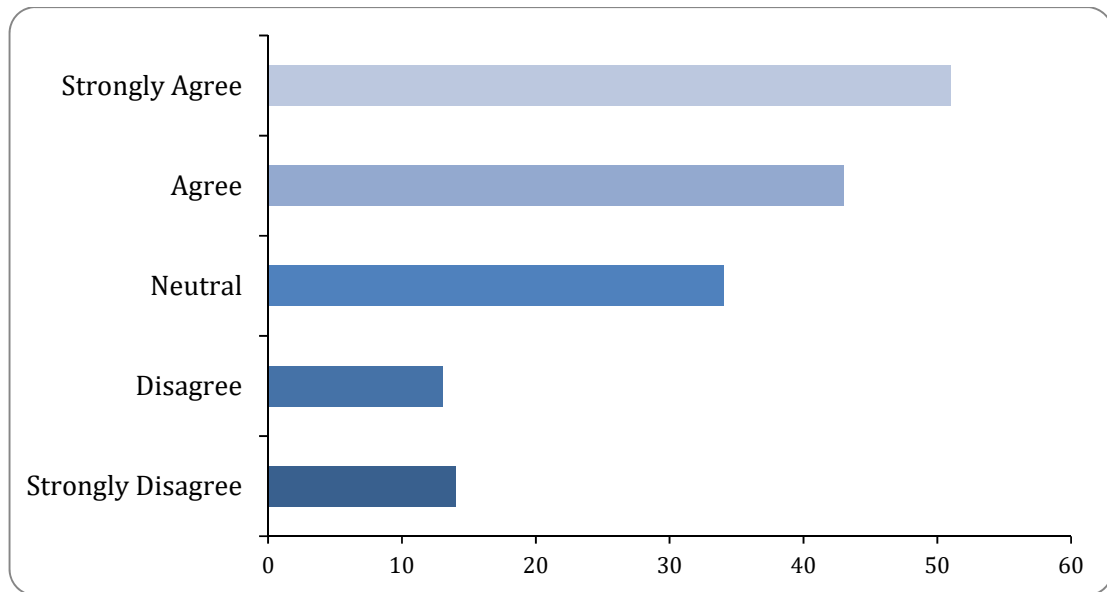
There were 154 responses to this part of the question.



Option	Total	Percent
Strongly Agree	72	46.45%
Agree	40	25.81%
Neutral	24	15.48%
Disagree	10	6.45%
Strongly Disagree	8	5.16%
Not Answered	1	0.65%

Approaches - Reducing office space and continuing with remote working for appropriate staff

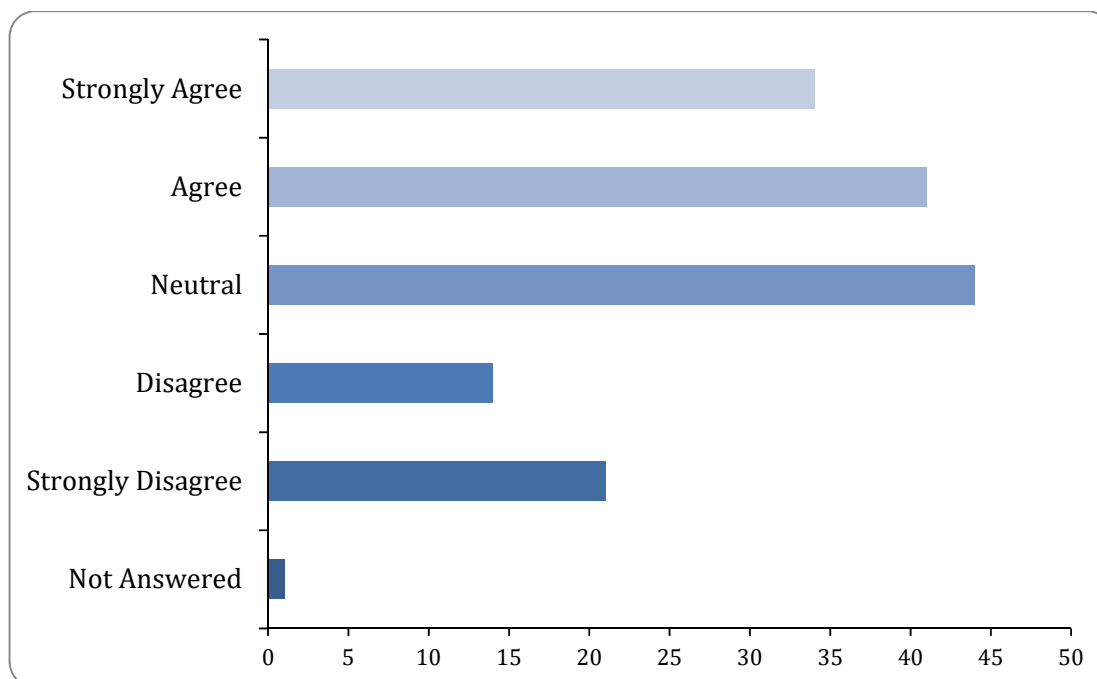
There were 155 responses to this part of the question.



Option	Total	Percent
Strongly Agree	51	32.90%
Agree	43	27.74%
Neutral	34	21.94%
Disagree	13	8.39%
Strongly Disagree	14	9.03%
Not Answered	0	0.00%

Approaches - Continue to base council tax support, to those eligible on 100% of the council tax charge. Most authorities now require claimants to pay some element of the charge

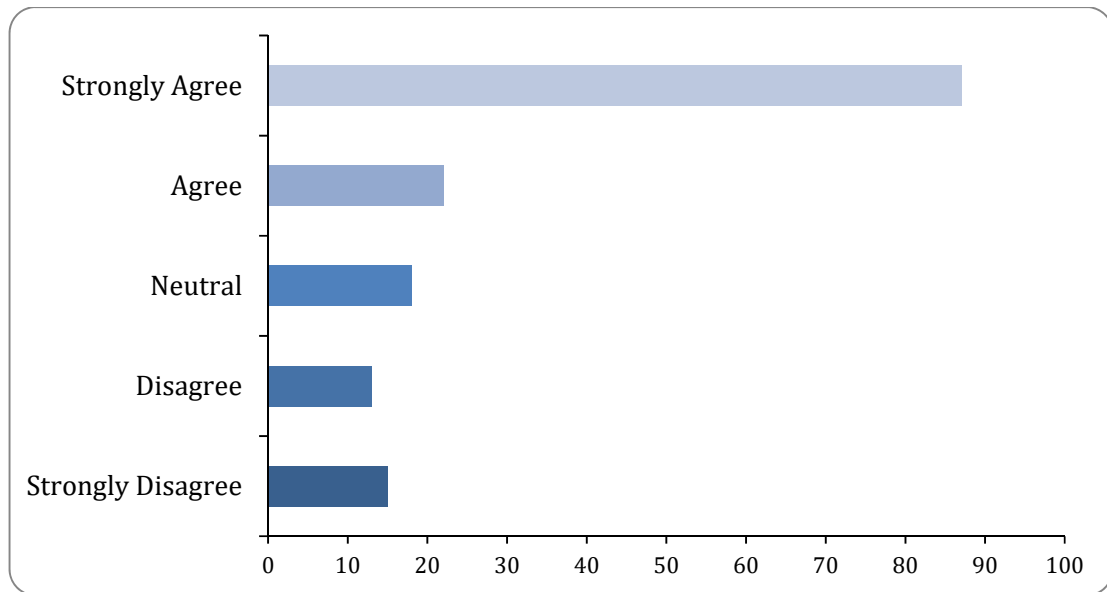
There were 154 responses to this part of the question.



Option	Total	Percent
Strongly Agree	34	21.94%
Agree	41	26.45%
Neutral	44	28.39%
Disagree	14	9.03%
Strongly Disagree	21	13.55%
Not Answered	1	0.65%

Approaches - Charging a 100% council tax premium on second homes and properties that have been empty for more than 1 year (currently its 2 years) from 1-4-2024, assuming the legislation enabling us to do so is introduced

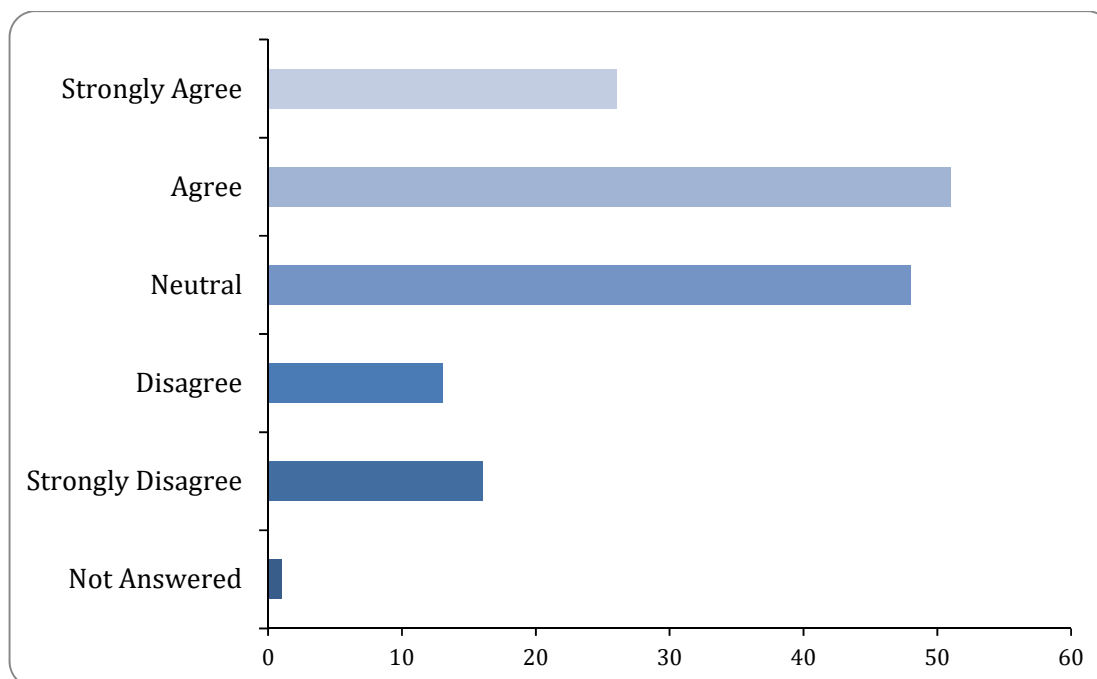
There were 155 responses to this part of the question.



Option	Total	Percent
Strongly Agree	87	56.13%
Agree	22	14.19%
Neutral	18	11.61%
Disagree	13	8.39%
Strongly Disagree	15	9.68%
Not Answered	0	0.00%

Approaches - Use balances and reserves as a one off support for services to mitigate the impact of Covid

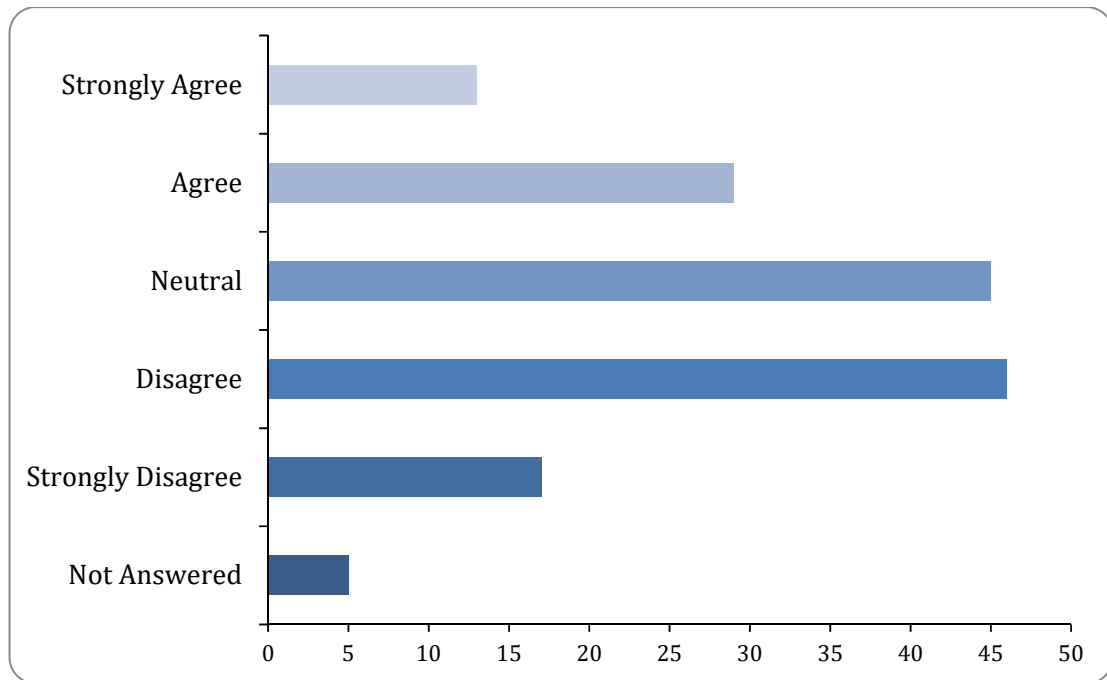
There were 154 responses to this part of the question.



Option	Total	Percent
Strongly Agree	26	16.77%
Agree	51	32.90%
Neutral	48	30.97%
Disagree	13	8.39%
Strongly Disagree	16	10.32%
Not Answered	1	0.65%

approaches 2 - Maintain all services but offer less

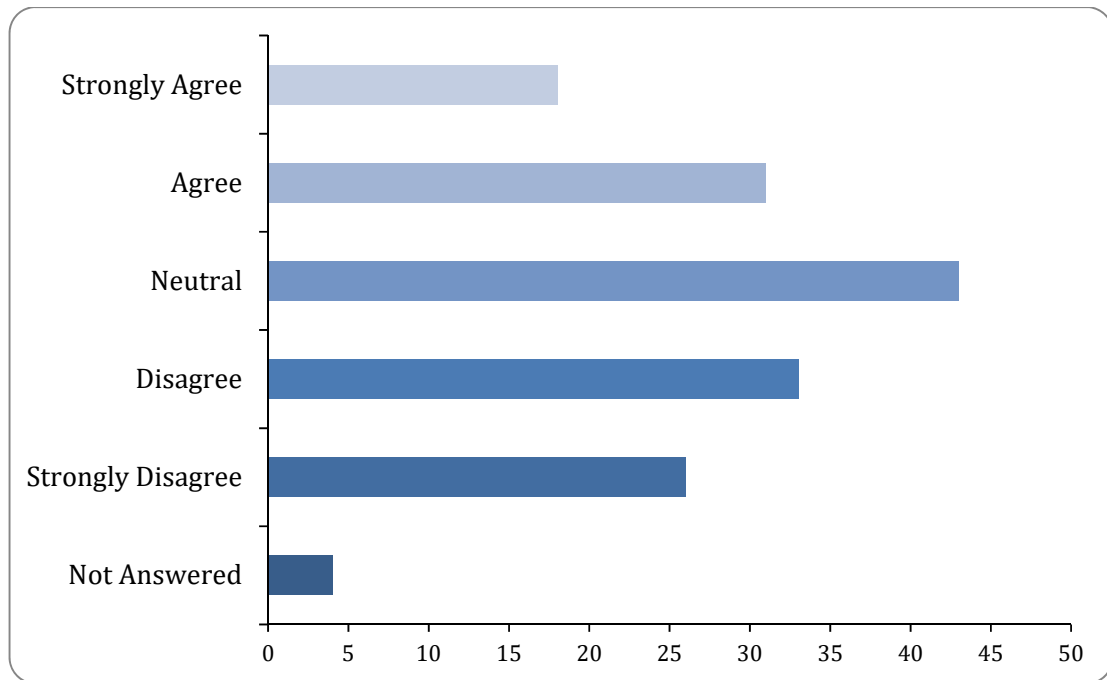
There were 150 responses to this part of the question.



Option	Total	Percent
Strongly Agree	13	8.39%
Agree	29	18.71%
Neutral	45	29.03%
Disagree	46	29.68%
Strongly Disagree	17	10.97%
Not Answered	5	3.23%

approaches 2 - Stop delivery of less important services

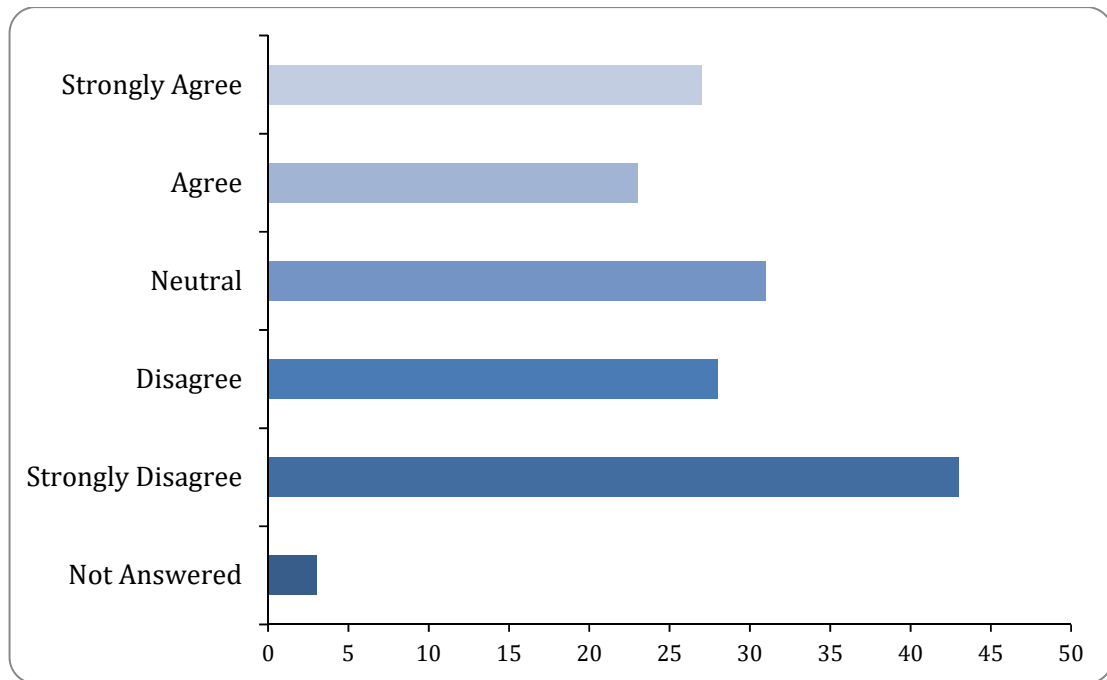
There were 151 responses to this part of the question.



Option	Total	Percent
Strongly Agree	18	11.61%
Agree	31	20.00%
Neutral	43	27.74%
Disagree	33	21.29%
Strongly Disagree	26	16.77%
Not Answered	4	2.58%

approaches 2 - Freeze Council Tax this year and make cuts in frontline services

There were 152 responses to this part of the question.



Option	Total	Percent
Strongly Agree	27	17.42%
Agree	23	14.84%
Neutral	31	20.00%
Disagree	28	18.06%
Strongly Disagree	43	27.74%
Not Answered	3	1.94%

Please enter any additional comments

There were 67 responses to this part of the question.

3: We have tried hard not to implement service reductions although the financial outlook for the council remains challenging. Are there any other proposals that you believe we should be doing to increase income, save money or increase value for money from council spend?

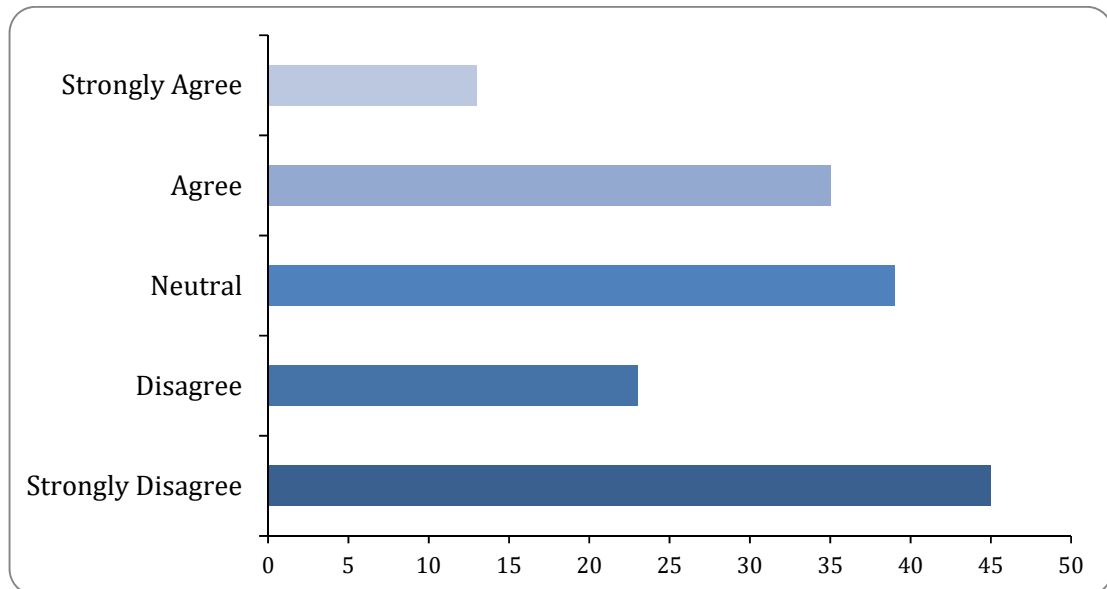
Other Proposals

There were 76 responses to this part of the question.

4: To what extent do you agree or disagree with the way that we are going to use NCIL?

Use of NCIL

There were 155 responses to this part of the question.

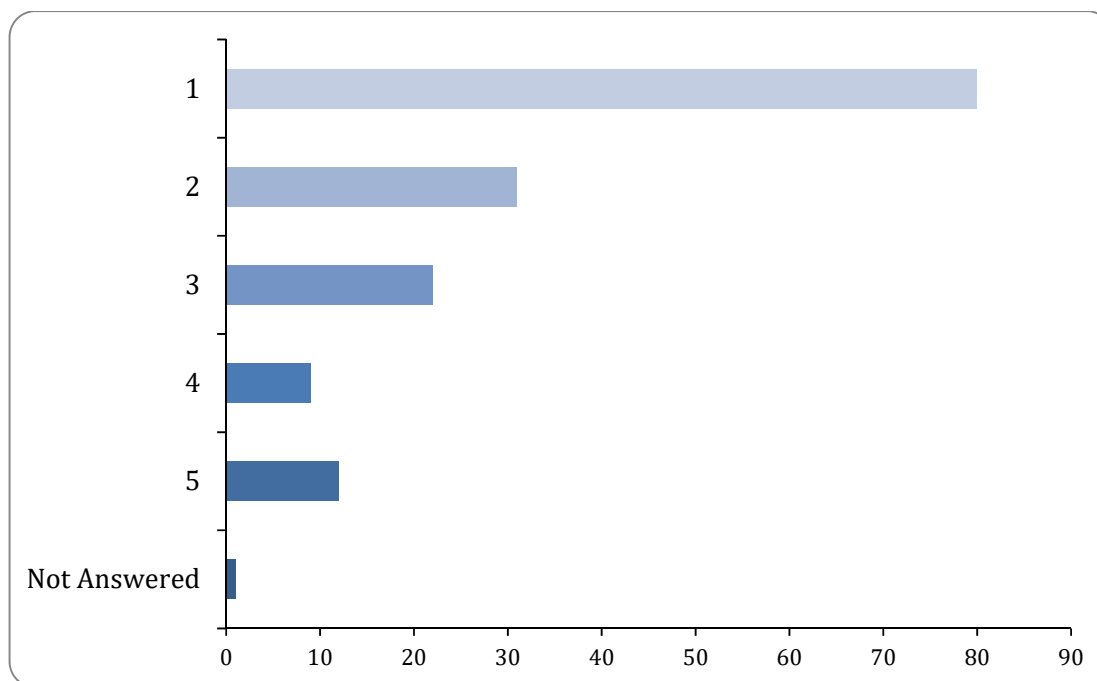


Option	Total	Percent
Strongly Agree	13	8.39%
Agree	35	22.58%
Neutral	39	25.16%
Disagree	23	14.84%
Strongly Disagree	45	29.03%
Not Answered	0	0.00%

5: On a scale of 1-5 where 1 is of high priority and 5 is of low priority, how would you rank the priority of the following services:

Ranking of Priorities - Provision of affordable housing

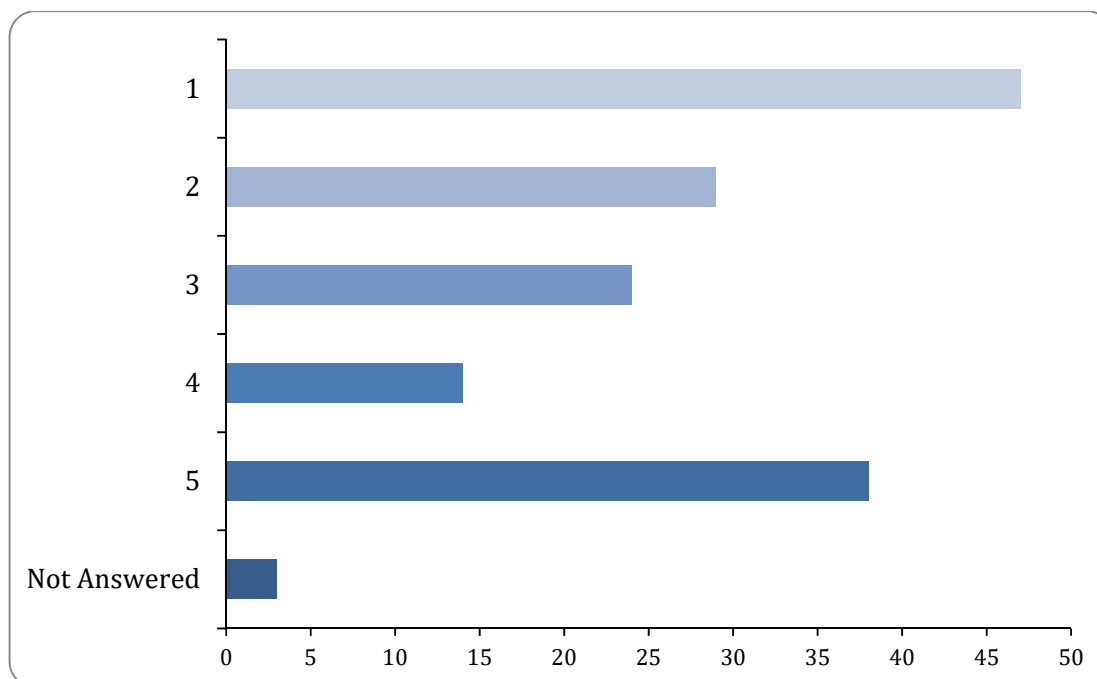
There were 154 responses to this part of the question.



Option	Total	Percent
1	80	51.61%
2	31	20.00%
3	22	14.19%
4	9	5.81%
5	12	7.74%
Not Answered	1	0.65%

Ranking of Priorities - Tackling Climate Change

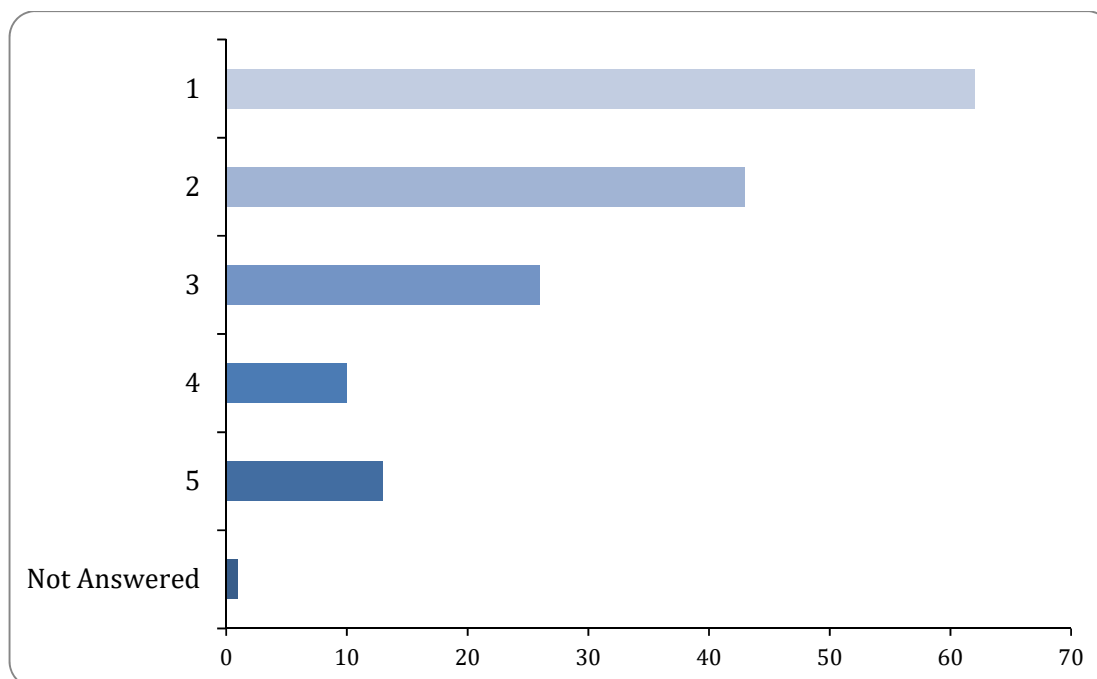
There were 152 responses to this part of the question.



Option	Total	Percent
1	47	30.32%
2	29	18.71%
3	24	15.48%
4	14	9.03%
5	38	24.52%
Not Answered	3	1.94%

Ranking of Priorities - Preventing homelessness

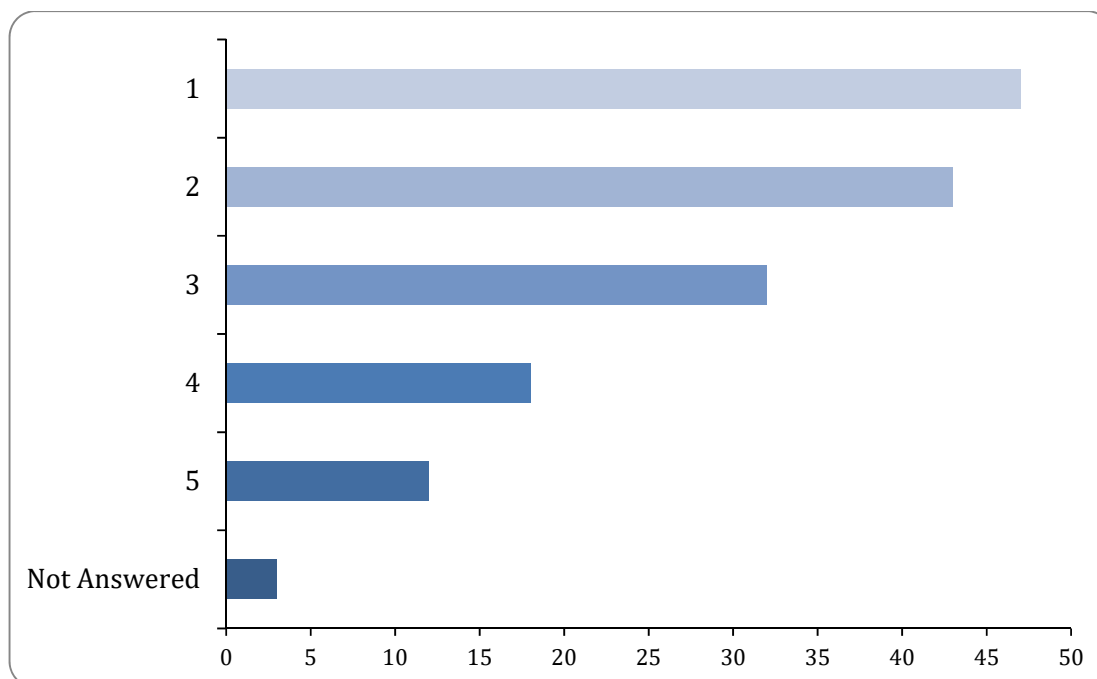
There were 154 responses to this part of the question.



Option	Total	Percent
1	62	40.00%
2	43	27.74%
3	26	16.77%
4	10	6.45%
5	13	8.39%
Not Answered	1	0.65%

Ranking of Priorities - Providing and supporting community centres

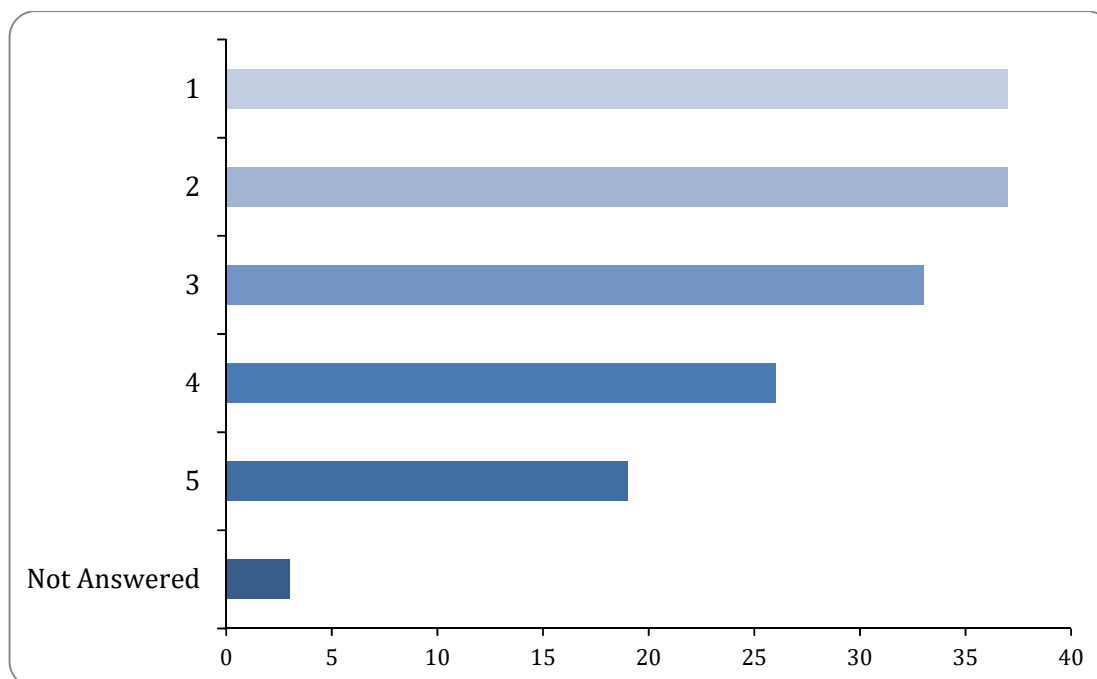
There were 152 responses to this part of the question.



Option	Total	Percent
1	47	30.32%
2	43	27.74%
3	32	20.65%
4	18	11.61%
5	12	7.74%
Not Answered	3	1.94%

Ranking of Priorities - Encouraging our customers to self-serve, enabling access to more of our services electronically on line

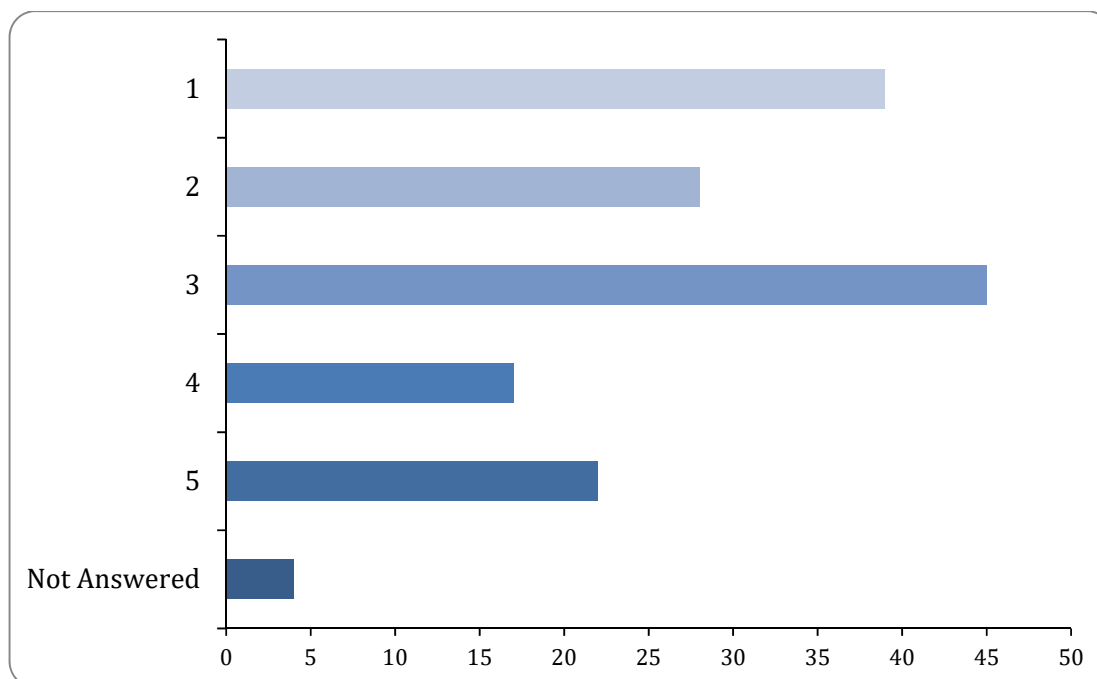
There were 152 responses to this part of the question.



Option	Total	Percent
1	37	23.87%
2	37	23.87%
3	33	21.29%
4	26	16.77%
5	19	12.26%
Not Answered	3	1.94%

Ranking of Priorities - Enhancing our city centre

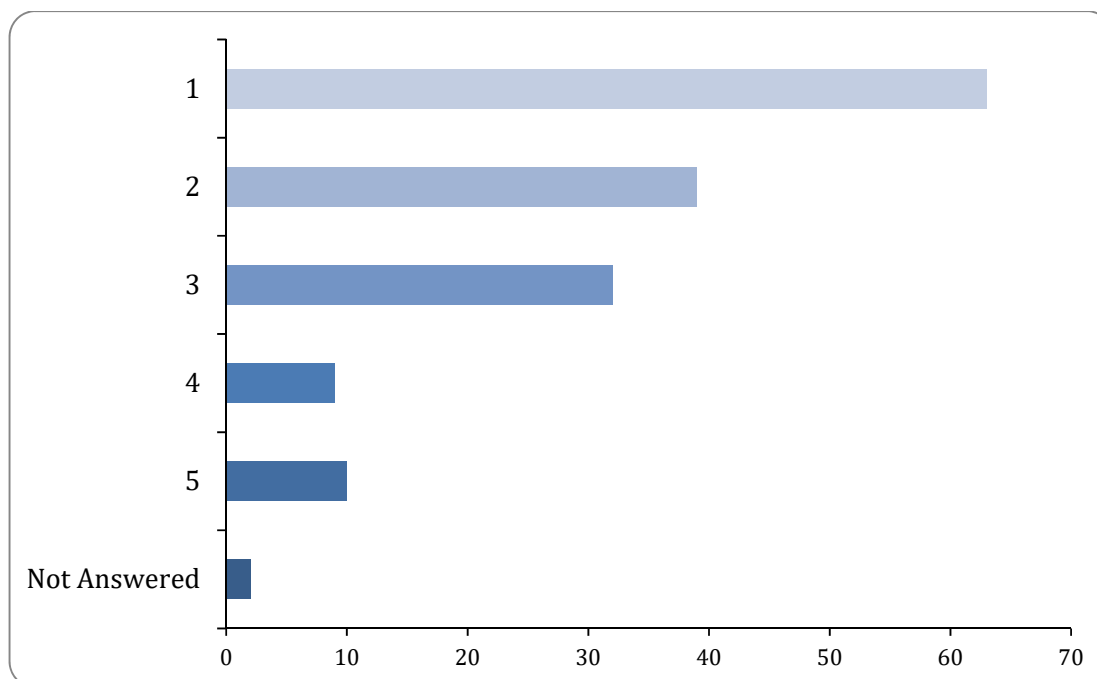
There were 151 responses to this part of the question.



Option	Total	Percent
1	39	25.16%
2	28	18.06%
3	45	29.03%
4	17	10.97%
5	22	14.19%
Not Answered	4	2.58%

Ranking of Priorities - Keeping our city centre clean and tidy

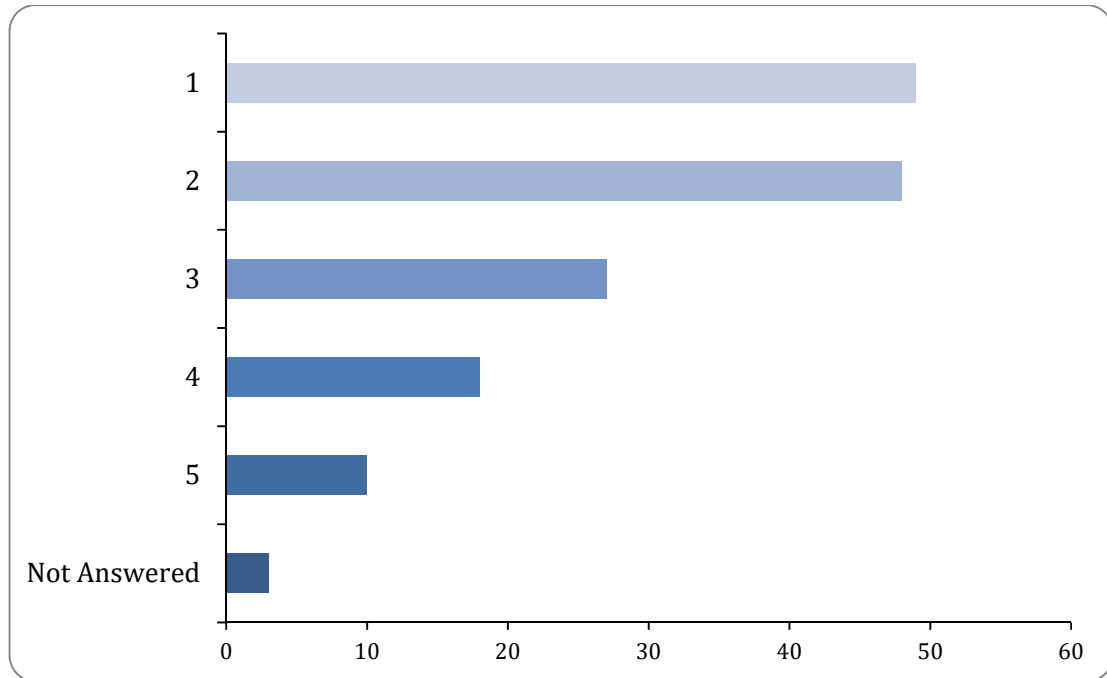
There were 153 responses to this part of the question.



Option	Total	Percent
1	63	40.65%
2	39	25.16%
3	32	20.65%
4	9	5.81%
5	10	6.45%
Not Answered	2	1.29%

Ranking of Priorities - Maintaining and improving recycling

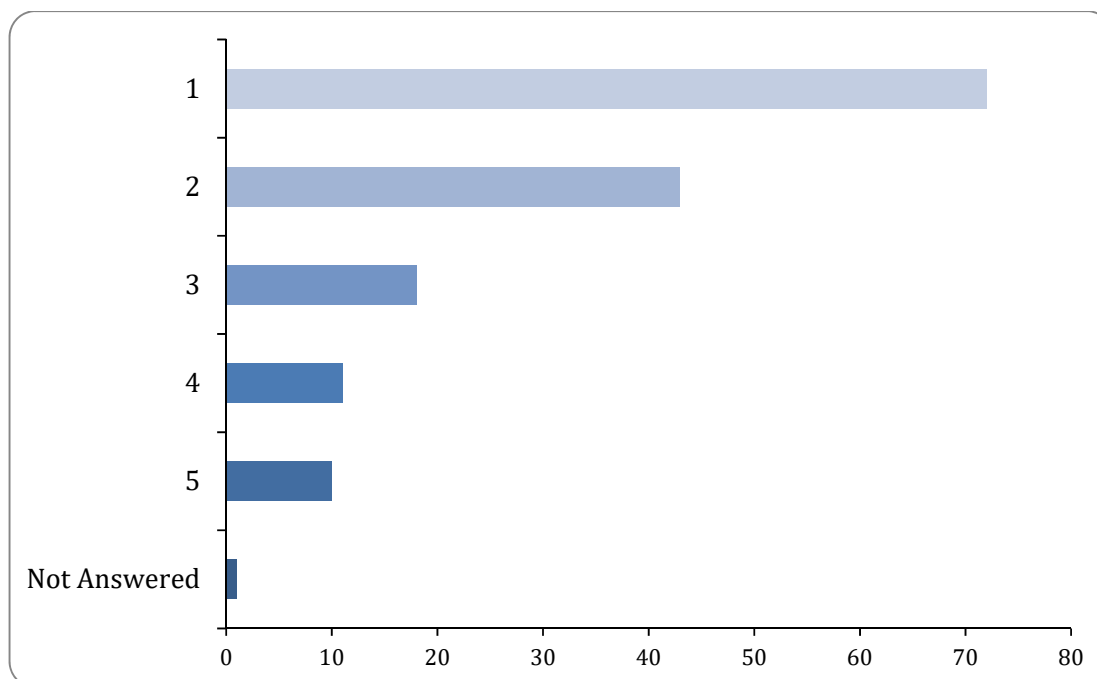
There were 152 responses to this part of the question.



Option	Total	Percent
1	49	31.61%
2	48	30.97%
3	27	17.42%
4	18	11.61%
5	10	6.45%
Not Answered	3	1.94%

Ranking of Priorities - Maintaining parks and open spaces

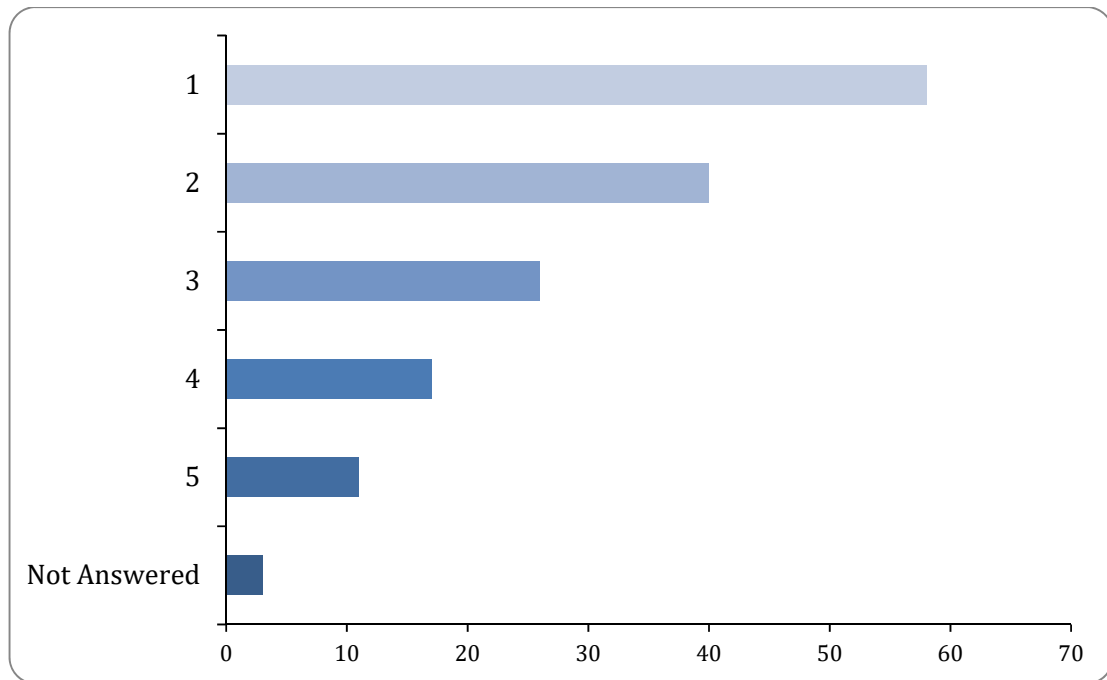
There were 154 responses to this part of the question.



Option	Total	Percent
1	72	46.45%
2	43	27.74%
3	18	11.61%
4	11	7.10%
5	10	6.45%
Not Answered	1	0.65%

Ranking of Priorities - Providing leisure centres and keeping them affordable

There were 152 responses to this part of the question.

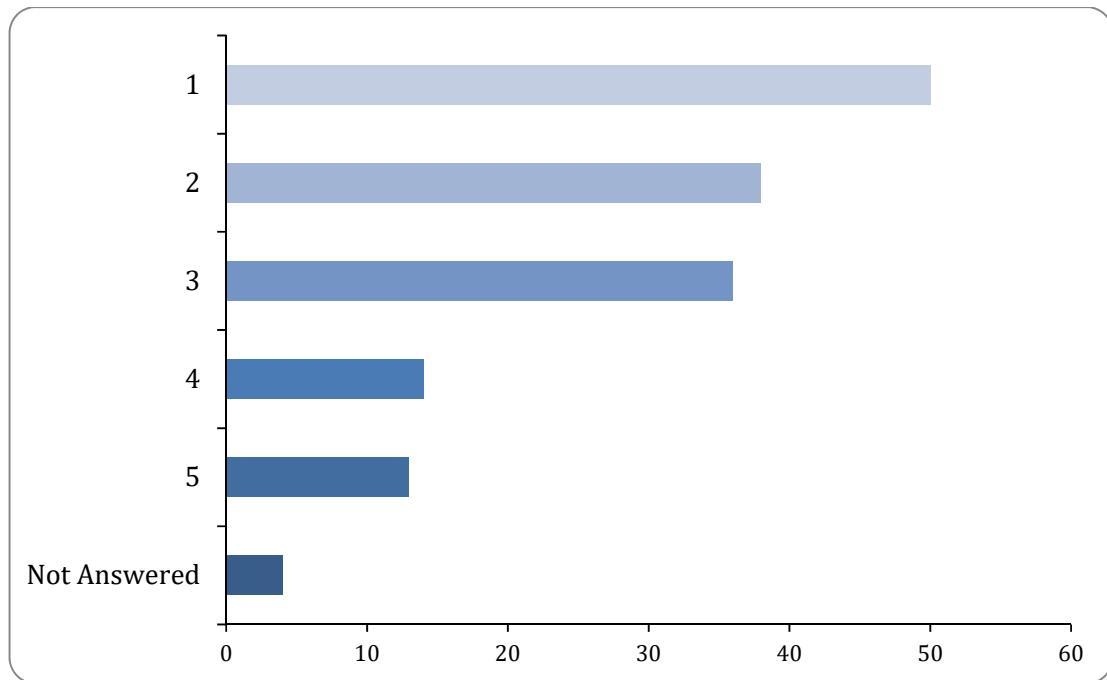


Option	Total	Percent
1	58	37.42%
2	40	25.81%
3	26	16.77%
4	17	10.97%
5	11	7.10%
Not Answered	3	1.94%

Ranking of Priorities - Providing services for young people

There were 151 responses to this part of the question.

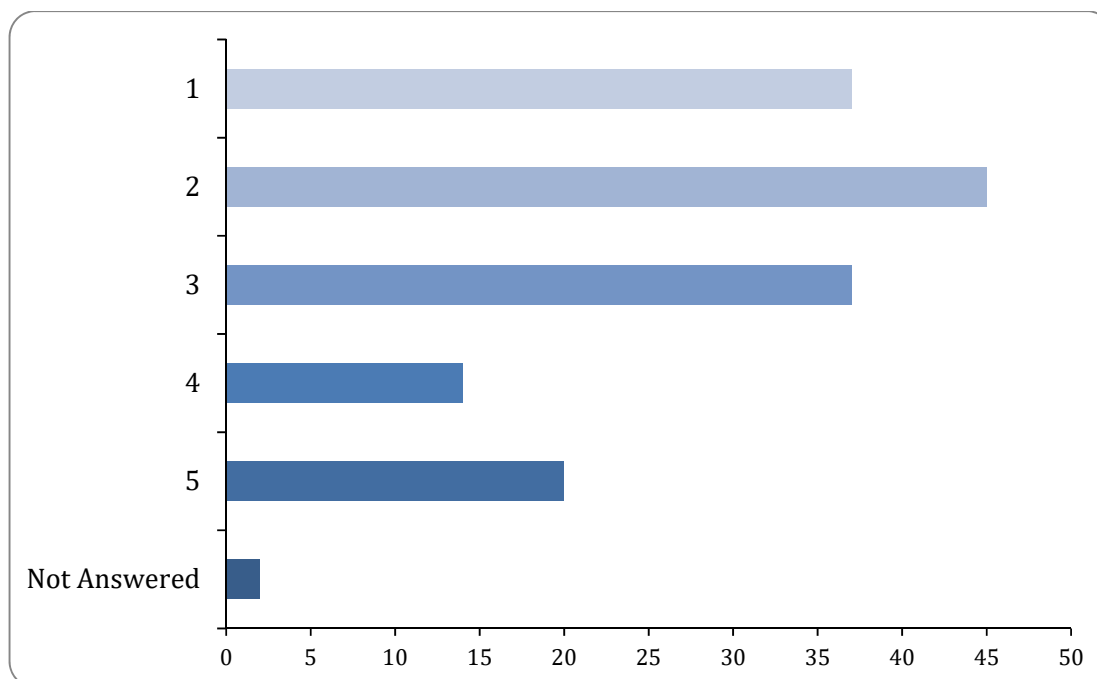
Oxford City Council



Option	Total	Percent
1	50	32.26%
2	38	24.52%
3	36	23.23%
4	14	9.03%
5	13	8.39%
Not Answered	4	2.58%

Ranking of Priorities - Helping with council tax for those on low income

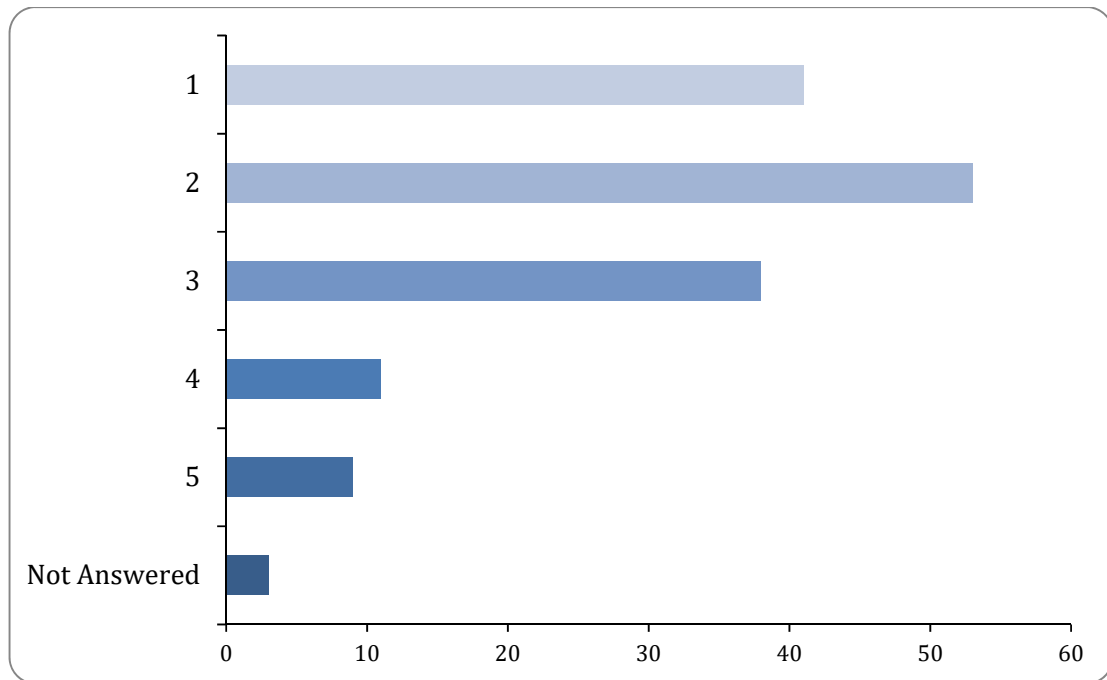
There were 153 responses to this part of the question.



Option	Total	Percent
1	37	23.87%
2	45	29.03%
3	37	23.87%
4	14	9.03%
5	20	12.90%
Not Answered	2	1.29%

Ranking of Priorities - Supporting community safety

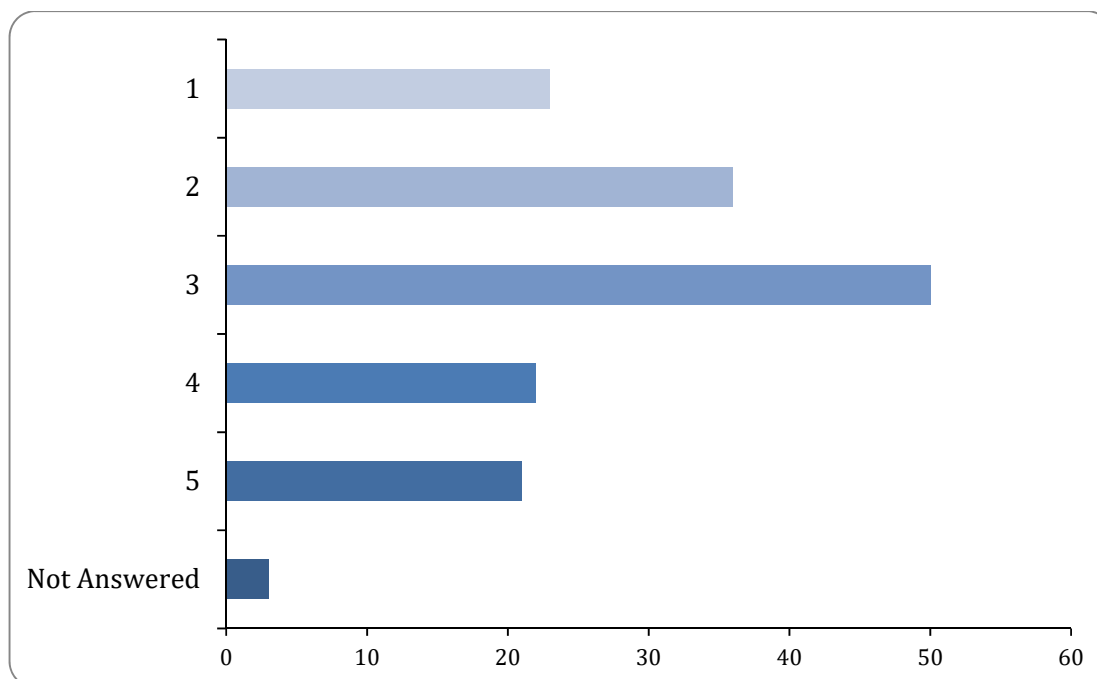
There were 152 responses to this part of the question.



Option	Total	Percent
1	41	26.45%
2	53	34.19%
3	38	24.52%
4	11	7.10%
5	9	5.81%
Not Answered	3	1.94%

Ranking of Priorities - Providing grants to voluntary and community groups

There were 152 responses to this part of the question.



Option	Total	Percent
1	23	14.84%
2	36	23.23%
3	50	32.26%
4	22	14.19%
5	21	13.55%
Not Answered	3	1.94%

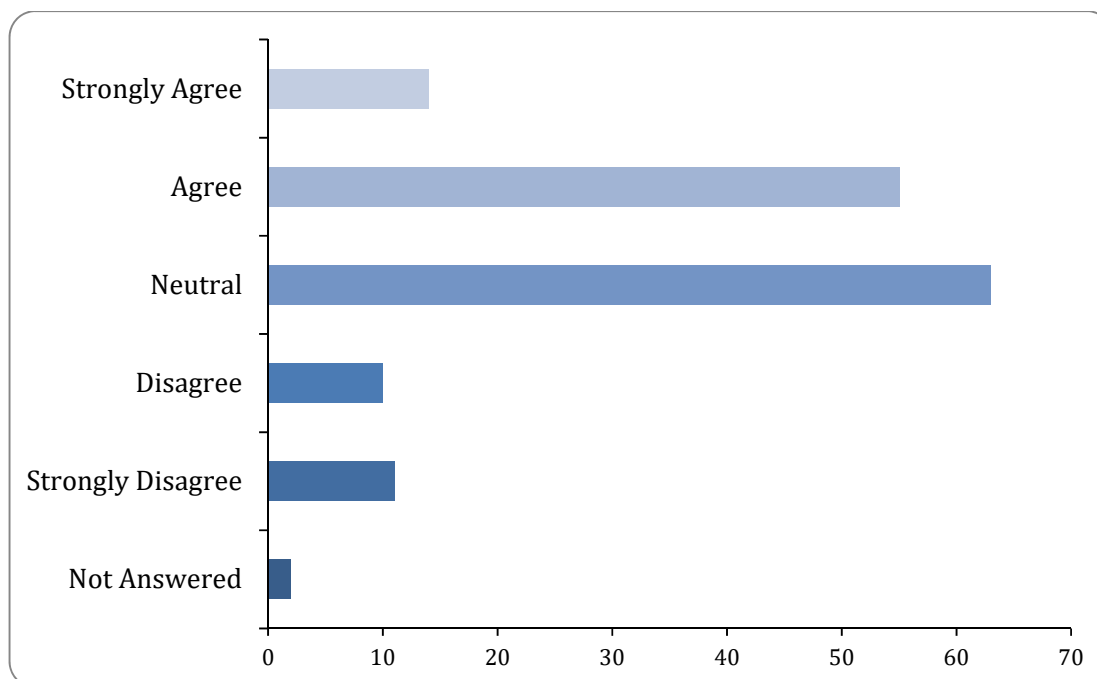
Please enter any additional comments here

There were 55 responses to this part of the question.

6: The Council's capital investment programme over the next four years totals £654 million. Some of the more significant schemes are detailed below. To what extent you agree or disagree with these schemes?

Significant Schemes - Redevelopment of existing properties within portfolio (Cave Street;) £8.4 million for regeneration and to deliver a return to support frontline services

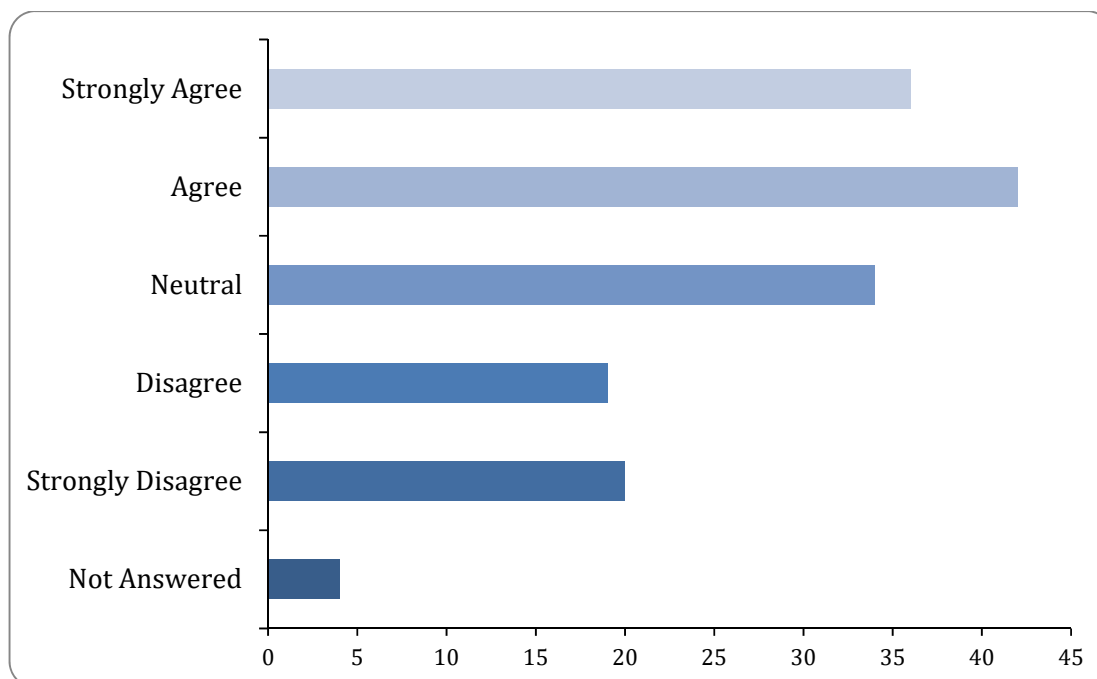
There were 153 responses to this part of the question.



Option	Total	Percent
Strongly Agree	14	9.03%
Agree	55	35.48%
Neutral	63	40.65%
Disagree	10	6.45%
Strongly Disagree	11	7.10%
Not Answered	2	1.29%

Significant Schemes - Covered market masterplan £4.5 million for regeneration

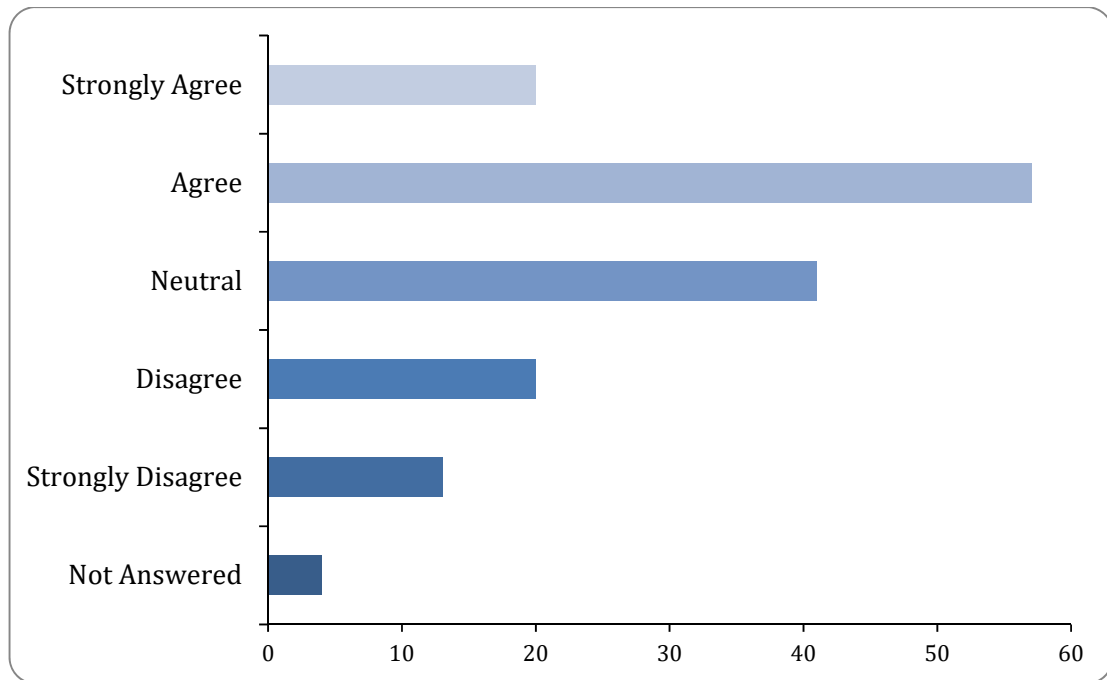
There were 151 responses to this part of the question.



Option	Total	Percent
Strongly Agree	36	23.23%
Agree	42	27.10%
Neutral	34	21.94%
Disagree	19	12.26%
Strongly Disagree	20	12.90%
Not Answered	4	2.58%

Significant Schemes - Refurbishment and new build Community Centres at East Oxford £7.2 million

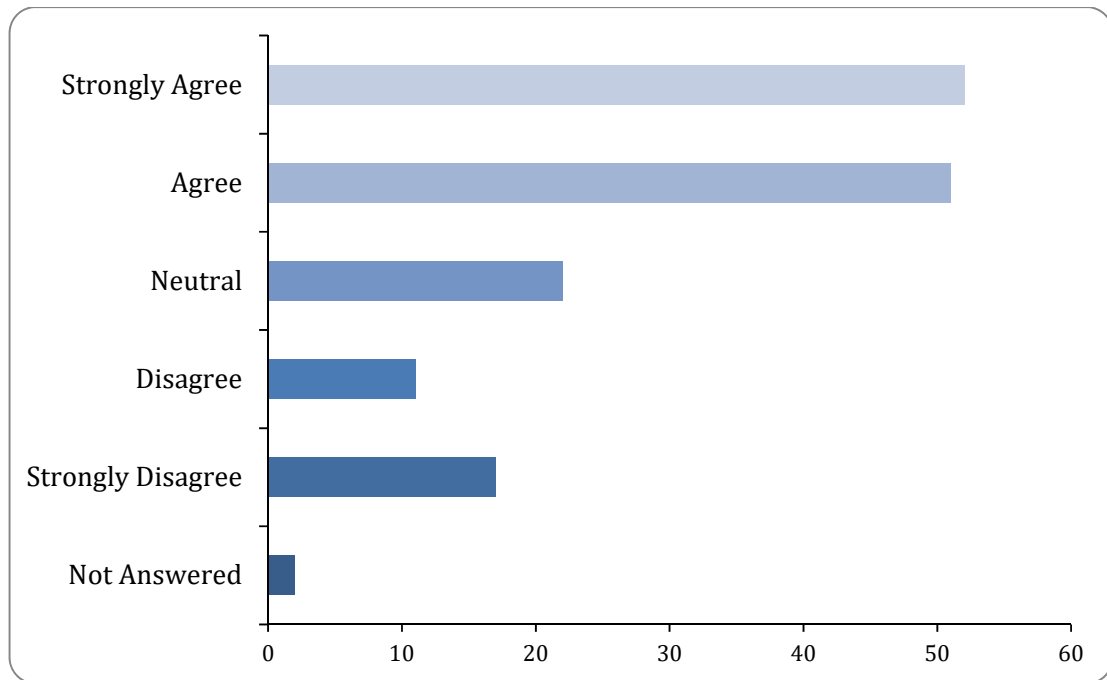
There were 151 responses to this part of the question.



Option	Total	Percent
Strongly Agree	20	12.90%
Agree	57	36.77%
Neutral	41	26.45%
Disagree	20	12.90%
Strongly Disagree	13	8.39%
Not Answered	4	2.58%

Significant Schemes - New social housing- £340 million – which will deliver a return in the future

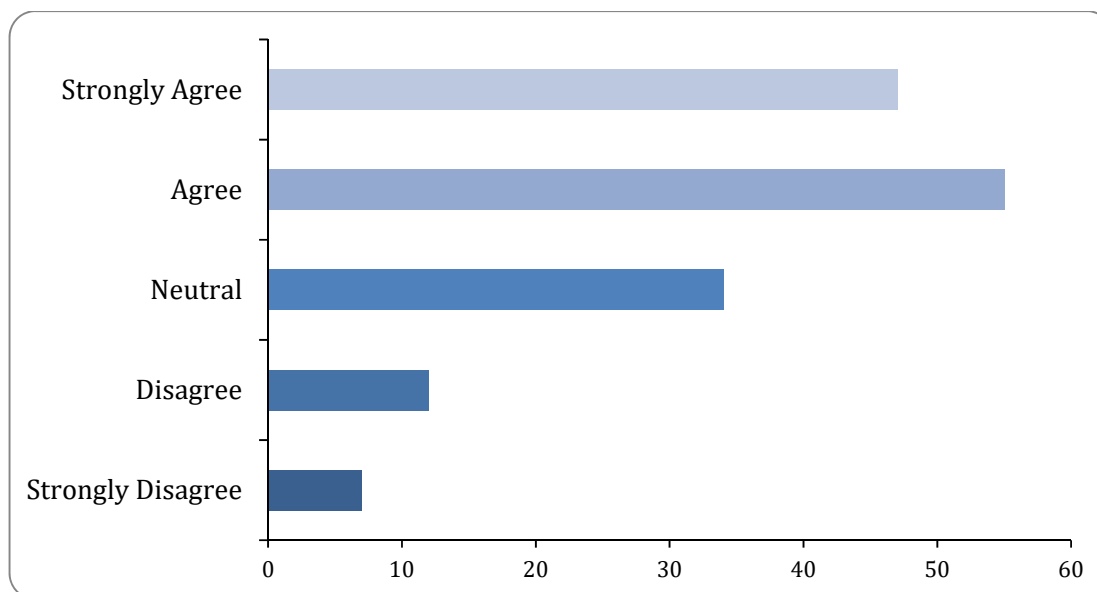
There were 153 responses to this part of the question.



Option	Total	Percent
Strongly Agree	52	33.55%
Agree	51	32.90%
Neutral	22	14.19%
Disagree	11	7.10%
Strongly Disagree	17	10.97%
Not Answered	2	1.29%

Significant Schemes - Council dwelling kitchen/bathrooms, heating, roofing, fire doors and electrical replacement, funded out of tenants' rents £30 million

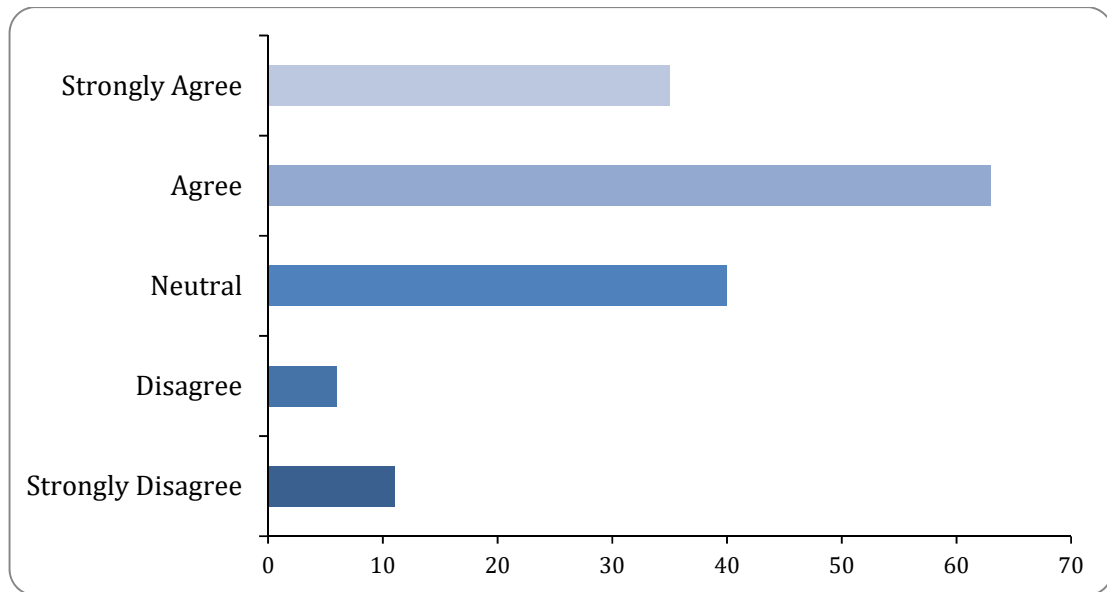
There were 155 responses to this part of the question.



Option	Total	Percent
Strongly Agree	47	30.32%
Agree	55	35.48%
Neutral	34	21.94%
Disagree	12	7.74%
Strongly Disagree	7	4.52%
Not Answered	0	0.00%

Significant Schemes - Environmental improvements to estates, funded out of tenants' rents £10.8 million

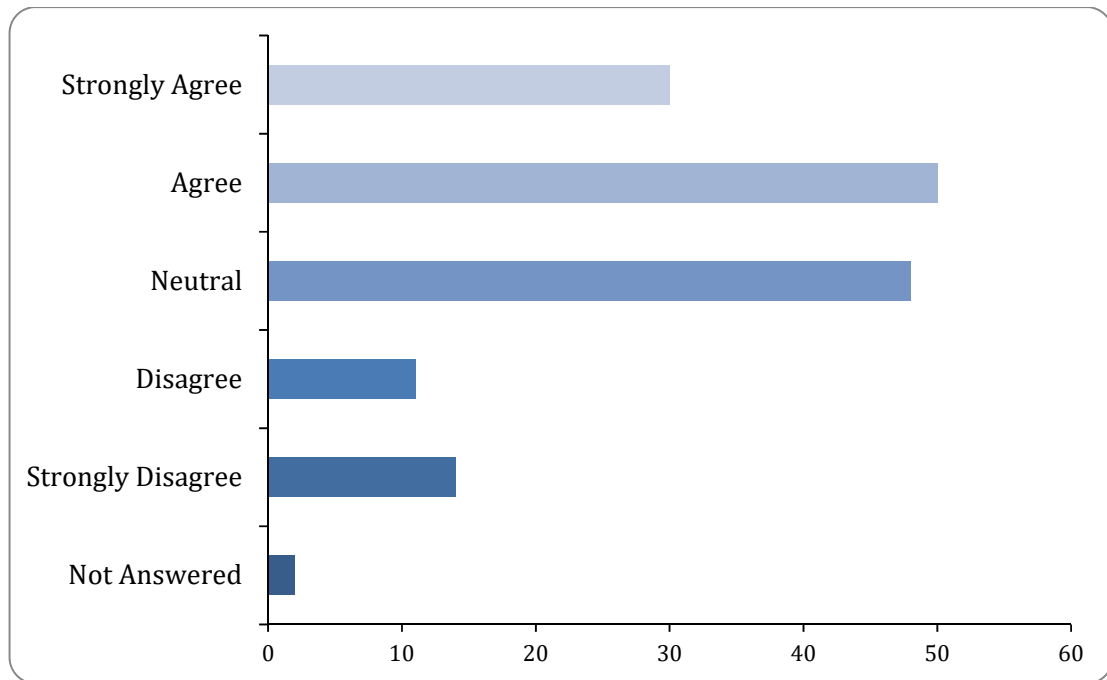
There were 155 responses to this part of the question.



Option	Total	Percent
Strongly Agree	35	22.58%
Agree	63	40.65%
Neutral	40	25.81%
Disagree	6	3.87%
Strongly Disagree	11	7.10%
Not Answered	0	0.00%

Significant Schemes - Blackbird leys Regeneration - for the development of affordable and market housing, community centre, replacement shops and associated infrastructure - £21 million contribution

There were 153 responses to this part of the question.



Option	Total	Percent
Strongly Agree	30	19.35%
Agree	50	32.26%
Neutral	48	30.97%
Disagree	11	7.10%
Strongly Disagree	14	9.03%
Not Answered	2	1.29%

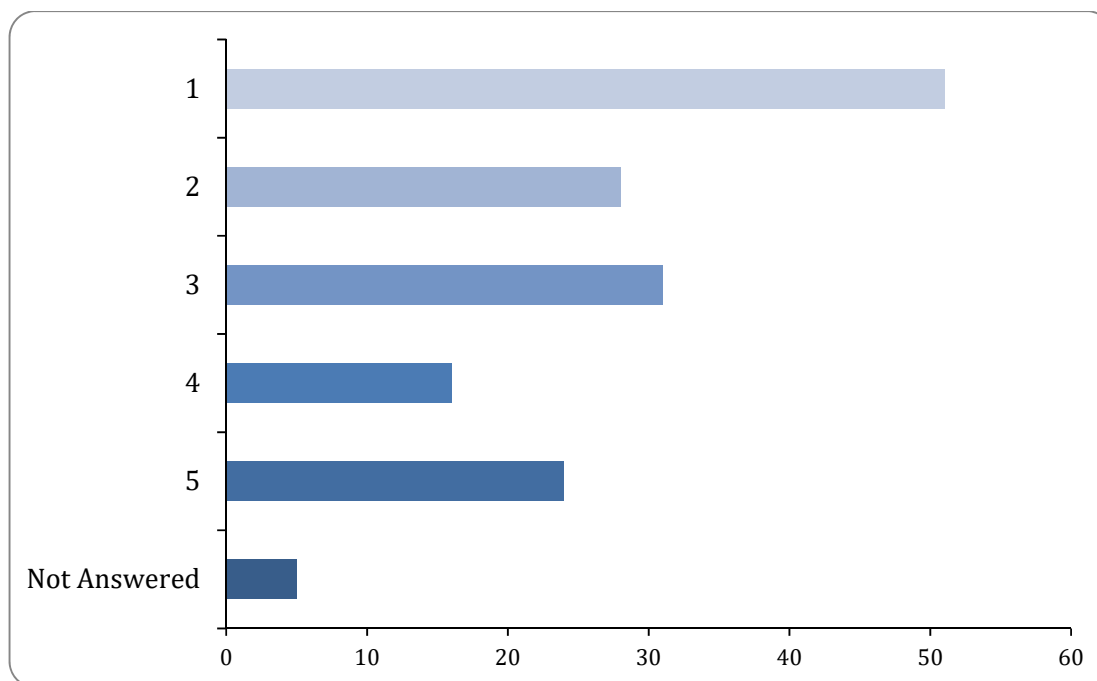
Please enter any additional comments here

There were 27 responses to this part of the question.

7: In what order should the council prioritise the following with 1 being your most important priority and 5 being your least important priority.

Priorities for Council Housing - Building and acquiring new council homes

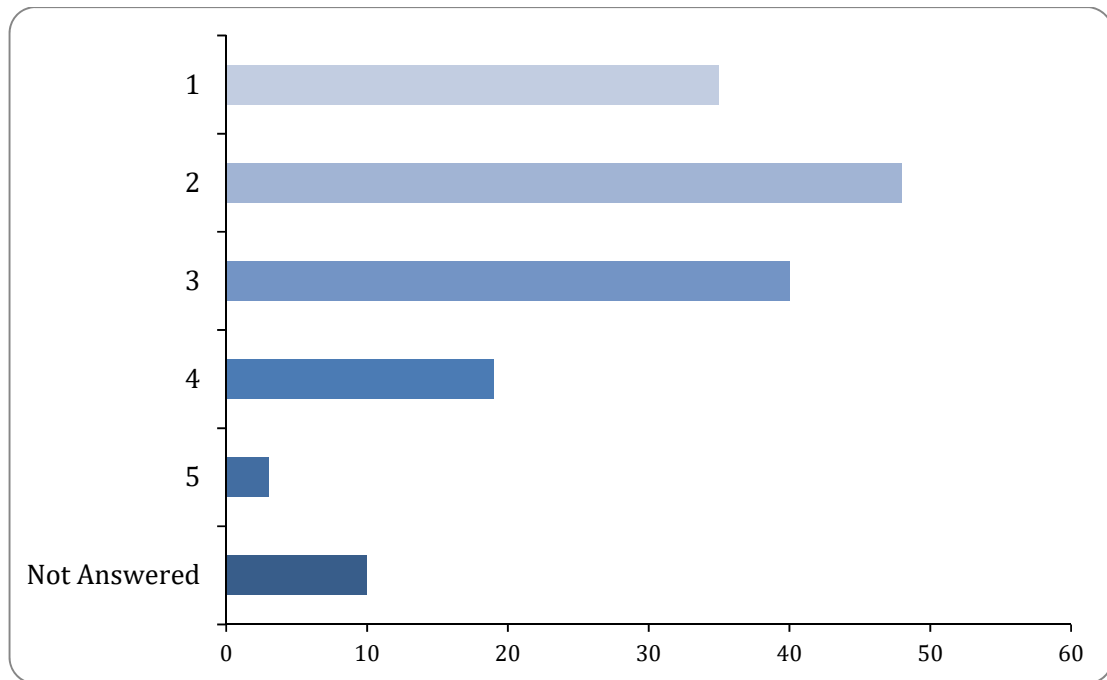
There were 150 responses to this part of the question.



Option	Total	Percent
1	51	32.90%
2	28	18.06%
3	31	20.00%
4	16	10.32%
5	24	15.48%
Not Answered	5	3.23%

Priorities for Council Housing - Maintaining the quality of existing council homes

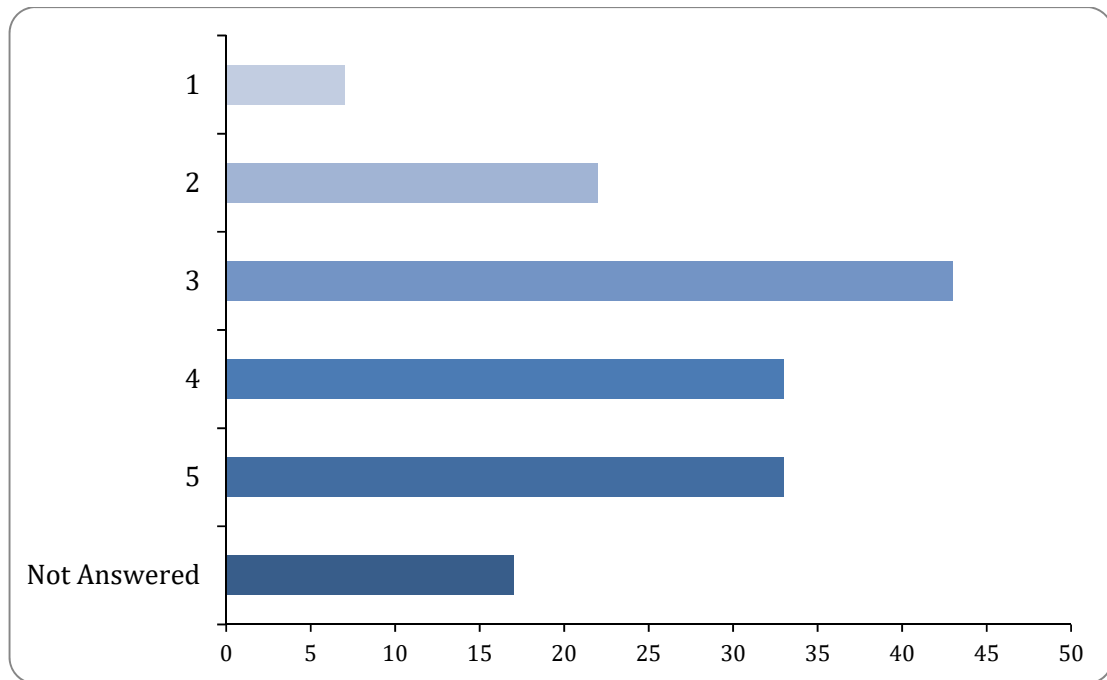
There were 145 responses to this part of the question.



Option	Total	Percent
1	35	22.58%
2	48	30.97%
3	40	25.81%
4	19	12.26%
5	3	1.94%
Not Answered	10	6.45%

Priorities for Council Housing - Investing to improve the look and feel of our council estates

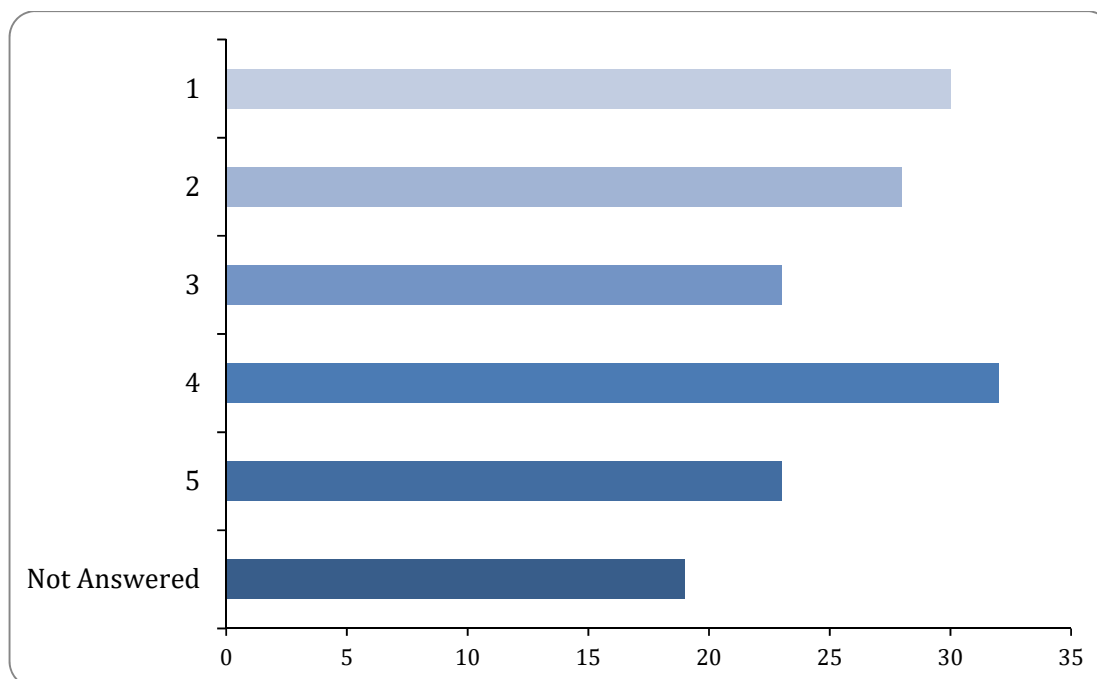
There were 138 responses to this part of the question.



Option	Total	Percent
1	7	4.52%
2	22	14.19%
3	43	27.74%
4	33	21.29%
5	33	21.29%
Not Answered	17	10.97%

Priorities for Council Housing - Improving energy efficiency of existing council homes and progressing to zero carbon

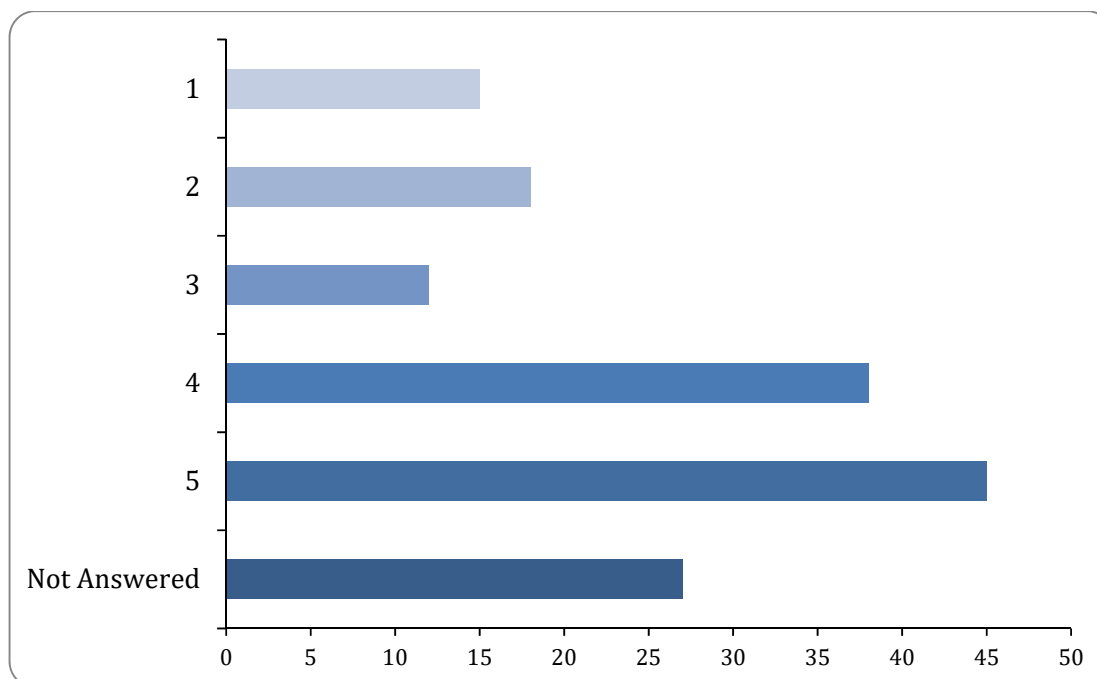
There were 136 responses to this part of the question.



Option	Total	Percent
1	30	19.35%
2	28	18.06%
3	23	14.84%
4	32	20.65%
5	23	14.84%
Not Answered	19	12.26%

Priorities for Council Housing - Targeted estate regeneration e.g Blackbird Leys and Barton

There were 128 responses to this part of the question.



Option	Total	Percent
1	15	9.68%
2	18	11.61%
3	12	7.74%
4	38	24.52%
5	45	29.03%
Not Answered	27	17.42%

Please enter any additional comments here

There were 23 responses to this part of the question.

8: Are there any other comments that you would like to make on Oxford City Council's draft Medium Term Financial Strategy 2024-27 and Consultation Budget 2023 -24?

Other Comments

There were 61 responses to this part of the question.

9: What is your postcode?

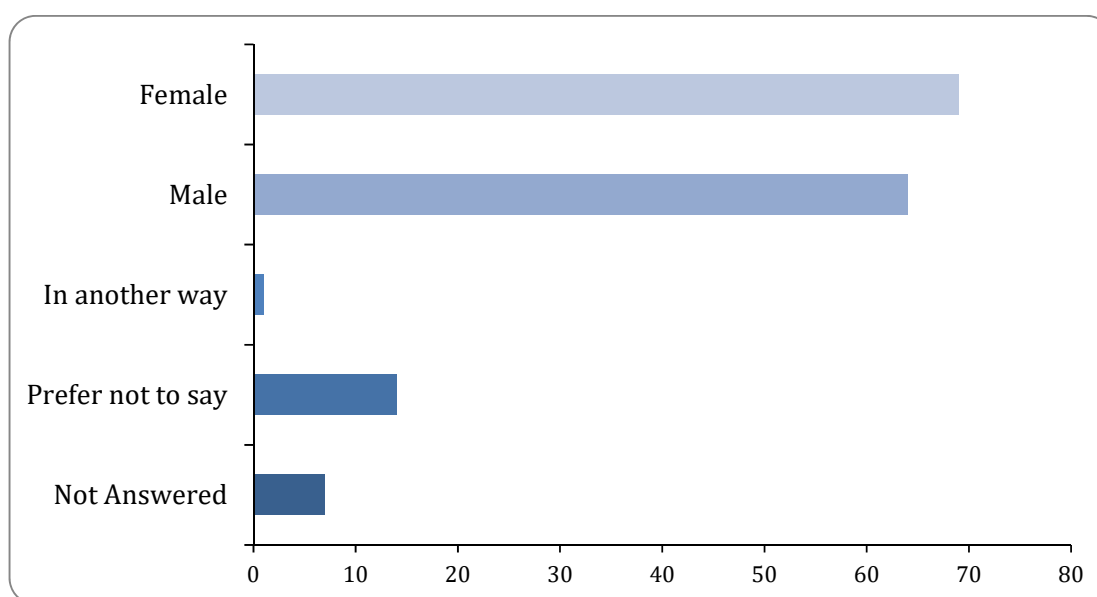
postcode

There were 137 responses to this part of the question.

10: Which of the following best describes how you think of yourself?

Gender

There were 148 responses to this part of the question.

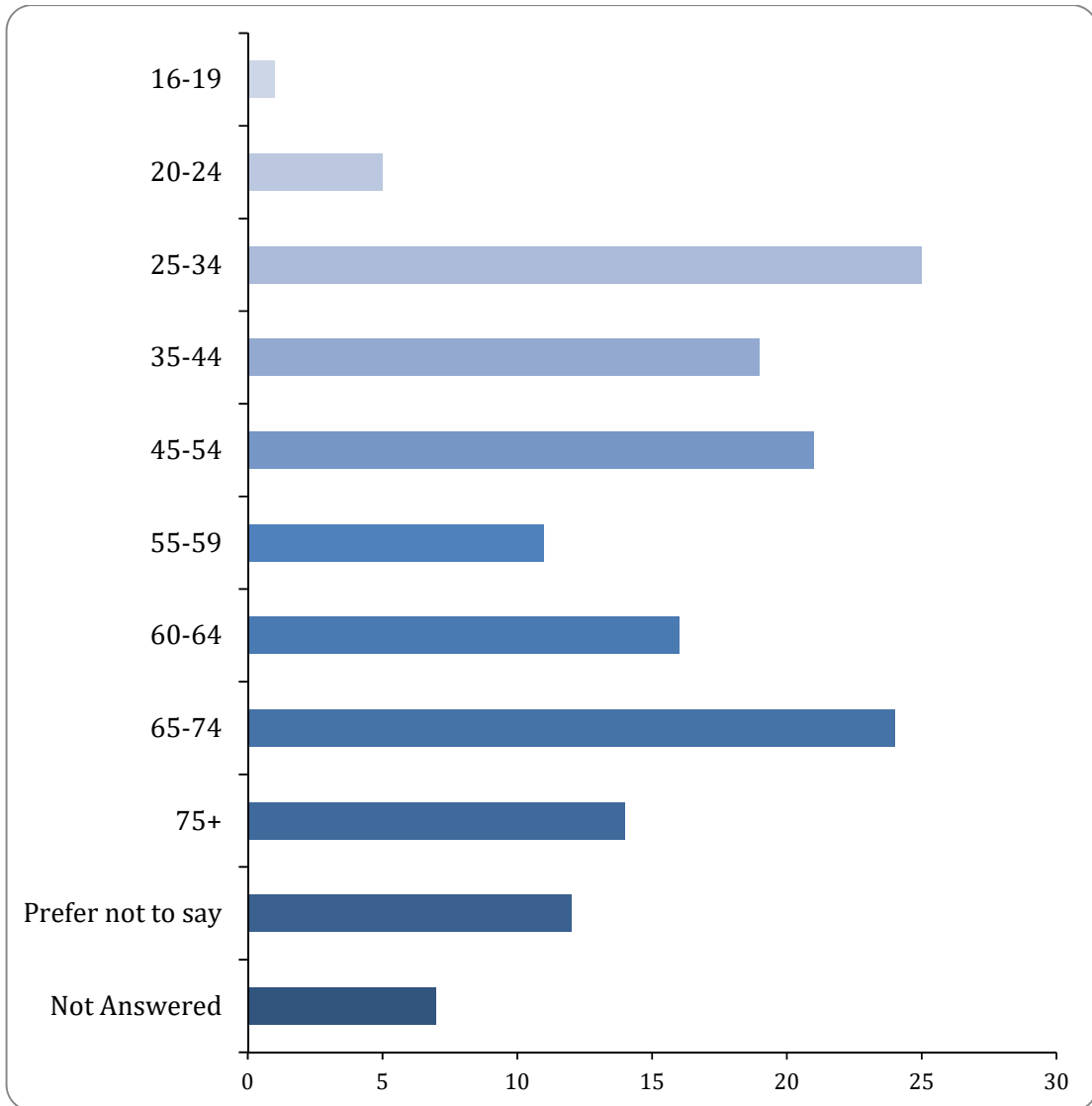


Option	Total	Percent
Female	69	44.52%
Male	64	41.29%
In another way	1	0.65%
Prefer not to say	14	9.03%
Not Answered	7	4.52%

11: Which age bracket do you fall into?

Age

There were 148 responses to this part of the question.

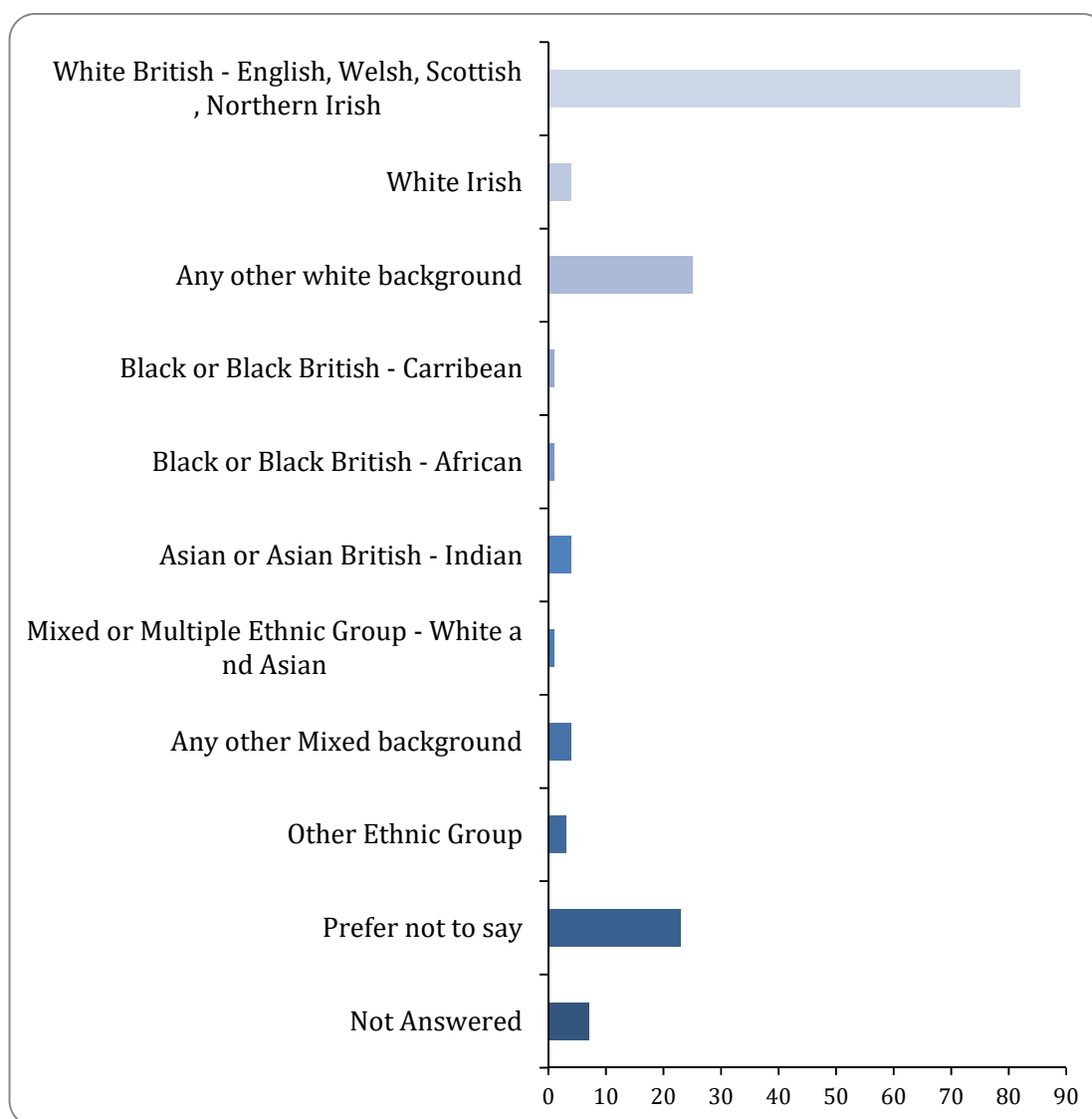


Option	Total	Percent
16-19	1	0.65%
20-24	5	3.23%
25-34	25	16.13%
35-44	19	12.26%
45-54	21	13.55%
55-59	11	7.10%
60-64	16	10.32%
65-74	24	15.48%
75+	14	9.03%
Prefer not to say	12	7.74%
Not Answered	7	4.52%

12: Which of the following best describes your ethnic group?

Ethnicity

There were 148 responses to this part of the question.



Option	Total	Percent
White British - English, Welsh, Scottish, Northern Irish	82	52.90%
White Irish	4	2.58%

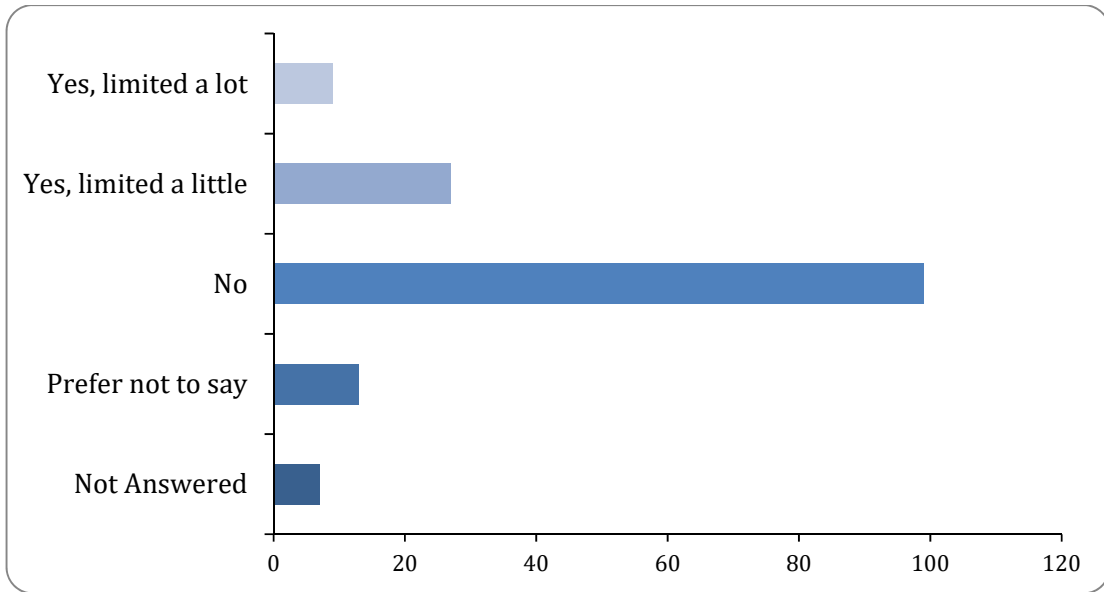
White Gypsy or Irish Traveller	0	0.00%
Any other white background	25	16.13%
Black or Black British - Carribean	1	0.65%
Black or Black British - African	1	0.65%
Any other black background	0	0.00%
Asian or Asian British - Indian	4	2.58%
Asian or Asian British - Pakistani	0	0.00%
Asian or Asian British - Bangladeshi	0	0.00%
Any other Asian background	0	0.00%
Mixed or Multiple Ethnic Group - White and Black Caribbean	0	0.00%
Mixed or Multiple Ethnic Group - White and Black African	0	0.00%
Mixed or Multiple Ethnic Group - White and Asian	1	0.65%
Any other Mixed background	4	2.58%
Arab	0	0.00%
Chinese	0	0.00%
Other Ethnic Group	3	1.94%
Prefer not to say	23	14.84%
Not Answered	7	4.52%

13: Are your day to day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months?

Disability

There were 148 responses to this part of the question.

Oxford City Council



Option	Total	Percent
Yes, limited a lot	9	5.81%
Yes, limited a little	27	17.42%
No	99	63.87%
Prefer not to say	13	8.39%
Not Answered	7	4.52%

This page is intentionally left blank

To: Cabinet
Date: 8 February 2023
Report of: Head of Financial Services
Title of Report: Capital Strategy 2023/24 – 2026/27

Summary and recommendations	
Purpose of report:	To present the Capital Strategy for approval.
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. Recommend to Council the approval of the Capital Strategy attached at Appendix A.	

Appendices	
Appendix A	Capital Strategy 2023/24 – 2026/27

Introduction and background

1. Paragraph 18.11 of the Council's Constitution requires that a Capital Strategy is prepared and reviewed by Cabinet annually which includes:
 - a. The principles the Council will follow in its capital planning and management;
 - b. The methodology for inclusion of schemes within the Capital Programme; and
 - c. The arrangements for the effective management of capital schemes.

The details of capital schemes to be undertaken over the following four financial years are contained in the budget report and financing of these is detailed in the Treasury Management Strategy.

2. The CIPFA 2021 Prudential Code includes a requirement that Councils prepare and approve a Capital Strategy. This requirement includes consideration of non Treasury investments such as Investment Properties and loans to other organisations.

3. There is a link between the Capital Strategy and the Treasury Strategy through cashflow implications and borrowing strategies and the Medium Term Financial Strategy in respect of the approval of the capital programme. To aid clarity the Treasury Strategy includes all Treasury implications including the Minimum Revenue Provision policy and the Capital Strategy is restricted to non-Treasury Management matters where possible, although will refer to the Treasury Management Strategy when appropriate.
4. The Council continues to have a significant capital investment programme and has adopted a methodology for identifying, selecting and monitoring capital projects. The Council believes that capital programme delivery is essential to support the services that the Council provides to its customers.
5. The Council's updated Capital Strategy, which is attached at Appendix A, sets out the approval process for schemes getting into the Programme as well as the governance arrangements in place to manage delivery. The processes (as detailed in the Strategy) set out a clear path for approving a scheme for inclusion in the capital programme. Its aim is to ensure greater clarity about schemes in the programme and strong monitoring, in order to improve delivery and assist in prioritisation.
6. The Strategy also sets out the various funding sources available for capital projects and how these might change over time. It also aims to set out the issues the Council needs to consider over the medium to long term.

Financial implications

7. The Capital Strategy provides a rationale for evaluating, managing and monitoring the Council's Capital Programme in order to secure delivery of the Programme and its objectives in the most cost effective manner.
8. The Head of Financial Service in his capacity as Chief Finance Officer believes that the Capital Strategy is deliverable and affordable within the parameters of the section 25 report on the robustness of the Council's budget and bears acceptable risks within that context.

Legal issues

9. Local authorities have powers to invest under section 12 Local Government Act 2003 and s.1 Localism Act 2011
10. Local authorities also have Powers to acquire, sell, appropriate and develop land under various legislation including section 120-123 Local Government Act 2003, section 277 and section 233 Town and Country Planning Act 1990.

Level of risk

11. There are no risks directly arising from this report. Risks to delivery of individual projects are identified and monitored as part of the capital scheme approval and monitoring process.

Equalities impact

12. The procurement of capital works will be undertaken in line with the Council's policies to support the payment of a living wage and making apprenticeship and

training opportunities available to local people. Many of the facilities funded out of the Capital Programme – such as community centres and social housing – will facilitate the narrowing of inequality in Oxford. The Equality Act 2010 Section 149 places a duty on public authorities to have due regard to equality impact and equality of opportunity considerations. No adverse impacts on any part of the community have been identified at this stage in relation to the capital strategy, however Oxford City Council will continue to consult with appropriate council officers to ensure all projects have due regard to the public sector equality duty.

Report author	Bill Lewis
Job title	Financial Accounting Manager
Service area or department	Financial Services
Telephone	01865 252607
e-mail	blewis@oxford.gov.uk

Background Papers:
1. The Treasury Management Strategy

This page is intentionally left blank

CAPITAL STRATEGY

2023/24 – 2026/27

January 2023

Index	Page
1. Purpose	3
2. Scope	3
3. Capital Expenditure and Investment	4
4. Links to Other Corporate Strategies and Plans	5
5. Commercial Investments and Service Investments	6
6. External Drivers	6
7. Setting the Capital Budget (Capital Management Practice 5)	7
8. Performance Monitoring (Cap. Man. Practices 2 and 6)	12
9. Outline of the Capital Project Review Process (Cap. Man. Practices 5 and 6)	13
10. Capital Funding	15
11. Financial Assessment of Business Cases (Cap. Man. Practice 5)	19
12. Existing Property Investments	22
13. Skills, Training and Qualifications (Cap. Man. Practice 10)	24
14. Loans to Companies	24
15. Transformation Funding	28
16. Risk Management (Cap. Man. Practice 1)	29
17. Other Considerations	31
 <u>Appendices</u>	
Appendix 1 – Capital Scheme and Major Projects Appraisal Process	32

Capital Strategy

1. Purpose

- 1.1 The Council's Constitution requires the Head of Financial Services to prepare a Capital Strategy which:
 - a. Sets out the principles the Council will follow in its capital planning.
 - b. Outlines the methodology for inclusion of schemes within the Capital Programme.
 - c. Sets out the arrangement for management of capital schemes.
 - d. Identifies the capital schemes to be undertaken over the following four financial years and how those schemes will be funded.
- 1.2 The Chartered Institute of Public Finance and Accountancy (CIPFA) Prudential code also requires local authorities to produce a capital strategy. The strategy demonstrates how the Council ensures that capital expenditure decisions are taken in line with desired outcomes and consider stewardship, value for money, prudence, sustainability and affordability.
- 1.3 The Capital Strategy document is a key document for the Council and forms part of the Council's integrated revenue, capital, treasury and balance sheet planning. It is a high level document that provides an overview of how capital expenditure and capital financing contribute towards the delivery of desired outcomes. To facilitate this it summarises the Council's approach to capital investment and lays out the means by which capital schemes are prepared, evaluated and monitored and the governance processes around this. It also includes a narrative of how risks associated with capital expenditure are managed.
- 1.4 The latest Prudential Code has added a few requirements to the production of the Treasury and Capital Strategies. These include:
 - a) Updates to the prudential indicators required (included in the Treasury Strategy);
 - b) Management Practices relating to non-Treasury capital expenditure. These are referenced through this capital strategy;
 - c) Separate consideration of treasury investments, commercial investments and service investments (the latter two being encompassed by the Council's capital expenditure).

2. Scope

- 2.1 The Capital Strategy covers all capital expenditure and capital investment decisions for the Council and also those entered into under Group arrangements. The Capital Strategy specifically excludes all investments that are entered into under Treasury Management powers; these are covered in the Treasury Management Strategy. The Treasury Management Strategy also includes the

policy around borrowing to finance capital expenditure and all required prudential indicators.

3. Capital Expenditure and Investment

3.1 Capital Expenditure, for the purpose of this strategy, can be defined as:

“The acquisition, construction or enhancement of fixed assets (non-current assets) (tangible and intangible) “

3.2 Expenditure can be capitalised where it relates to the:

- Acquisition, reclamation, enhancement or laying out of land.
- Acquisition, construction, preparation, enhancement or replacement of roads, buildings and other structures.
- Acquisition, installation or replacement of movable or immovable plant, machinery, apparatus vehicles or vessels.
- Expenditure incurred on works to any land or building in which the local authority has no future direct control or benefit from the resultant assets, which would be capital expenditure if the local authority had an interest in that land or building
- Loans or grants which will be used for one of these purposes

Enhancement of an existing fixed asset means:

1. To lengthen the useful life of the asset ;
2. To increase substantially the open market value of the asset ; or
3. To increase substantially the extent to which the asset can be used for the purposes of or in connection with the functions of Oxford City Council.

Over-riding all of this is a minimum amount of £5,000 that the Council has set under which value a project or scheme will not be treated as capital.

3.3 There are two additional situations where expenditure may be capitalised:

- The Secretary of State makes a direction that the expenditure can be treated as capital expenditure. These directions are only issued in exceptional or specific circumstances; and
- There is specific legislation that directs that certain expenditure or activity must be capitalised.

3.4 Capital expenditure and investment seeks to provide long-term solutions to Council priorities and operational requirements. Expenditure for capital purposes therefore gives rise to new assets, increases the value and/or useful life of existing assets and can generate an income stream to the Council.

3.5 Expenditure incurred in relation to repairs and maintenance of existing assets, irrespective of the amount, is not classified as capital expenditure; it must be charged to the Revenue Account. Revenue

Expenditure is any expenditure which does not meet the definition of capital expenditure.

- 3.6 The following principles have been adopted which are in accordance with CIPFA's new Treasury Management Code of Practice:
- The Council recognises that capital investment in other financial assets and property primarily for financial return and not treasury management purposes, e.g. loans to companies in support of service outcomes and investment property portfolios require careful management and monitoring
 - The Council ensures that all of its non-treasury investments are covered by its Capital Strategy, and sets out, where relevant, the Council's risk appetite and specific policies and arrangements for its non-treasury investments. The risk appetite for these activities may differ from that for treasury management
 - The Council has compiled a schedule setting out a summary of its existing material investments and liabilities including financial guarantees together with the Council's associated risk exposure

4. Links to Other Corporate Strategies and Plans

- 4.1 The Council has an overarching view of its future direction, Oxford2050, which was extensively consulted upon prior to being finalised. This vision can be found on the website:

<https://oxford2050.com/>

- 4.2 The Vision has 5 overarching themes:
- Work and learning
 - People and communities
 - Built and natural environment
 - Transport and connectivity
 - Culture and leisure
- 4.3 Supplementing this, the Council has a Corporate Plan which sets out the Council's vision and priorities for the City.
- 4.4 The Council's Corporate Plan 2020-2024 sets out the following four strategic priorities:
- **Foster an inclusive economy**
Oxford needs a more inclusive economy in which wealth is distributed across our communities and where all residents can share the benefits of growth.
 - **Deliver more affordable housing**
Intervention is needed to address Oxford's housing crisis where existing homes are unaffordable for many and demand for good quality homes outstrips what is available.

➤ **Support flourishing communities**

Oxford's diverse communities should be equipped, supported and enabled to ensure everyone is able to play a full part in the life of our city.

➤ **Pursue a zero carbon Oxford**

The clear message from Oxford's Citizens' Assembly on Climate Change is that citizens want the city to continue to take a lead in reducing emissions and increasing biodiversity.

A fifth priority is proposed with a draft title of "Fit for the Future" but this has not as yet been adopted.

4.5 The Council's draft Business Plan for 2023/24 also includes a priority to ensure that the Council is fit for the future through being a well-run and efficient Council.

4.6 Aligned to the Corporate Plan are a number of subsidiary and complementary plans and strategies. Examples include:

- Medium Term Financial Strategy
- Oxford Economic Growth Strategy
- Oxford Growth Strategy
- Regeneration Framework
- Treasury Management Strategy
- Housing Strategies
- Service Plans

4.7 The operation of all of these strategies and plans is underpinned by the Council's Constitution, in particular the Contract Procedure Rules and the Financial Regulations. Capital resources are directed to those projects that optimise the achievement of the overall outcomes as set out in these strategies and plans. The processes adopted are designed to ensure that this happens.

5. Commercial Investments and Service Investments

5.1 Pooled investment Funds (property funds and multi-asset funds) are classified as Commercial Investments in the Prudential Code. Whether this definition is appropriate is debateable, however in order to comply with the Prudential Code these are separated out in the Prudential Indicators included in the Treasury Management Strategy. The Council is not intending to take out any Commercial Investments. The Council has not and does not intend to borrow to invest primarily for financial return.

5.2 The Capital Programme includes all major projects of a capital nature. These projects relate to the delivery of Council services or responsibilities either directly or through another party. The Prudential Code refers to these as Service Investments. Consequently, this Capital Strategy outlines the processes and controls in relation to "Service Investments".

- 5.3 “Service Investments” that involve loans to other parties to enable service delivery are shown separately in the Prudential Indicators included in the Treasury Management Strategy.
- 5.4 The main requirements of the Prudential Code relating to service and commercial investments are: -
- a) The risks associated with service and commercial investments should be proportionate to financial capacity;
 - b) An authority must not borrow to invest for the primary purpose of commercial return;
 - c) It is not prudent for local authorities to make any investment or spending decision that will increase the Capital Financing Requirement (CFR) i.e. the underlying need to borrow to finance capital expenditure, and so may lead to new borrowing, unless directly and primarily related to the functions of the authority and any commercial returns are either related to the financial viability of the project in question or otherwise incidental to the primary purpose;
 - d) An annual review should be conducted to evaluate whether commercial investments should be sold to release funds to finance new capital expenditure or refinance maturing debt;

6. External Drivers

- 6.1 In addition to the Council’s own priorities external influence may impact on capital decisions, for example central government, Growth Board and Local Enterprise Partnership (LEP) priorities and funding requirements and the influence of demographic and legislative changes.

7. Setting the Capital Budget (Capital Management Practice 5)

7.1 Identifying Capital Expenditure / Investment Need

The need for a capital project may be identified through one or more of the following processes:

- Service areas prepare plans for the delivery and improvement of their services which align with the overall desired outcomes of the Council; these may identify any capital investment needed to meet future service outcomes;
- Property management processes and condition surveys highlight deficiencies in the condition, suitability and sufficiency of the Council’s existing property portfolio and identify future areas of need;
- Housing Management highlight deficiencies in the condition, suitability and sufficiency of the Council’s existing housing stock and identifies future areas of need;
- The need to respond to Government initiatives and new laws and regulations;

- The need to generate a revenue income to contribute to the delivery of desired outcomes.

7.2 Assessing Capital Expenditure / Investment Need

- 7.2.1 Due to competing demands for limited resources, the Council prioritises capital investment based on a number of different factors such as:
- Its contribution to corporate priorities
 - Necessity both in terms of physical Health and Safety and also software security
 - The extent to which it facilitates delivery of statutory or non-statutory services
 - The ability of the project to leverage additional funding, or secure a future income stream
 - The affordability of the revenue implications of the project
 - The risk of undertaking / not undertaking the capital expenditure
- 7.2.2 For capital expenditure in relation to loans to Council companies to provide services in line with the Council's strategic priorities and also other loans to support service initiatives, these are assessed on the ability to repay the initial loans and as a secondary consideration to provide an income return to the Council, not necessarily from the loan itself but from a future dividend return. This is assessed on a risk based approach compared to financial return.

7.3 Environmental Considerations in Capital Decision Making

- 7.3.1 There are many benefits to including sustainability or environmental criteria in the decision-making process when it comes to allocating capital resources.
- 7.3.2 "Green" or sustainable procurement can help to develop markets for environmentally sound products and services, thereby encouraging the market to develop a more sustainable approach which should encourage the further development of sustainable products and services.
- 7.3.3 One of the Council's key priorities is for a reduction of 10% carbon emissions on installed measures following adoption of the "Zero Carbon Council by 2030: 4th Carbon Management Plan, 2021/22 to 2029/30" policy in February 2021. Project Managers are encouraged to consider the installation of measures which are both energy efficient and low on carbon emissions in the capital projects for which they are responsible. The Council has a target of becoming a net zero Council by 2030 and also has a target of becoming a net zero carbon city by 2040 or earlier.
- 7.3.4 The Council's internal business cases procedure for all major capital projects (>£500k) considers and costs for zero carbon (shadow cost) to allow it to make informed investment decisions and to go beyond policy

and building regulations where possible, and where budget is available. This applies to all new projects that come forward. It is important to recognise that projects being built today have been in planning for several years and therefore some that will be built now predate this commitment. In some cases the additional costs of construction for zero carbon, especially at present given the inflationary pressures, may make the scheme uneconomic for the council to progress with despite local need. This is accentuated for projects that do not generate income. This is especially relevant given the significant financial pressures faced by the council in the coming years. Where zero-carbon is not possible the working assumption is that we will future proof all new builds to ensure they are capable of becoming net zero (regulated energy) in the future as technologies improve.

- 7.3.5 In making loans to companies in which it has an interest, the Council will seek to use its influence to ensure that appropriate environmental considerations are reflected in the entities it is lending to.

7.4 Key Questions

- 7.4.1 The Prudential Code asks three key questions of any investment decision:

- is it prudent;
- is the scheme affordable; and
- will it prove to be sustainable?

Prudence

- 7.4.2 Prudence is a difficult concept to define. In deciding whether an investment decision is prudent there should as a minimum be an initial consideration of the relationship between:

- the capital cost and
- the business cost (being the revenue costs associated with the use of the asset).

- 7.4.3 The authority needs to consider whether this choice represents the best use of resources having looked at all available options: will buying the cheapest now prove to be a false economy? Above all, the authority should be confident that the preferred option is the best value for money, and the quality is sufficient to meet the Council's needs.

- 7.4.4 Prudence and value for money are also key considerations when deciding whether to loan monies to new companies, this will include security of the loan and the likely pay back period and length of the loan.

Affordability

- 7.4.5 The question of affordability in relation to capital projects is easier to address as the list of cost components is easier to define. Whilst the list is not exhaustive it will typically include:

Capital Costs	Revenue costs
Feasibility costs	Ongoing rental charges
Initial build/purchase	Ongoing facilities management charges
Disposal/demolitions/de-commissioning costs	Utilities costs
Project management costs internal and external	Maintenance (planned and reactive)
Fees: Surveyors, Clerk of works	Financing costs
Loans to companies	Staffing implications
Investments in property	Business Rates

7.4.7 Feasibility costs may be capitalised provided the scheme leads to the eventual construction of an asset, if not, any such costs incurred must be charged to revenue.

7.4.8 Affordability in respect of investments in property will be a judgement as to whether the return, both financial and service benefit, after taking account of the cost of capital is sufficient.

7.4.9 Affordability in respect of investments in companies will need to consider the contribution towards the Councils Corporate Objectives as well as the financial return and potential dividend.

Sustainability

7.4.10 The third question the Code poses relates to sustainability. In assessing whether a capital investment is sustainable, the authority should consider:

- How it fits into any future policy or environmental framework
- The future availability of resources to implement and continue to maintain any capital asset arising
- The potential for changes in the need for the asset, e.g. demographic developments
- The potential for changes in the nature of the driver, problem, or policy the capital expenditure is seeking to address.
- The security on loans made
- The liquidity of investments
- The whole life costs of the project

7.5 Assessing the Impact of Capital Investment on Overall Finances

7.5.1 The assessment of schemes will ensure that the relationship between capital accounting, capital and revenue expenditure and treasury management are considered by identifying the impact that capital investment decisions have on the finances of the authority overall and the relative impact on the General Fund and Housing Revenue Accounts.

- 7.5.2 The process of adhering to a strict option appraisal methodology and setting prudential indicators will clearly illustrate the revenue impact of capital investment decisions. As well as identify alternative solutions.
- 7.5.3 Projects can be considered during the year outside the normal budget process. These will take account of the prudential indicators set by the Council to ensure that there will be no breach of the indicators set by Council at the beginning of the year.

7.6 Prioritising Investment

- 7.6.1 The Capital Strategy plays an important role in the Council's service planning and budget process. Capital Expenditure projects are assessed and monitored using a comprehensive project management framework that ensures capital resources are specifically targeted towards schemes that best meet and deliver the Council's corporate objectives. The process includes the production of fully costed business case. Approved schemes are subsequently monitored to ensure delivery is on time, within budget and meets the projects objectives. More detail on this is shown in Section 7.
- 7.6.2 Capital Investments projects such as Loans to companies and purchase of property are assessed differently. When considering loans to companies the Council will consider any Business Plans available to ensure that the loans are sound and that the Council's money is secure. Purchase of property is assessed to ensure that there are no adverse financial impacts on the Council and that the property is being purchased to fulfil a policy objective of the council including for regeneration, optimisation of use, or for positive impacts to the Oxford economy. This may include purchase of property outside the City boundary where there is an impact on the City through its inclusion in the City's area of economic impact.

7.7 How Schemes Get Included in the Capital Programme – Large Projects

- 7.7.1 The Council believes that capital programme delivery is essential to support the services that the Council provides to its customers. To this end a Project Management Office and associated Project Development Team are in place and resourced.
- 7.7.2 All capital schemes and major projects are assessed and filtered by the Project Management Office and the Development Review Group prior to being passed through to the Development Board and then through to Corporate Management Team.
- 7.7.3 Once schemes have been approved to the business case stage and are no longer waiting as a pipeline project they will be presented to Members for inclusion into the draft capital programme which is considered alongside the draft Medium Term Financial Plan. Final

approval of the capital programme will be at Council with the original budgeted programme being set at the February meeting.

- 7.7.4 As part of the process of producing a list of potential schemes for the capital programme service managers must complete option appraisals to determine the most cost effective way to optimise the desired outcomes.
- 7.7.5 Capital schemes and adjustments to capital scheme budgets can be added to the capital programme during the year, however this will be by exception and will still need pre-approval through the Capital Project Process prior to being submitted to Members.
- 7.7.6 It is recognised that there needs to be a process whereby the Council's customers can have input into what is needed for the City. Where the Council is involved in developing community assets, the projects incorporate community engagement. There is also consultation through the planning process.

7.8 How Schemes Get Included in the Capital Programme – smaller scale and ICT projects

- 7.8.1 For non-ICT projects, the full business case is passed to the Project Management Office and change projects are overseen by the Organisational Change Board which assesses and prioritises projects to determine whether the funding commitment should be recommended and contracts awarded or whether the project should be held back in favour of another project that better achieves the organisation's key priorities.
- 7.8.2 ICT change requests for ICT schemes are considered by the Organisational Change Board.
- 7.8.3 Most projects will follow the route of capital requests going into the prioritisation process for draft capital budget inclusion, however a number of the schemes appearing before the Organisational Change Board will inevitably have a more urgent requirement and have an in-year capital requirement. This is intended to be the exception.
- 7.8.4 Organisational Change Board operates a benefits tracker which considers high level impacts. More detailed benefits tracking is being considered.

8. Performance Monitoring (Capital Management Practices 2 and 6)

Council in-house Capital Schemes.

- 8.1 Capital expenditure is reviewed for its legitimacy in meeting the definition of a capital purpose and is reconciled monthly. Monthly monitoring meetings are held between Responsible Officers allocated to deliver capital projects and finance staff. For larger projects this may mean the setting up of a Project Board with officers and advisors covering a variety

of expertise, chaired by a lead officer who is responsible for the delivery of the project.

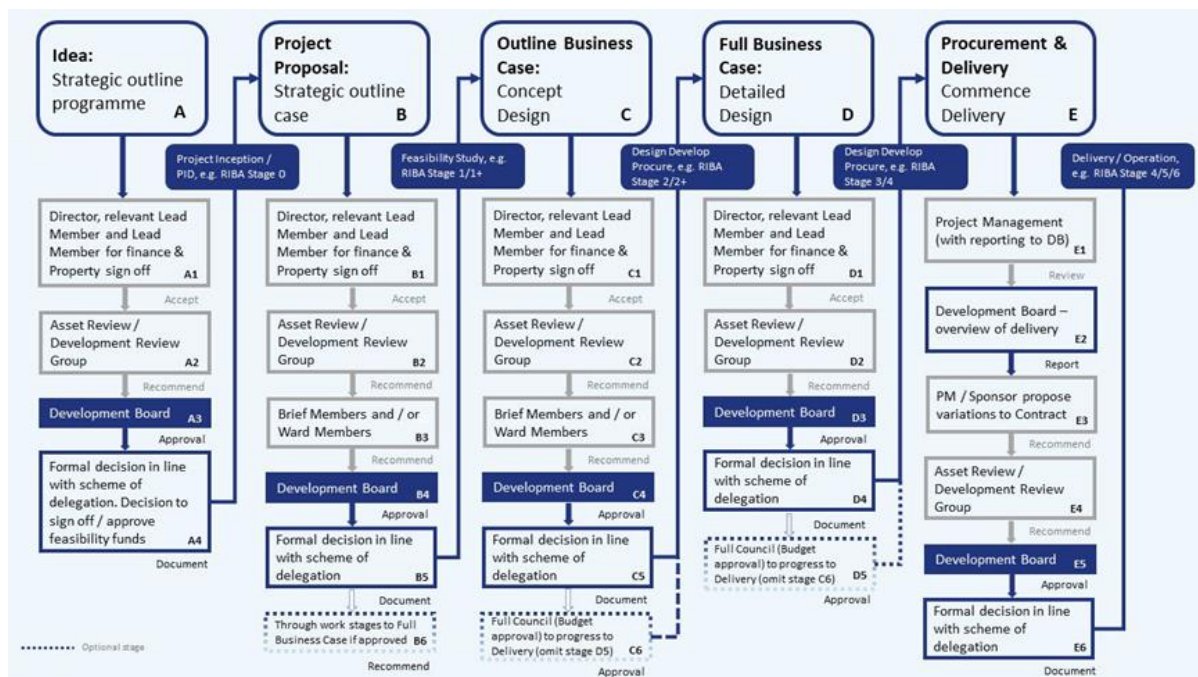
- 8.2 All responsible officers and project managers can obtain monthly financial reports via the Council's Financial Management System, Agresso, advising them of current spend against the profiled budget with variances shown. Officers are responsible for providing an outturn forecast for the project and reasons for any variance.
- 8.3 Performance of the Council's Capital Programme is reported to the Cabinet via the Quarterly Integrated Report plus the out-turn report. The Integrated Reports to Cabinet also summarise the risk profile of the schemes in the capital programme. The Cabinet Member for Finance and Asset Management receives a detailed update on scheme progress and reports to Cabinet show the stage that each project is at and which projects are still subject to feasibility.
- 8.4 Development Board also review the Capital Programme in detail on a monthly basis, and discuss and approve slippage and underspends of each of the current schemes. The Head of Financial Service has authority to reschedule projects into the following year or pull a project forward from a proceeding year. In cases where a project is forecasting an overspend of £250k or more and cannot be funded from other scheme underspends then the overspend must be reported to Council.

Loans to Companies

- 8.5 This relates to capital expenditure on capital loans to Council owned or jointly owned companies. These schemes are included within the Council's capital programme and as such are reported on in the same way as other capital projects.
- 8.6 Loans to Companies will require the monitoring of the operations of the borrower. This will takes the form of performance and financial monitoring reports to Shareholders. The Shareholder can comment on any issue of concerns with a recommendation for corrective action where appropriate, with the ultimate sanction of loan call in. In addition to this, more regular monitoring of the performance of companies is undertaken by the Head of Financial Services.
- 8.7 Where loans to companies have been financed from borrowing, there will be no charge to revenue in respect of the principal element of the loan whilst the Council is satisfied that the company business plans support repayment in line with the agreed terms. The receipt from the company of principal repayments will then be a capital receipt which will be used to reduce the capital financing requirement. Where the Council has uncertainty over the repayment of loans, a charge to revenue will be made commensurate with the level of risk. This is in line with the Council's Minimum Revenue Provision (MRP) statement.

9. Outline of the Capital Project Review Process (Capital Management Practices 5 and 6)

- 9.1 Projects and Capital funding bids will pass through a series of stages unless they are specifically exempted from this process (see 9.3). The process is designed to ensure that the bids and a project's progress are monitored and assessed through a robust process aligned to the Capital Strategy.
- 9.2 The process will require specific documentation to be completed and submitted for review and challenge at various stages. Capital funding bids are to be submitted by September of any year, and funding is approved, ready for release during the new Financial Year (beginning April); the documentation requirement will ensure that capital expenditure or capital project details and its associated business case are recorded, in a consistent manner, so that any scheme can continue with all parties understanding the proposed outcomes and costs.
- 9.3 Some schemes will not need to go through the full process. Though the capital expenditure will need to be understood for aspects such as vehicle replacement or fencing maintenance, these will not be subject to the Gateway Process other than the first stage (Proposal). These aspects will be managed within Service Areas and be subject to budget monitoring.
- 9.4 A high level outline of the process is as follows:
- A project is proposed
 - The proposal is reviewed and normally recommended to go through feasibility
 - Projects in feasibility, as well all projects fully in the capital programme, are reported to Cabinet
 - A business case, based on the feasibility outcome, is produced
 - Approved business cases go into the project pipeline
 - Projects in the pipeline are put forward at relevant times for approval by Cabinet and entry into the capital programme where funding is allocated
 - Capital Monitoring reports are incorporated into the quarterly integrated report and include the status of all schemes alongside financial information
 - Project closure and lessons learnt.
- The process to commencement of a project is outlined in the diagram below:



9.4 Once a project has been approved, as well as governance and assurance gateways, monitoring reports will be required, for review by the Development Board.

9.5 Governance arrangements for a project are to be proposed to the Development Board, who will revise or ratify the arrangements and make recommendations to the Corporate Management Team (CMT). Should responsibility for the project be delegated by the Development Board, the delegated authority (typically the Operational Delivery Group) will be responsible for the completion of any governance and assurance. Monitoring reports regarding the Capital Bid and Projects will continue to be submitted for review by the Development Board irrespective of whether authority has been delegated or not.

9.6 The six stages of the process are listed below and detailed in Appendix 1. The financial appraisal of capital projects, which will be summarised within the business case document, is detailed in Section 11.

- Ideas and proposals
- Feasibility and options appraisal
- Design and specification
- Pipeline
- Delivery
- Closure

10. Capital Funding

10.1 There are a number of sources of funding the Council can use to finance its Capital Programme. In the past the Council has relied heavily on capital receipts to fund its General Fund Programme but with limited property available for sale these are gradually being eroded. With continuing budgetary pressures being placed on the Council's General Fund the ability to use direct revenue funding is

reducing and consequently the Council will need to either find alternative sources, use prudential borrowing, or curtail its ambitions for capital spend.

10.2 The Council's Capital Programme is currently funded from the following sources:

- Capital Receipts
- Prudential Borrowing
- Developers Contributions e.g. s106 receipts and Community Infrastructure Levy (CIL)
- Revenue Contributions
- External funding – Capital Grants and contributions e.g.
 - Disabled Facilities Grant – housing adaptations within the private sector
- Housing Revenue Account Financing including the Major Repairs Reserve

10.3 Capital Receipts

10.3.1 The Council can recycle capital receipts generated from the disposal of assets back to fund both General Fund and HRA capital projects. As at the 31 March 2022 the Council had £8.4 million of usable capital receipts available to fund future capital spend of which £5.5 million is ringfenced to schemes that increase the supply of affordable housing and £2.9 million is available for any General Fund capital financing.

10.3.2 The City Council owns many assets and the continuation of holding such assets is reviewed and decisions are taken on whether to:

- Hold and continue to maintain and refurbish them, or
- Dispose of them and generate a capital receipt for funding the Capital Programme.

Further information on Investment Properties can be found in Section 12.

10.3.3 The Council has entered into an agreement with the Department for Levelling Up, Housing and Communities (DLUHC) in which the authority will recycle within a rolling 3 year period Right to Buy (RTB) receipts arising from “additional” RTB disposals into new social housing dwellings within the City. There are rules around the sum allowed per new social housing build project from funding source. However, the Council currently anticipates all receipts will be utilised on eligible schemes as and when they arise. As at the 31 March 2022 the Council had £5.5 million of these receipts.

10.4 Prudential Borrowing

10.4.1 Under the Prudential Framework local authorities are free to make their own judgements as to whether new borrowing is affordable and prudent, subject to a duty to follow agreed professional principles, which are contained within the Prudential Code.

10.4.2 There is approximately £453 million of Prudential Borrowing anticipated from 2023/24 up to and including 2026/27. This is to fund the costs of social housing provision, repairs to Council properties, funding loans to Council companies plus some operational capital schemes.

10.4.3 Borrowing under the Prudential Framework can be used to finance Spend to Save Schemes where the capital investment achieves either revenue savings, or facilitates cost avoidance.

10.4.4 Prudential borrowing to fund capital projects brings the project into the scope of Minimum Revenue Provision (MRP) and will, depending on the nature of the capital investment, bring with it the need to make a charge to revenue to reflect the cost of borrowing (with only a few exceptions). The basis for this MRP charge is set out within the Council's Treasury Management Strategy. This cost, where it is to be incurred, will be included the financial appraisal as part of any project's business case.

10.4.5 Prudential borrowing for property fund investments in the National Homelessness Property Fund and the making of loans to companies does not currently require an MRP since the loan will ultimately be repaid to the Council and within an agreed timescale. However the value of the investment is reviewed annually and should the value deteriorate then impairment would need to be charged to the revenue account.

10.4.6 It is the view of both CIPFA and the Government that borrowing should not be used to finance commercial investments (investments intended primarily for revenue gain). In the prudential code and treasury management code which comes into full force in 2023/24, there is a requirement to review whether any existing commercial investments are still appropriate to hold prior to using any additional borrowing to finance capital expenditure.

10.5 **S106 Developer Contributions/Community Infrastructure Levy (CIL)**

10.5.1 Developer contributions and CIL are sought to mitigate the impact of developments and to overcome what would otherwise be a potential reason to refuse a planning application. Following the introduction of CIL the Council primarily seeks S106 contributions to meet the social housing targets within current planning policies.

10.5.2 The CIL charging mechanism which largely replaces s106 monies can be claimed to fund:

- Community Facilities,
- Indoor Sports Facilities,
- Public Open Space,
- Environmental Improvements,
- Public Art,

- Highway measures (inclusive of Park and Ride, Pedestrian measures, Cycle Facilities etc.),
- Education,
- Libraries,
- Waste Recycling,
- Youth Services,
- Museum Resource Centre and
- Day Care Provision for Adults.

10.5.3 In order for CIL to work properly strong partnership ties with the Council's public sector colleagues at Oxfordshire County Council, Oxford University, Oxford Brookes University, the Clinical Commissioning Group and neighbouring District and Borough Councils. Community organisations may need to be established and enhanced over time.

10.6 Revenue Contributions

10.6.1 Revenue funding can be used to directly finance capital expenditure. The amount that is available is dependent on other revenue income and expenditure and is driven by the Medium Term Financial Plan. Revenue Reserves can also be used to supplement the in-year funding. The levels of revenue funding available overall are subject to the judgement of the Head of Financial Services (the section 151 officer) who will assess the necessary levels of general balances and earmarked reserves.

10.7 External funding

10.7.1 External funding can be sought to support capital schemes and indeed this is to be encouraged since it increases the level of resources available to the Council. However prior to submitting bids for grant funding, an assessment of the proposed scheme must be undertaken including all revenue implications and conditions of the funding. The Development Board and the Head of Financial Services must agree to the capital project and the submission of a funding bid prior to entering into any commitment.

10.8 Housing Revenue Account Specific Funding

10.8.1 Capital commitments can be funded from surpluses within the Council's Housing Revenue Account (HRA). The production of a 30 year HRA Business Plan, which is periodically reviewed, enables the funding needs of the Council's housing stock to be accommodated. The amount of surplus is influenced by rents which, for four years from 1/4/2016, have been limited by Government to a year on year decrease of 1%. Under the Government Rent Standard, since 1/4/2020 rents may only be increased by CPI +1% for a period of 5 years for local authority and housing association social rents. Due to the high level of inflation the overall increase for 2023/24 has been limited to 7% by the

Government. This in turn limits the amount of funding available to finance capital expenditure

10.8.2 The HRA can utilise prudential borrowing. The HRA originally had a debt cap from 2012 but this cap has now been abolished by Central Government.

10.8.3 The HRA is charged with depreciation which, unlike the General Fund, is not reversed out and so is a real charge to the account. This amount is then available through the Major Repairs Reserve for financing new capital expenditure.

10.8.4 The resulting HRA Capital Programme provides for renovation and improvement of existing housing stock and limited estate regeneration. Since the lifting of the HRA debt cap in 2018 there is now scope for purchasing or developing properties in the HRA. The Council makes use of this relaxation by purchasing social housing developed by the Councils Housing development company Oxford City Housing (Development) Ltd (OCHDL)

11. Financial Assessment of Business Cases (Capital Management Practice 5)

11.1 General

11.1.1 Where proposals are all intrinsically part of the same project, these can be combined into one business case. Where they are distinct i.e. benefits will accrue if one part is undertaken but not the other, then separate modelling should be undertaken to give the option of taking one part without the other. Where there are potential variations within aspects of the project, an options appraisal should be undertaken.

11.1.2 For grant funded projects, separate analysis should be undertaken to ensure that any benefits outweigh any costs incurred in addition to that funded directly by grant. Grant projects are not risk free and care should be taken about the risks fall and the potential impact of those risks on the Council or the City. **Projects must be approved by the Chief Finance Officer prior to applying for grant funding.**

11.1.3 The purpose of the financial appraisal element of a business case is to:

- identify the financial implications for the project,
- allow comparison of project costs against the forecast benefits,
- ensure the project is affordable; ensure every cost associated with the project is considered,
- assess the financial impact of risks associated with the project
- understand the project sensitivities and the potential impact of these
- assess value for money, and
- predict cash flow.

11.2 Financial Analysis

11.2.1 Financial analysis must be undertaken with support from the relevant service accountant. The Financial Analysis must include:

- All marginal Capital and Revenue requirements
- Impact on the Balance Sheet
- The impact on the Revenue Account
- The impact on cashflows
- Overall affordability and funding

11.2.2 Costs which will no longer be incurred due to the project should be included as a benefit and likewise income which will no longer be received should be included as a cost.

11.2.3 The Financial Analysis must be undertaken on the basis of a full financial cost benefit analysis with all key assumptions identified, aiming for as much accuracy as possible. Costs and benefits should exclude VAT where this is recoverable but should include non-recoverable tax (such as national insurance, corporation tax and Stamp Duty Land Tax). Financial analysis must be iterative because as the business case is developed, earlier work must be revisited to verify the continued applicability and valuation of costs and benefits.

11.2.4 Capital Funding for capital projects must be assumed to be through borrowing unless there is specific funding for the project which only becomes available to the Council through undertaking the project i.e. the construction of a new building which directly frees up another asset for sale in which case the capital receipt from that potential sale can be used as financing or part-financing. Where it is proposed to use capital funding other than borrowing for financial analysis purposes, this must be explicitly agreed by a Finance Manager (the Financial Accounting Manager or the Management Accounting Manager). Where it has been agreed to use other funding sources in the financial analysis, care must be taken over timings and to ensure costs of bridge funding are included in the analysis.

11.2.5 The rate of interest to be used for borrowing will be based on PWLB rate projections indicated by the life of the asset and the expected timing of the funding requirement. Rates to be used will be set for each budget round by the Financial Accounting team.

11.2.6 The period of time each case is assessed over depends on the life of the asset / project. As a guide:

- For capital based projects the assessment should be over the life of the asset and should include all costs and benefits for the whole of that life;
- For revenue based projects the assessment should be over a 5 year period.

11.2.7 All costs and benefits must be clearly broken down so that it is clear what is included and so that the behaviours of the individual elements

can be properly assessed and scrutinised. Costs and benefits with different behaviours and / or dependencies should therefore be separately identified. This analysis should be undertaken from both a cash and a revenue account perspective. Detailed workings should be available in excel format and all assumptions must be identified.

11.2.8 The overall impact on both the income and expenditure account and the impact on the balance sheet should be identified based on the analysis.

11.2.9 The following indicators must be provided for the financial cost benefit analysis:

- Net Present Value (NPV)
- Payback period (years)
- Benefit/Cost Ratio
- Internal Rate of Return (IRR)

The NPV, payback period and Benefit / Cost Ratio calculations must use a discount rate of 3.5% (as per the Treasury Green Book which is the discount rate the Council uses as a standard). The indicators must be calculated using both a cash and a revenue basis. The payback period should be provided on a discounted and a non-discounted basis.

(NB there will be other non-financial costs and benefits and these should also be identified in the business case but not as part of the financial analysis element.)

11.3 Risk Assessment

A risk assessment should be undertaken using the Council's standard methodology. The assessment summarises the significant risks specifically related to the project and should explain clearly what the causes, consequences, controls and mitigations are and how the risks are managed. There are other high level risks inherent in capital programmes and these are covered in Section 16.

11.4 Sensitivity Analysis

11.4.1 Sensitivity analysis should be undertaken based on the risks of the project and the key assumptions adopted in the financial analysis. Sensitivity analysis concerns project risk and looks at alternative futures by measuring the impact on project outcomes or assumptions of changing values in which there is uncertainty.

11.4.2 The actual sensitivities used may vary from project to project but some basic sensitivities should include:

- Costs more than expected by 5%
- Expected savings / income less than expected by 5%
- Costs more than expected by 5% AND expected savings / income less than expected by 5%

The NPV and other indicators of each of these scenarios should be shown against the baseline case.

Also:

- How much would costs need to increase / savings need to reduce by to make the project unviable

11.5 Business Case Financial Assessment

11.5.1 The key assessment criterion is the NPV measure. IRR can be a useful guide but also can be unreliable when comparing projects with different cash flows.

11.5.2 The Payback period is useful but normally doesn't take account of the discount factor, hence the need for inclusion of a separate discounted payback period.

11.5.3 The sensitivity analysis gives an indication of how the project will fare given variations, however judgment will have to be applied on the probability of those variations.

11.5.4 Undertaking analysis of the cashflows and revenue impact allows the impact on both the profit and the liquidity of the organisation. It may be that there will be a limit placed on the amount of projects undertaken from a strategic perspective based on the cashflow and revenue impact and associated risks as well as other non-financial factors (such as capacity).

11.6 Standard Models

Standard base models will be developed and revised over time, however there can never be a one size fits all approach since all projects are different and the assumptions and sensitivities will vary from project to project, however some assumptions will be consistent to enable comparison between projects. These standard assumptions will be developed and refined over time by the Financial Accounting Team within Financial Services and in any case will be reviewed for each budget round. The standard assumptions will include what general inflation figures should be used for different types of expenditure and income; variations from this can be agreed, however justification for the variation would be needed.

11.7 Inclusion of Financial Information in a Business Case Document

Financial analysis of a project is undertaken using excel modelling techniques. It is not appropriate to include this in detail in the Business Case for a project. Instead the key aspects of the financial analysis should be summarised, identifying the key factors such as:

- Revenue impact
- Cashflow impact
- Summary of indicators
- Sensitivity impacts

12. Existing Property Investments

- 12.1 First it would be helpful to consider the definition of commercial investments from the Prudential Code. 'Commercial' in this context refers to the purpose of the investment, not its nature. Investments for commercial purposes are undertaken as a commercial business activity seeking profit. Treasury management investments will be made on fully commercial terms, but they result from the organisation's cash flows or treasury risk management activity; service investments may not always have fully commercial terms, and may involve some element of subsidy in order to support service objectives and in any case, the primary purpose of the loan is to enable the delivery of policy objectives as the key motivator. What distinguishes commercial investments from treasury management investments is the purpose of, and need for, the investment. The Prudential Code defines commercial investments as "taken or held primarily for financial return [and] not linked to treasury management activity". "Primarily for financial return" means that the main reason for entering into the investment – or holding it – is to earn money. "Primarily" means "for the most part; mainly", so that if the investment objectives were weighted, the weighting to financial return would have to be over 50% for it to be the primary purpose.
- 12.2 The intention behind the focus on commercial property is to ensure that Councils who have been purchasing commercial property for rent and, in many cases, have been borrowing to finance that purchase, have proper controls, skills and management systems in place.
- 12.3 The Council holds a number of properties which are classified for accounting purposes as investment properties. The definition of investment properties is:
- property (land or a building or part of a building or both) held (by the owner or by the lessee under a finance lease) to earn rentals or for capital appreciation or both.
- i.e. the property is held for capital or revenue gain rather than for service reasons.
- 12.4 However, although much of the property is classified as investment property, this is really only true in the shorter term. Over the longer term, the properties allow the Council to control the purpose and strategic direction of the city centre and, where necessary, to use influence on the local economy and to undertake regeneration from time to time. This can be seen in recent and ongoing activity of the council in the city centre.
- 12.5 In respect of Oxford City, the property rented out is largely historic in nature and certainly has not been purchased during the period where purchase of commercial properties in local government has come under the spotlight.

- 12.6 The Council has a substantial portfolio of properties that fall into the category under consideration here. The gross book value of these properties as at 31st March 2022 was £114.2 million. Estimated rent due to be received in 2023/24 was £10.2 million.
- 12.7 It is recognised that lease and covenant strength is a key factor in relation to the maintenance of property rental income levels and therefore potential tenants and lease agreements are assessed for:
- Tenancy Strength – the ability of the tenant to pay rent on time and in full.
 - Lease length – the unexpired term of the lease and any break clauses in the lease
 - The risk associated with a tenant vacating and the potential to attract good quality replacements tenants at acceptable rental levels
 - Repairing and other terms within the lease agreement
- 12.8 The existing property portfolio is monitored on an ongoing basis by the Council's Property Team and is normally focussed on the risks associated with each tenancy, taking into account a number of factors including tenant those bullet pointed above. The focus has shifted to a shorter view because of the pandemic followed on by the general economic pressures as a result of energy and inflation. A tracker has been implemented which considers current arrears positions and records a summary of the latest position and contacts with tenants. The level of failures and voids is running much lower than had been anticipated early in the pandemic perhaps only 10-15% of where it was anticipated to be, noting that the initial impact was a significant rise in arrears impacting over a third of the rent roll.
- 12.9 Wherever voids have been experienced, there has been sufficient demand to re let these in the main albeit that rents are perhaps down around 30% on their pre-pandemic peaks. Conditions are expected to remain difficult over the next year or so but overall it is felt that void risk in the portfolio is perhaps two to three times its pre-pandemic level with the trend remaining flat before starting to reduce towards end of 2023.

13. Skills, Training and Qualifications (Capital Management Practice 10)

- 13.1 This is a new section that outlines skills, training and qualifications of those involved in capital projects (non-treasury investments). Capital expenditure is undertaken relating to most of the areas of the Council from time to time. This section therefore covers this issue at a high level.
- 13.2 Staff throughout departments have skills and qualifications relating to their service. These will therefore be transferable to delivering the service-based aspects of a capital scheme. These skills do not directly translate into project management skills. There is therefore a joined-up approach to delivering a capital scheme with technical service-based skills being provided by the relevant service areas, financial analysis

being provided by accountancy staff as needed and project management, where necessary, being assigned to staff with skills in that area.

- 13.3 It has been identified that one of the areas that needs strengthening is the preparation of business cases to ensure that this is being done in a consistent way and that there is a corporate standard. As such training is currently being considered using the Better Business Cases training model which is a recognised and certificated course and which incorporates the methodology applied in the Treasury Green book.
- 13.4 In respect of the Council's rental properties throughout the City, managing these requires a special skill-set. Staff within the Council's property team have experience dealing with commercial property both from within the public sector and also the private sector.
- 13.5 It is considered that the knowledge and skills available to the authority and confirmation that these are commensurate with the authority's risk appetite and activities.

14. Loans to Companies

- 14.1 In response to reducing resources the Council has looked to new delivery models both to maintain service provision and to continue its significant capital investment in the City which levers in other partners and innovative financing. These new delivery models include:

14.2 Barton Oxford LLP

- 14.2.1 In 2011 the City Council entered into a partnership with the property developer Grosvenor to undertake the development of a 94 acre residential led scheme to the North East of Oxford, Barton Park.
- 14.2.2 Planning permission has been secured for 885 homes (354 affordable) alongside a primary school, food store, community hub and park.
- 14.2.3 The authority has contracted to purchase the 354 affordable dwellings which it will transfer to its Housing Company or to its Housing Revenue Account.
- 14.2.4 There is no loan as such to the Barton Oxford LLP, however the Council did transfer some of its land which it was expecting to receive a payment plus interest. Due in the main to adverse market conditions, it is no longer expected that the Council will receive payment for this land and so the long term debtor was fully impaired in 2018/19.

14.3 Oxford City Housing Ltd (OCHL) trading as OX Place

- 14.3.1 The City Council approved the establishment of a group of wholly owned housing companies in March 2016 and Oxford City Housing Limited (OCHL) (The Holding Company), Oxford City Housing

(Investment) Limited (OCHIL) and Oxford City Housing (Development) Limited (OCHDL) were incorporated in September 2016.

14.3.2 The Companies' business plan includes the purchase of Barton Park properties plus the development of multiple development sites resulting in social dwellings plus additional market and shared ownership dwellings. The social dwellings are planned to be purchased by the Council's Housing Revenue Account.

14.4 Oxpens West End Development Company Limited (OxWED)

14.4.1 In January 2016 the Council entered into a joint venture with Nuffield College forming OXWED. The company acquired land from London and Continental Railways and following a period of master-planning will procure a development partner, complete land assembly, and bring forward a scheme of comprehensive development comprising a new mixed use neighbourhood with business space and affordable and market homes.

14.4.2 The Council has also transferred its own related land holdings into the company at market value.

14.4.3 The company has now been converted into a Limited Liability Partnership (LLP) with the partners being the Council and Nuffield College Developments 1 Ltd.

14.5 Oxford Direct Services

14.5.1 In 2017 the Council formed two wholly owned companies:

- Oxford Direct Services Limited, a Teckal company largely providing services back to the Council and
- Oxford Direct Service Trading Limited, a Trading Company which initially is limited to commercial waste collection but in future will expand to include all external trading activity

14.5.2 The two companies became operational on 1st April 2018.

14.5.3 The Council is and will remain the owner and purchaser of all assets that the companies will utilise to deliver their services, including vehicles and depots. These assets will be leased to the company at commercial rates over the life of the assets.

14.6 Loans to the Companies

14.6.1 Over the four year life of the Council's Medium Term Financial Strategy to 2026/27 it is assumed that the Council will give additional loans to the Council's Housing Company to the value of around £89.0million. During this period some existing loans will be repaid with the maximum year end outstanding housing company loans being expected to be £87.5 million. Whereas these are not treasury investments, there is however a positive impact on the Council's net investment income due

to a mark-up being charged on the loans of 3.2% on all loans awarded after 1st April 2021. This markup is charged in order for the loan terms to be compliant with subsidy control measures which seek to ensure that loans are given at a market rate so that public subsidy does not provide competitive advantage to the borrower. The markup is assessed as the rate that needs to be added to the Public Works Loans Board rate in order to approximate a market rate which would take account of credit rating and collateral.

14.6.2 As at the end of December 2021 the Council had loans outstanding to OxWED (now a Limited Liability Partnership) of £16.83 million with accrued interest to 31st March 2022 estimated at £0.30 million and ongoing interest of £1.08 million upwards per annum.

14.6.2 As at 1st April 2022 the following loans that the Council had given to the companies were outstanding:

- £14.97 million to OCHIL for the purchase of properties from the Housing Revenue Account and at Barton Park
- £27.54 million to OCHDL for the purchase of land and development costs
- £16.10 million to OxWED for the purchase of land and working capital

14.6.3 Further loans have been granted during 2022/23:

- £2.83 million to OCHIL for the purchase of Barton properties
- £0.40 million to OXWED for working capital
- £0.33 million to OXWED for capital expenditure

14.6.4 There are plans for further capital loans to the Housing Company to the value of £34 million for OCHIL, and £55 million for OCHDL up to and including 2026/27. There are also additional loans of £4.35 million to OXWED LLP which are being anticipated within the Council's capital plans.

14.6.5 The Council either holds the land and property relating to the capital loans as collateral or has the ability to place a charge on the property. The Council ensures that due diligence is undertaken in all aspects of these new service delivery models and their activities. The business plans of the Companies are monitored and if there is uncertainty over the repayment of these loans, the Council will make a charge for impairment to its revenue account. Currently the Council does not consider that there is any significant risk of non-payment of these loans.

14.6.6 Any loan for capital purposes to a company in which the Council has an interest is categorised as capital expenditure by the Council. This means that the Council can take out external borrowing to fund the loans as necessary. The Council could fund such loans from many sources; however, the majority will be funded from internal and external borrowing. Under current rules, the Council will not make any MRP provision in respect of loans to a Company in which it has an interest

on the basis that the loan will be repaid in full on the agreed terms. The Council provides these loans under service powers rather than its Treasury Management investment powers.

14.6.7 Interest rates charged on the loans are set with reference to:

- The level of collateral;
- An assessment of the credit worthiness of the company; and
- State Aid rules

14.6.8 Loan agreements are in place for any loans to Companies in which it has an interest. The agreements will detail:

- The general terms under which the loan is advanced;
- Loan repayment requirements;
- What security there is on the loan with reference to collateral; and
- Any loan covenants that must be adhered to.

14.7 Other Considerations

14.7.1 Where the Council provides loans to another organisation to enable service delivery, there are protections that are included in legal agreements / arrangements and other considerations to consider. These are:

- a) Provision of collateral – ensuring that it can be legally enforced – or other means of ensuring that the Council’s funds are protected
- b) Interest rate to be charged to ensure that the charge is at a commercial rate or otherwise does not adversely affect the market (this links to subsidy control)
- c) Risk of the loan, both in respect of additional liabilities that may fall on the Council and also potential loss of investment
- d) Legal agreements that cover responsibilities of the Council and the other party under the arrangement
- e) Ensuring that the arrangement does not breach subsidy control rules and that any public subsidy that is in place is properly documented and recorded

15. Transformation Funding Strategy

15.1 As a general rule it is not lawful to use capital resources to finance revenue expenditure; this is based on legislation applying to local authorities. DCLG issued the Statutory Guidance on the Flexible Use of Capital Receipts in March 2016. The Local Government Act 2003 (“the Act”), section 15(1) requires a local authority “... to have regard (a) to such guidance as the Secretary of State may issue, and (b) to such other guidance as the Secretary of State may by regulations specify ...”. The guidance on use of capital receipts flexibility is issued under section 15(1) of the Act and authorities are therefore required to have regard to it. A Direction made under section 16(2)(b) of the Act was also published to give the actual statutory powers to apply this flexibility. A new Secretary of State direction was issued in August 2022 allowing capitalisation of transformation costs up to and including the financial year 2024/25.

- 15.2 Oxford Direct Services Limited has undertaken a transformation project. The overall intention of the Transformation project is to transform the operations of Oxford Direct Services (ODS), increase their competitiveness and therefore increase the dividend paid back to the Council. The increase in the dividend would therefore need to be assessed under these regulations in respect of the success of the transformation. The project consisted of a number of elements including the replacement of assets, restructuring the workforce and improving the ICT systems used by the Company.
- 15.3 The costs of the ODS transformation related to technology, project management, consultancy and voluntary redundancy were revenue in nature. The revenue costs relating to the were funded by the Council using a £1.25 million grant which the Council capitalised using these directions which was formally approved by the Council to fund this after considering the projected returns from the capitalised revenue aspects of the project. The capital grant was approved to be paid to ODS on the condition that it is repayable if the increased efficiencies and the increased dividend to the Council are not achieved.
- 15.4 Local authorities cannot borrow to finance the revenue costs of service reform and transformation. Local authorities can only use capital receipts from the disposal of property, plant and equipment assets received in the years in which this flexibility is offered. Local authorities may not use their existing stock of capital receipts to finance the revenue costs of reform. There are sufficient capital receipts both from general sales and from the repayment of the vehicle leases in place between the Council and Oxford Direct Services Limited to finance the capitalisation of the Oxford Direct Services transformation costs.
- 15.5 The progress and delivery of the capitalised revenue cost element must be reported on an annual basis within the Capital Strategy or another document or report which is considered by the Full Council. Due to the effects of the Covid-19 pandemic and delays in the implementation of the QL computer system, the planned savings to ODS have been understandably delayed. ODS remains confident that the expected efficiencies can still be achieved, although in later years than originally anticipated.

16. Risk Management (Capital Strategy Management Practice 1)

- 16.1 Risk is the threat that an event or action will adversely affect the Council's ability to achieve its desired outcomes and to execute its strategies successfully. Risks relating to capital schemes should be proportionate to the Council's capacity – i.e. that plausible losses could be absorbed in budgets or reserves without unmanageable detriment to local services;
- 16.2 Risk management is the process of identifying risks, evaluating their potential consequences and determining the most effective methods of

managing them and/or responding to them. It is both a means of minimising the costs and disruption to the organisation caused by undesired events and of ensuring that staff understand and appreciate the element of risk in all their activities.

- 16.3 The aim is to reduce the frequency of adverse risk events occurring (where possible), minimise the severity of their consequences if they do occur, or to consider whether risk can be transferred to other parties. The corporate risk register sets out the key risks to the successful delivery of the Council's corporate aims and priorities and outlines the key controls and actions to mitigate and reduce risks, or maximise opportunities.
- 16.4 To manage risk effectively, the risks associated with each capital project need to be systematically identified, analysed, influenced and monitored.
- 16.5 It is important to identify the appetite for risk by each scheme and for the capital programme as a whole.
- 16.6 The Council accepts there will be a certain amount of risk inherent in delivering the desired outcomes of the Oxford2050 Vision. The Council seeks to keep the risk of capital projects to a low level whilst making the most of opportunities for improvement. Where greater risks are identified as necessary to achieve desired outcomes, the Council seeks to mitigate or manage those risks to a tolerable level. All key risks identified as part of the capital planning process are considered for inclusion in the corporate risk register.
- 16.7 In producing its capital plans, the Council will ensure that its approach to activities is proportional to its overall resources so that undue risk is not placed on the Council's future financial position.
- 16.8 The Following risks should be considered in the Project Risk Assessment:
- Credit Risk
This is the risk that the organisation with which the Council has invested capital monies becomes insolvent and cannot pay the investment returns or complete the agreed contract. Accordingly, the Council will need to ensure that robust due diligence procedures cover all external capital investment. Where possible contingency plans will be identified at the outset and enacted when appropriate.
 - Liquidity Risk
This is the risk that the timing of any cash inflows from a project will be delayed, for example if other organisations do not make their contributions when agreed. This also includes the risk that the cash inflows will be less than expected.
 - Legal and Regulatory Risk

This is the risk that changes in laws or regulation make a capital project more expensive or time consuming to complete, make it no longer cost effective or make it illegal or not advisable to complete. Before entering into capital expenditure or making capital investments, the Council must understand the powers under which the investment is made. Forthcoming changes to relevant laws and regulations must be kept under review and factored into any capital bidding and programme monitoring processes.

- **Interest Rate Risk**
Interest rate risk must be considered at a project level where there are potential project level impacts, for instance through contractual conditions or through the effect on expected returns from the project.
- **Inflation Risk**
Inflation risk must be considered at a project level where there are potential project level impacts, for instance through contractual conditions or through the effect on expected returns from the project.
- **Fraud, Error and Corruption**
This is the risk that financial losses will occur due to errors or fraudulent or corrupt activities. Officers involved in any of the processes around capital expenditure or funding are required to follow the Council's policies and procedures.

14.9 The Following risks are considered at a Corporate level as part of the overall capital and revenue budgeting process:

- **Interest Rate Risk**
This is the risk that interest rates will move in a way that has an adverse effect on the value of capital expenditure or the expected financial returns from a project. Interest rates will be reviewed as part of the on-going monitoring arrangements to identify such adverse effects. As far as possible exposure to this risk will be mitigated via robust contract terms and when necessary contract re-negotiations.
- **Exchange Rate Risk**
This is the risk that exchange rates will move in a way that has an adverse effect on the value of capital expenditure or the expected financial returns from a project. Where relevant, exchange rates will be reviewed as part of the on-going monitoring arrangements to identify such adverse effects. As far as possible exposure to this risk will be mitigated via robust contract terms and, when necessary, contract re-negotiations.
- **Inflation Risk**
This is the risk that rates of inflation will move in a way that has an adverse effect on the value of capital expenditure or the expected financial returns from a project. Rates of inflation will be reviewed as part of the on-going monitoring arrangements to identify such adverse

effects. As far as possible exposure to this risk will be mitigated via robust contract terms and when necessary contract re-negotiations.

17. Other Considerations

Capital Schemes must comply with legislation, such as the Equality Act 2010, the General Data Protection Regulations (GDPR), building regulations etc.

Capital Scheme and Major Projects Process (Capital Management Practice 5)

Overview

Projects will be worked up through a number of controlled stages. On completion of a stage, the enabling body will approve the project to continue to the next stage or may prematurely close the project.

The process aims that all projects should:

- Maximise our resource
- Work collaboratively
- Not be afraid to fail

The council's project delivery process is made up of six stages:

1. Ideas and proposals – identifying a concept, providing more information and identifying resources needed
2. Feasibility and options appraisal – developing an idea/proposal and identifying any issues that need to be overcome or may prevent your project progressing
3. Design and Specification – develop the business case and establish the requirements and full costs to enable successful delivery of the project
4. Pipeline – approved projects that are waiting for confirmation of funding
5. Delivery – implementing the approved project in line with the business case
6. Closure – reviewing the delivered project to see what went well and what lessons can be learned

Ideas and proposals

Ideas can come from different places – team plans, members, strategies, service/action plans, people in the community, reviews and audits

The purpose of this stage is to:

- set out clearly what the idea is
- provide supporting information on why it should be prioritised
- identify the resources needed to take it forward

Submitting a project proposal

Ideas and proposals need to be:

- supported and approved by the relevant Head of Service
- put forward using the Project Initiation Document (PID) template to the Project Management Office (PMO) by email

A proposal will outline the scheme in enough detail to enable the Development Review Group (DRG) to make a recommendation to either Development Board or Operational Delivery Group (ODG). They, in turn, will

make a recommendation to the Corporate Management Team (CMT) to make the decision to proceed.

Possible outcomes

There are a number of outcomes to a project proposal:

- it may be rejected by DRG
- It may be approved by DRG but rejected by Development Board or ODG
- It may be approved in initial stages but be rejected by CMT
- it may be added to the pipeline of future project

Feasibility funding

A proposal scheme may need feasibility funding to help it progress. An R&D feasibility fund is available to support the development of projects at their early, discovery stages.

- **Proposal** – to help develop the project proposal
- **Feasibility** – to help develop of the outline business case
- **Design & Technical Specification** – to help develop the full business case

It is important to be aware that if the project doesn't progress to the construction of an asset, the sum advanced will become a revenue cost for the service

Use of the feasibility fund

The fund can be used:

- to procure goods, services and resources as required
- to secure project resources (if this is for an individual project)

It **cannot** be used:

- to recruit general resources that will be used across more than one project
- if the project it is for cannot be 'capitalised' (i.e. is a revenue project not creating an asset)

Making a request for feasibility funding

Project managers must develop and submit proposals and outline business cases to the Development Review Group. This can include requests for feasibility funding. These documents are assessed and recommendations on next steps are then made for Development Board consideration.

Should Development Board accept the recommendations of DRG, the R&D Feasibility Fund sum will be allocated.

Accounting for feasibility funding

A full business case will need to:

- ensure the project budget requirement includes any previously used R&D Feasibility Fund allocations
- include any revenue funds used in the recruitment of a project resource

Transferring revenue to capital funding

It may be possible to move legitimate costs initially coded to revenue to a newly approved capital budget once approved by Council **unless**:

- the revenue cost was in a previous financial year
- the request was made too close to the budget approval process

Officer decisions and the allocation of feasibility funding

The value of the R&D Feasibility Fund is set as part of the annual capital budget process with ongoing oversight by the Development Board's Development Review Group. It should be noted that, where requested sums are £10,000 or more, the Council is legally required to publish the decision to spend the money.

The Project Management Office (PMO) will assist with the completion of the 'delegated decisions to officers' form and seek signatures of the decision taker and confirming officers who include the Head of Financial Services (Section 151 Officer) and the Monitoring Officer.

Recording feasibility funding allocations

The PMO and Financial Services maintain a register of projects, and this will include any feasibility sums allocated. Financial Services will vire any agreed sum from the R&D Feasibility Fund to the appropriate project budget code.

The Head of Financial Services will remain the 'Approver' of expenditure, as set out in the scheme of delegation, within the Agresso financial system. This ensures there is no unauthorized expenditure from the overall budget code.

Writing a good proposal

A good proposal would ideally meet one or more of these criteria:

- it meets one or more of our corporate priorities
- it is essential work
- it generates income or lead to service improvements
- it saves the council money
- it makes a difference to local communities
- has a positive impact on the environment

Feasibility and options appraisal

This stage is primarily for large capital projects. Smaller scale and ICT projects will move directly to the design and specification stage.

The feasibility and options appraisal stage is about developing the idea/proposal and identifying any issues that need to be overcome or may

prevent the project progressing. Feasibility work undertaken will enable the Development Board to understand if a project is feasible and viable and whether the project should progress into detailed design. This stage may take many weeks or months and may require assistance from 'Oxford Direct Services' or externally procured professional services. External funding sources may be identified at this stage.

There are a number of things to consider when entering into the feasibility stage. What to consider:

1. What options have been considered
2. What consents and from which agencies are these required?
 - What is the timescale for delivery of these?
 - Are they showstoppers?
3. What will it cost and how will it be funded
4. What is the return on investment? How long will it take to deliver? What other benefits are anticipated?
5. What other benefits will there be – financial or non-financial
6. What risks have you identified and how have they been managed or plans to mitigate?
7. Are there Corporate Impact Assessments needed e.g. Equalities Impact Assessment, Privacy Impact Assessment
8. CDM pre-construction checklist
9. Corporate Health & Safety
10. What resources will you need for the next stage (either implementation or detailed design)
11. Who will be on the team?
 - Oxford Direct Services?
 - Other internal?
 - External support?
12. Direct Services to express interest in project and demonstrate competency/value for money
13. External influences
 - Procurement
 - Funding/Grants
 - Members
 - Planning – both our the Council's own Planning Service and outside
14. Soft market testing
15. Roadmap for implementation – including proposed start date
16. Lessons learned

Site surveys

This stage may require you to consider site surveys and Construction Design and Management (CDM) will need to be considered.

Writing an Outline Business Case

An Outline Business Case that is supported and approved by the relevant Head of Service should be completed using the template which is available on the PMO intranet pages. Supporting feasibility reports and documentation should also be submitted along with the Business Case.

Smartsheet 'Project Updates' will be issued during this stage.

Feasibility funding

Feasibility funding may be needed to support the development of the project.

Outline business case

A good Outline Business Case would ideally meet one or more of these criteria:

- the proposed project is feasible, viable and deliverable
- it will continue to meet corporate priorities
- it is essential work
- it will still generate income or lead to service improvement
- it still looks like it will make a difference to local communities

Design and Specification

Large capital projects will need to have been through the feasibility and options stage before this stage. This stage will develop the business case and establish the requirements and full costs to enable successful delivery of the project.

Full Business Case

A Full Business Case that is supported and approved by the relevant Head of Service should be completed using the template which is available on the PMO intranet pages. Supporting feasibility reports and documentation should also be submitted along with the Business Case.

Review and recommendations

The PMO will review any submitted Business Case through DRG. There are four recommendations that DRG may make:

- The Business Case needs further information/revision. The Business Case form will be returned to the author describing what additional information is required
- The Business Case will not be progressed
- The Business Case will be progressed but to be added to a pipeline of projects for future delivery
- The Business Case will be submitted to
 - the Development Board for capital programme evaluation (for large capital projects)
 - Operational Delivery Group (for smaller scale and ICT projects)

For large capital projects

The full business case will enable the Development Board to determine whether funding commitment should be recommended and contracts awarded or whether the project should be held back in favour of another project that

better achieves the organisation's key priorities. Development Board will make recommendations to the Corporate Management Team (CMT) regarding the projects to be included in the Capital Programme.

For smaller scale and ICT projects

The full business case will enable the Operational Delivery Group to determine whether funding commitment should be recommended and contracts awarded or whether the project should be held back in favour of another project that better achieves the organisation's key priorities.

Funding

The Council has a defined process for agreeing the budget for the next financial year.

Projects pipeline

This stage is a holding position and relates to projects whose full business case has been approved but is awaiting confirmation of the funding being included in the Council's capital budget. A number of business cases may be received, and approved for progression, throughout the year. These business cases will form a pipeline of potential projects. These approved business cases will be evaluated against a set of criteria which will prioritise them and enable Development Board and CMT to indicate which business cases to take forward, and therefore, what budget to request from Council.

In some cases projects may proceed straight to Cabinet / Full Council for in-year budget approval following approval of their business case. Projects will only by-pass the pipeline stage in this way where there is a clear rationale to proceed, such as meeting external funding requirements.

Project delivery and progress monitoring

Once approved, projects are delivered against their full business case. Periodic update reports enable the Development Board, Operational Delivery Group and Corporate Management Team to monitor costs, current status, risks, and issues relating to delivery.

How projects are monitored

Project updates

The Council uses Smartsheets to:

- request project updates from project managers
- update project spend against projects

Update requests are issued by email on 8th of each month with the update provided within 5 working days. The information is then reviewed as follows:

- Directors and Heads of Service review progress for all schemes to enable the effective management of the capital programme;

- Directors view confirmed values regarding forecast outturn and variation (including slippage) against latest budgets including reasons for variations
- Head of Finance uses progress information and commentary to present internal monthly monitoring reports and feed into quarterly monitoring reports to Cabinet;
- Climate Change is high on the Council's priorities and so relevant information needs to be captured on this
- Directors review, on a monthly basis, a list of schemes where an update has not been provided.

There is an ongoing project to consolidate the Smartsheets. This will convert the separate data sets (Development, Organisational Change, Communities Change, and Housing Supply boards) into a single Smartsheet.

Project reporting

Information gathered from Smartsheet project updates is used to produce monthly reports on progress. Progress reports include progress commentary, a summary of key risks and issues, financial forecasting against budget, and an overview of the project programme highlighting progress against the next agreed milestone. Reports are shared with Directors and Heads of Service via the Development Board Teams channel.

Monitoring individual projects

There are supporting tools which are not mandatory within the Project Management methodology, however project managers may find them useful to support delivery of their project:

- Project workbook
- Client projects checklist
- Pre-construction checklist

Viewing project financial information

Project managers are able to view current Financial information regarding their projects using the Agresso reporting tool.

Project closure and lessons learned

On completion, the project will be reviewed to assess what went well, what could have been done differently, what were the challenges and to capture key learning. All projects will need to consider

- communication,
- stakeholders,
- planning,
- risk,
- issue management,
- governance

Each project is unique but individual aspects will be common across them all, and the success or failure of a project may be assisted by learning from the good practices or issues faced by previous or similar projects.

Project closure report

A Closure report template, supported and approved by the relevant Head of Service needs to be produced when a project ends. This needs to be sent to the PMO along with supporting reports and documentation.

Lessons learned

The Council maintains a lessons learned report which is the accumulation of lessons learned from projects across the Council. This is fully searchable by project, by category and by lesson content. Project managers should review the log to identify lessons that may assist in the planning and preparation of their own project.

The importance of reviewing the lessons learned log is to help to:

- Avoid mistakes and issues that occurred in previous, similar projects
- Repeat the actions, processes and practices that worked well in other previous, similar projects

A Lessons learned checklist is available to assist in collecting lessons learned. It offers a variety of questions that may be asked to determine which elements of the project should be avoided in the future, and which aspects should be repeated in future projects.

To: Cabinet
Date: 8 February 2023
Report of: Head of Financial Services
Title of Report: Treasury Management Strategy 2023/24

Summary and recommendations	
Purpose of report:	To present the Council's Treasury Management Strategy for 2023/24 together with the Prudential Indicators for 2023/24 to 2026/27
Key decision:	Yes
Cabinet Member:	Councillor Ed Turner, Deputy Leader (Statutory) and Cabinet Member for Finance and Asset Management
Corporate Priority:	All
Policy Framework:	Council Strategy 2020 - 24
Recommendations: That Cabinet resolves to:	
Recommend that Council approves:	
<ol style="list-style-type: none"> 1. The Treasury Management Strategy 2023/24 as set out in paragraphs 29 to 78 of this report and the Prudential Indicators for 2023/24 – 2026/27 as set out in Appendix 2; 2. The Borrowing Strategy 2023/23 at paragraphs 52 to 54 of this report; 3. The Minimum Revenue Provision (MRP) Statement at paragraphs 55 to 57 which sets out the Council's policy on charging borrowing to the revenue account; 4. The Investment Strategy for 2023/24 and the investment criteria as set out in paragraphs 58 to 77 of this report and in Appendix 1; and 5 The Treasury Management Scheme of Delegation at Appendix 4 	

Appendices	
Appendix 1	Credit and Counterparty Risk Management
Appendix 2	Prudential Indicators 2023/24 – 2026/27
Appendix 3	Environmental, Social and Governance (ESG) Policy
Appendix 4	Scheme of Delegation
Appendix 5	Risk Register

Summary

1. The Council's Treasury Management Strategy has been written in accordance with the CIPFA Prudential Code, the CIPFA Treasury Management Code of Practice (the Codes) and the Department of Levelling Up, Housing and Communities' (DLUHC) Guidance on Local Government Investments.
2. The report presents the Council's prudential indicators for 2023/24 – 2026/2027. Notable indicators include capital expenditure and borrowing limits as these are areas of significant activity.
3. The average value of investments during the calendar year to 31st December 2022 was £107.7 million. The actual daily value fluctuated between £79.5 million and £135.0 million. For the previous calendar year, average balances were £101.2 million and daily values ranged from £77.6 million to £128.8 million.
4. All external debt as at 31 March 2022 (£198.5m) relates to the Housing Revenue Account (HRA) self-financing debt originally taken out in 2012 which is held at fixed rates with varying fixed periods to maturity.
5. The Council's General Fund Capital Programme over the next four years is funded from a combination of government grants, capital receipts, revenue, Community Infrastructure Levy and prudential borrowing. However, due to the scale of investment over the period to 2023/24 to 2026/27, including the loans to the Council's Housing Company (£89.0 million), the level of prudential borrowing will increase to over £813.3 million in 2026/27 from the projected £374.8 million at the end of 2022/23. Borrowing from internal resources will be maximised on the General Fund, however much of the borrowing will need to be from external resources with anticipated external borrowing increasing from £198.5 million to £698.5 million in 2026/27. The Housing Revenue Account Capital Programme is largely funded from council house rents over time but includes £376.4 million borrowing from 2022/23 to 2025/26. Since the Council operates a two pool system for borrowing, any prudential borrowing on the HRA will be funded by external borrowing to the same value.
6. The CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice were revised in late 2021 and these versions have been fully adopted from 2023/24 onwards in line with the required adoption timescale. The key changes are outlined in the section below.
7. All Prudential Indicators continue to be covered together in the Treasury Strategy. This will allow the indicators to be seen as a whole and in the context of Treasury Management activity to which they are closely related. There are, however, some cross-overs to areas covered in more detail by the Capital Strategy. There have been changes to the indicators in line with the requirements of the codes.
8. The Department for Levelling Up, Housing and Communities (DLUHC) is due to undertake an additional consultation on the detail of proposed changes to regulations around Minimum Revenue Provision. Although the outcome of this is

not yet known, the treasury budgets and, consequently, the prudential indicators include the latest assessment of potential financial impacts which, following discussions with DLUHC are expected to have limited impact on the Council. The driver for this change was to restrict local authorities financing capital expenditure on investments in commercial projects made primarily for yield, although it has wider implications. The Government has already closed access to all Public Works Loans Board (PWLb) borrowing if such schemes are included in an authority's capital programme. The new CIPFA codes have also adopted a similar set of restrictions to discourage further capital expenditure on commercial investments for yield.

9. The limit for non-specified investments is proposed to remain at 30% of the previous year's total investment portfolio or £30 million, whichever is the greater, which allows capacity for occasional non-specified investments other than pooled investment funds such as investments with local authorities for longer than 364 days.

Key Changes from Previous Years

10. CIPFA published the revised Codes on 20th December 2021 and has stated that revisions need to be included in the reporting framework from the 2023/24 financial year. The Council, therefore, has to have regard to these Codes of Practice when it prepares the Treasury Management Strategy Statement and Annual Investment Strategy, and also related reports during the financial year, which are taken to Full Council for approval.
11. The revised Treasury Management Code has widened the definition of investments and requires all investments and investment income to be attributed to one of the following three purposes: -

Treasury management – Arising from the organisation's cash flows or treasury risk management activity, this type of investment represents balances which are only held until the cash is required for use. Treasury investments may also arise from other treasury risk management activity which seeks to prudently manage the risks, costs or income relating to existing or forecast debt or treasury investments.

Service delivery – Investments held primarily and directly for the delivery of public services including housing, regeneration and local infrastructure. Returns on this category of investment which are funded by borrowing are permitted only in cases where the income is "either related to the financial viability of the project in question or otherwise incidental to the primary purpose". These are covered by considerations in the Capital Strategy but are also included in the prudential indicators in this report.

Commercial return – Investments held primarily for financial return (which is measured as 50% or more) with limited treasury management or direct service provision purpose. Risks on such investments should be proportionate to an authority's financial capacity – i.e., that 'plausible losses' could be absorbed in budgets or reserves without unmanageable detriment to local services. An authority must not borrow to invest primarily for financial return. The Council is not planning to undertake this type of activity.

12. The Prudential Indicators have been revised in line with the Codes of Practice. This includes separate indicators relating to “commercial investment” and “service investment”. This change has occurred due to some Councils (which have been featured in the press) incurring substantial expenditure buying investment properties to support their revenue budgets. Changes include: -
 - Adopting a new liability benchmark treasury indicator to support the financing risk management of the capital financing requirement; this is to be shown in chart form for a minimum of ten years, with material differences between the liability benchmark and actual loans to be explained;
 - A prudential indicator for the net income from commercial and service investments as a proportion of the net revenue stream;
 - Long-term treasury investments, (including pooled funds), are to be classed as commercial investments unless justified by a cash flow business case;
 - Pooled funds are to be included in the indicator for principal sums maturing in years beyond the initial budget year;
13. Inclusion of Management Practices around managing risks and other governance arrangements associated with non-treasury investments, (similar to the current Treasury Management Practices) – this is included within the Capital Strategy.
14. Production of a knowledge and skills register for officers and members involved in the treasury management function to be proportionate to the size and complexity of the treasury management conducted by each authority. This will be considered over the 2023/24 financial year and any training needed will be identified.
15. Environmental, social and governance (ESG) issues to be considered within an authority’s treasury management policies and practices (TMP1) where applicable.
16. A scheme of delegation which formally defines where various reports and information are considered and / or approved (this is shown at Appendix 4).

Interest and Economic Outlook

17. The Council has appointed Link Group as its treasury advisor and part of their service is to assist the Council to formulate a view on interest rates. Link provided the following forecasts on 19th December 2022. This includes forecasts for Public Works Loans Board (PWLB) interest rates which represent gilt yields plus 80 bps (0.8%).

Link Group Interest Rate View 19.12.22		Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24	Jun-24	Sep-24	Dec-24	Mar-25	Jun-25	Sep-25	Dec-25
BANK RATE		3.50	4.25	4.50	4.50	4.50	4.00	3.75	3.50	3.25	3.00	2.75	2.50	2.50
3 month ave earnings		3.60	4.30	4.50	4.50	4.50	4.00	3.80	3.30	3.00	3.00	2.80	2.50	2.50
6 month ave earnings		4.20	4.50	4.60	4.50	4.20	4.10	3.90	3.40	3.10	3.00	2.90	2.60	2.60
12 month ave earnings		4.70	4.70	4.70	4.50	4.30	4.20	4.00	3.50	3.20	3.10	3.00	2.70	2.70
5 yr PWLB		4.20	4.20	4.20	4.10	4.00	3.90	3.80	3.60	3.50	3.40	3.30	3.20	3.10
10 yr PWLB		4.30	4.40	4.40	4.30	4.10	4.00	3.90	3.80	3.60	3.50	3.40	3.30	3.30
25 yr PWLB		4.60	4.60	4.60	4.50	4.40	4.20	4.10	4.00	3.90	3.70	3.60	3.50	3.50
50 yr PWLB		4.30	4.30	4.30	4.20	4.10	3.90	3.80	3.70	3.60	3.50	3.30	3.20	3.20

Link Group Interest Rate View 08.11.22		Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24	Jun-24	Sep-24	Dec-24	Mar-25	Jun-25	Sep-25	Dec-25
BANK RATE		3.50	4.25	4.50	4.50	4.50	4.00	3.75	3.50	3.25	3.00	2.75	2.50	2.50
3 month ave earnings		3.60	4.30	4.50	4.50	4.50	4.00	3.80	3.30	3.00	3.00	2.80	2.50	2.50
6 month ave earnings		4.20	4.50	4.60	4.50	4.20	4.10	3.90	3.40	3.10	3.00	2.90	2.60	2.60
12 month ave earnings		4.70	4.70	4.70	4.50	4.30	4.20	4.00	3.50	3.20	3.10	3.00	2.70	2.70
5 yr PWLB		4.30	4.30	4.20	4.10	4.00	3.90	3.80	3.60	3.50	3.40	3.30	3.20	3.10
10 yr PWLB		4.50	4.50	4.40	4.30	4.20	4.00	3.90	3.70	3.60	3.50	3.40	3.30	3.20
25 yr PWLB		4.70	4.70	4.60	4.50	4.40	4.30	4.10	4.00	3.90	3.70	3.60	3.50	3.50
50 yr PWLB		4.30	4.40	4.30	4.20	4.10	4.00	3.80	3.70	3.60	3.40	3.30	3.20	3.20

Bank Rate

18. The interest rate forecast reflects a view that the Monetary Policy Committee (MPC) of the Bank of England will wish to put in what measures that it can to demonstrate it's trying to control inflation by delivering a succession of rate increases. This has happened but the Government's policy of emphasising fiscal control will probably mean Bank Rate will not need to increase to further than 4.5%. It is anticipated that the Bank of England will loosen monetary policy when inflationary pressures reduce, However if they cut too soon, inflationary pressures may well build up further; but if they cut too late then any downturn or recession may be prolonged.
19. The Consumer Prices Index (CPI) measure of inflation looks to have peaked at 11.1% in Q4 2022 (currently 10.7%). Despite the cost-of-living pressures, the Bank will want to see evidence that wages are not spiralling upwards in what is evidently a very tight labour market. However increased interest rates will tend to put additional pressure on costs.
20. The plan to sell £10bn of gilts back into the market each quarter (Quantitative Tightening) has started and will focus on the short, medium and longer period.
21. In the future, interest rate forecasts will be influenced by economic data releases, clarifications from the MPC over its monetary policies, clarifications from the Government over its fiscal policies, and macro-economic factors including the on-going conflict between Russia and Ukraine and the heightened tensions between China, Taiwan and the United States.
22. Consumers are still estimated to be sitting on over £160bn of excess savings left over from the pandemic however, most of those are held by more affluent people whereas lower income families already spend nearly all their income on essentials such as food, energy and rent / mortgage payments.

Gilt Yields/PWLB rates

23. The yield curve movements have become less volatile and the Public Works Loans Board (PWLB) Certainty Rates from 5 to 50 years are, generally, in the range of 4.10% to 4.80%. The forecasts assume that the markets have already built in nearly all the effects on gilt yields of the likely increases in Bank Rate and the elevated inflation outlook.
24. The overall balance of risks to economic growth in the UK is to the downside. Indeed, the Bank of England projected two years of negative growth in their November Quarterly Monetary Policy Report.
25. Downside Risks to current forecasts are:
- Labour and supply shortages prove more enduring and disruptive and depress economic activity.
 - The Bank of England acts too quickly, or too far, over the next year to raise Bank Rate and causes UK economic growth, and increases in inflation, to be weaker than anticipated.
 - UK / EU trade arrangements – if there was a major impact on trade flows and financial services due to complications or lack of co-operation in sorting out significant remaining issues.
 - Geopolitical risks, for example in Ukraine/Russia, China/Taiwan/US, Iran, North Korea and Middle Eastern countries, which could lead to increasing safe-haven flows.
26. Upside risks to current forecasts are:
- The Bank of England is too slow in its pace and strength of increases in Bank Rate and, therefore, allows inflationary pressures to build up too strongly and for a longer period within the UK economy, which then necessitates the Bank Rate staying higher for longer than currently projected or even necessitates a further series of increases in Bank Rate.
 - The Government acts too quickly to cut taxes and/or increases expenditure in light of the cost-of-living pressures.
 - The pound weakens because of a lack of confidence in the UK Government's fiscal policies, resulting in investors pricing in a risk premium for holding UK sovereign debt.
 - Longer term US treasury yields rise strongly and pull gilt yields up higher than currently forecast.
 - Projected gilt issues are too much for the markets to accommodate leading to higher yields.

Investment and borrowing Rates

27. The Link long-term (beyond 10 years) forecast for Bank Rate is 2.5%. As all PWLB certainty rates are now above this level, borrowing strategies will need to be reviewed in that context. Better value can generally be obtained at the shorter end of the curve and short-dated fixed Local authority to Local Authority money should also be considered. Temporary borrowing rates are likely to remain near Bank Rate and may also prove attractive whilst the market waits for inflation, and therefore gilt yields, to drop back later in 2023.

28. Link's suggested budgeted earnings rates for investments up to about three months' duration in each financial year are as follows: -

Average earnings in each year	
2022/23 (remainder)	4.00%
2023/24	4.40%
2024/25	3.30%
2025/26	2.50%
2026/27	2.50%
Years 6 to 10	2.80%
Years 10+	2.80%

This shows the expected trajectory in interest rates. This profile has been built in to the Council's fmedium term financial plan.

Treasury Management Strategy Statement

Background

29. The Council is required to operate a balanced budget, which broadly means that cash raised during the year will meet cash expenditure. Part of the treasury management operation is to ensure that this cash flow is adequately planned, with cash being available when it is needed. Surplus monies are invested in counterparties or instruments commensurate with the Council's risk appetite, providing adequate liquidity initially before considering investment return.
30. The second main function of the treasury management service is the funding of the Council's capital plans. These capital plans provide a guide to the borrowing need of the Council, essentially the longer-term cash flow planning, to ensure that the Council can meet its capital spending obligations. This management of longer-term cash may involve arranging long or short-term loans, or using longer-term cash flow surpluses. On occasion, when it is prudent and economic, any debt previously drawn may be restructured to meet Council risk or cost objectives.
31. The contribution the treasury management function makes to the authority is critical, as the balance of debt and investment operations ensure liquidity or the ability to meet spending commitments as they fall due, either on day-to-day revenue or for larger capital projects. The treasury operations will see a balance of the interest costs of debt and the investment income arising from cash deposits affecting the available budget. Since cash balances generally result from reserves and balances, it is paramount to ensure adequate security of the sums invested, as a loss of principal will in effect result in a loss to the General Fund Balance. Additionally reserves and balances are forecast to reduce over the short to medium term which will lead to reduced balances available for investment or to use for internal borrowing.

32. Whilst any loans to third parties will impact on the treasury function, these activities are generally classed as non-treasury activities, arising usually from capital expenditure, and are separate from the day to day treasury management activities and need different consideration and due diligence.
33. CIPFA defines treasury management as:
“The management of the local authority’s borrowing, investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks.”
34. Revised reporting has been required for the 2019/20 reporting cycle onwards due to revisions of the then Ministry for Housing, Communities and Local Government (MHCLG) Investment Guidance, the MHCLG Minimum Revenue Provision (MRP) Guidance, the CIPFA Prudential Code and the CIPFA Treasury Management Code. The reporting changes included the introduction of the requirement to approve a capital strategy (which the Council produced in a slightly different form previously), to provide a longer-term focus to the capital plans, and greater reporting requirements surrounding any commercial activity undertaken under the Localism Act 2011. The capital strategy is being reported separately and includes the additional requirements introduced with these changes.

Treasury Management Advisors

35. Treasury advice and market information is provided by Link Group. A procurement exercise was undertaken during 2018 and the contract was awarded to Link Group in September 2018 for 3 years and an option to extend for a further 2 years has been taken up with the contract now expiring in 2023. This service will be put out to tender over the coming months. The information provided by Link Group that is used for making investment decisions has been considered in the writing of this report and its associated appendices.
36. The Council recognises that responsibility for treasury management decisions remains with the organisation at all times and will ensure that undue reliance is not placed upon the services of our external service providers. All decisions will be undertaken with regards to all available information, including, but not solely, our treasury advisers.

Training

37. The CIPFA Treasury Management Code requires the responsible officer to ensure that officers and members with responsibility for treasury management receive adequate training in treasury management. This focus of this is on members responsible for scrutiny.
38. The code also says that authorities should carry out the following to monitor and review knowledge and skills:

- Record attendance at training and ensure action is taken where poor attendance is identified.
 - Prepare tailored learning plans for treasury management officers and board/council members.
 - Require treasury management officers and board/council members to undertake self-assessment against the required competencies.
 - Have regular communication with officers and board/council members, encouraging them to highlight training needs on an ongoing basis.”
39. The training needs of treasury management officers are periodically reviewed. A formal record of the training received by officers central to the Treasury function will be maintained by the Treasury Manager. Similarly, a formal record of the treasury management / capital finance training received by members will also be maintained.
40. Officers will identify a training plan to be delivered over 2023/24, probably using the independent expertise of the Council’s Treasury Advisors, Link.

Bank Account Management

41. Bank accounts for the Council and wholly owned companies are with the same banker. Accounts have a grouping arrangement in place which means that overall there are limits of a net overdraft of £100k and aggregate overdraft balances cannot exceed £5 million.
42. The daily treasury function aims to keep net overnight balances as close to zero as possible to maximise the level of funds invested and balances between accounts are managed by making temporary cash transfers between the entities.
43. Interest is paid / charged based on the true balance (i.e. excluding any temporary cash transfers). Overdrawn balances are charged at a rate based on PWLB 1 year borrowing rates plus a supplement to account for arms-length transfer pricing; interest is paid at the average interest earned on investments (excluding the pooled funds).

Borrowing and Debt

44. Under the Prudential Code, individual authorities are responsible for deciding their level of borrowing. The system is designed to allow authorities with an affordable borrowing requirement, to borrow in order to pay for capital investment. The arrangements also facilitate ‘invest to save’ schemes where they are affordable, prudent and sustainable.
45. In the Prudential Code guidance, CIPFA has defined the Council’s investments in Property Funds and Multi Asset Funds as “Commercial Investments”. It then goes on to say “Authorities with existing commercial investments (including property) are not required by this Code to sell these investments. Such authorities may carry out prudent active management and rebalancing of their portfolios. However, authorities that have an expected need to borrow should

review options for exiting their financial investments for commercial purposes and summarise the review in their annual treasury management or investment strategies.” Accordingly the Council’s Chief Financial Officer has considered these investments and does not believe that divesting from them is prudent or appropriate given the current economic climate and also does not consider that divestment is in the best interest of the Council or its Medium Term Financial Plan at this time.

46. The parameters for determining the level of prudential borrowing are:
- A balanced revenue budget that includes the revenue consequences of any capital financing i.e. interest, debt repayment and running costs of any new project; and
 - That the impact of the Authorised Borrowing Limit on Council Tax or council rents is reasonable.
47. The Council’s draft Capital Programme for 2023/24 to 2026/27, which appears elsewhere on the Agenda; includes the £481.6 million expenditure which is currently planned to be financed by borrowing of which £317.2 million relates to the Housing Revenue Account.
48. The Council Chief Financial Officer (the Section 151 officer) has delegated authority to determine the need for external borrowing taking into account prevailing interest rates and associated risks. Borrowing may be undertaken to fund the approved Capital Programme or to fund future debt maturities and a combination of long-term and short-term fixed and variable rate borrowing may be considered which may include borrowing in advance of future years’ requirements. In using the delegated authority, the S151 Officer will take into account the following factors:
- The on-going revenue liabilities created, and the implications for the future plans and budgets;
 - The economic and market factors that might influence the manner and timing of any decision to borrow;
 - The pros and cons of alternative forms of funding including internal borrowing; and
 - The impact of borrowing in advance on cash balances and the consequent increase in counterparty risk.
49. Council officers, in conjunction with the Council’s treasury advisors, Link Group, monitor prevailing interest rates and market forecasts, thereby allowing the Council to respond to any changes that may impact on the timing and manner of borrowing decisions, to ensure these are optimised.
50. The Council currently has £198.5m of external debt held at fixed rates with varying maturity terms up to 2057. This debt relates to the Council’s housing stock within its HRA. The first repayment, of £20 million, was made at the end of 2020/21. Debt to the same value was taken out in order to replace the debt repaid. The first repayment of the remaining existing debt, in the sum of £20 million, will now take place in 2025-26 and it is currently expected that this will be refinanced.

51. The Council's Capital Financing Requirement (CFR) is an indication of the Council's underlying need to borrow to fund its capital investments; this borrowing can be undertaken internally using available resources or externally by borrowing from a reputable institution or the Public Works Loans Board (PWLB). The estimated level of CFR for each year can be found in the Prudential Indicators in Appendix 2.

Borrowing Strategy 2023/24

52. The Council had £60.4 million internal borrowing as at 1st April 2022. This means that the capital borrowing need (the Capital Financing Requirement), has not been fully funded with loan debt since cash supporting the Council's reserves, balances and cash flow has been used as a temporary funding source. This strategy is prudent as investment returns are low and counterparty risk is still an issue that needs to be considered.
53. The Head of Financial Services will continue to monitor interest rates and take a pragmatic approach to changing circumstances. Due to the risks within the economic forecast, and the increased fluctuations in cashflow being experienced, caution will be adopted with the 2022/23 treasury operations, although the decrease in PWLB rates has made the PWLB more competitive than other sources of borrowing again. Additionally the Council will consider carefully when to take out borrowing, balancing the need for cash to fund capital expenditure and the cost of borrowing.:
- If it is considered that there is a likelihood of a significant fall in long and short term rates (e.g. due to a marked increase of risks in respect of recession or deflation), then long term borrowing will be postponed, and potential rescheduling from fixed rate funding into short term borrowing will be considered.
 - Alternatively, if it is felt that there is a significant risk of a sharp increase in long and short term rates than currently forecast, then external borrowing is likely to be taken earlier.

Borrowing in Advance of Need

54. The Council will not borrow more than or in advance of its needs purely in order to profit from the investment of the extra sums borrowed. Any decision to borrow in advance will be within forward approved Capital Financing Requirement estimates, and will be considered carefully to ensure that value for money can be demonstrated and that the Council can ensure the security of such funds. Prior to borrowing in advance the risks and benefits of undertaking the borrowing will be considered. Actual borrowing will be subsequently reported through either the mid-year performance report or annual report as appropriate. Due to the amount of prudential borrowing in the Capital Programme, the potential benefits of earlier borrowing will be closely monitored.

Minimum Revenue Provision (MRP) Statement 2023/24

55. Prudential borrowing increases the Council's Capital Financing Requirement (CFR) or underlying need to borrow. Whether the Council actually borrows externally to finance capital expenditure is a treasury management decision which is not directly linked to the capital financing decision. In practice, the

Council is likely to use a combination of internal and external borrowing in the medium term to fund the Capital Programme. The amount of external borrowing undertaken will depend on the borrowing requirement compared to the projected level of cash balances. The Council is required to make a prudent charge to its revenue account for borrowing, whether that borrowing is financed internally or externally. This charge is known as the Minimum Revenue Provision (MRP) and reflects the repayment cost of principal borrowed.

56. Regulations require the Council to approve an MRP policy on an annual basis and to calculate in each financial year an amount of MRP that it considers to be prudent. In doing this, the Council has to pay regard to governmental statutory guidance on MRP. MRP is not charged until the financial year after the expenditure has been incurred and the asset being financed has become operational.

57. It is recommended that these MRP methodologies continue to be adopted for 2023/24, noting that these are likely to change for 2024/25 when there will be a change in regulations:

- a) For borrowing incurred before 1 April 2008 the practice of making a 4% annual charge on the reducing balance, outlined in the former Department for Communities and Local Government (DCLG) regulations, will apply.
- b) For borrowing that relates to the assets transferred from the Housing Revenue Account (HRA) to the General Fund (GF), MRP will be based on the estimated useful life of the assets, taking into account the number of years the assets have been in existence, and previous funding allocated to them.
- c) There will be no annual MRP charge made for the following items where they are deemed to be capital under s25(b) / s25(d) of The Local Authorities Capital Finance and Accounting (England) Regulations 2003 and where it is anticipated the investment will be repaid in full:
 - i. The Council's investments in a Directly Managed Property Fund;
 - ii. Loans to other organisations, such as a company in which the Council has an interest;
 - iii. Treasury management investments undertaken in accordance with section 12 of the Local Government Act 2003;
 - iv. Borrowing related to capital expenditure incurred on assets which are to be leased to one of the Council's companies; and
 - v. Other borrowing related to expenditure where it is anticipated the investment will be repaid in full.

The repayment to the Council for these will be a capital receipt of which the Council will set aside the amount for which borrowing was used in order to repay that borrowing. Each item where there is no annual MRP charge will be reviewed on at least an annual basis and if there is a likelihood of capital loss, a prudent MRP provision will then be made. Although this aspect of the policy is still considered to be prudent it is this element that the Government is looking to make changes to which could require an annual MRP charge regardless of whether loan agreements are in place to repay the loans.

- d) For all borrowing incurred after 1 April 2008 relating to expenditure other than that which is covered in c) above, the MRP will be charged using the Asset Life Method. The default methodology under this option is that MRP will be based on the estimated life of the asset and will be charged to the revenue account in equal instalments over the life of the asset. Where the Head of Financial Services, in their capacity of section 151 officer, is comfortable that the asset or the income arising from that asset is appreciating over time, MRP will be based on an annuity charge over the estimated life of the asset. Applying the annuity method results in an annual charge to revenue which takes account of the time value of money. The charges made through the annuity method thus results in a consistent charge over an asset's life, taking into account the real value of the annual charges when they fall due.
- e) For finance leases the council will charge MRP to its General Fund each year dependant on the life of the underlying asset.

Annual Investment Strategy 2023/24

58. This Treasury Management Strategy and the Annual Investment Strategy deals solely with treasury management investments; the categories of service delivery and commercial investments are addressed as part of the Capital Strategy report and appendix and also appear within the prudential indicators set out in appendix 2 to this report.

Management of Risk

59. The Department for Levelling Up, Housing and Communities (DLUHC) and CIPFA have extended the meaning of 'investments' to include both financial and non-financial investments. This report deals solely with financial investments, (as managed by the Council's treasury management team). Non-financial investments, essentially the purchase of income yielding assets, are covered in the Capital Strategy which is presented in a separate report.
60. The Council's investment policy has regard to the following: -
 - DLUHC's (then MHCLG) Guidance on Local Government Investments ("the Guidance")
 - CIPFA Treasury Management in Public Services Code of Practice and Cross Sectoral Guidance Notes 2021 ("the Code")
 - CIPFA Prudential Code for Capital Finance 2021
 - Prudential Code for Capital Finance Guidance Notes 2021
 The Council's investment priorities will be security first, portfolio liquidity second and then yield (return).
61. The guidance from DLUHC and CIPFA place a high priority on the management of risk. This authority has adopted a prudent approach to managing risk and defines its risk appetite by the following means: -
 - a) Minimum acceptable **credit criteria** are applied in order to generate a list of highly creditworthy counterparties. This also enables diversification and thus avoidance of concentration risk. The key ratings used to monitor counterparties are the short term and long-term ratings.

- b) **Other information:** ratings will not be the sole determinant of the quality of an institution; it is important to continually assess and monitor the financial sector on both a micro and macro basis and in relation to the economic and political environments in which institutions operate. The assessment will also take account of information that reflects the opinion of the markets. To achieve this consideration the Council will engage with its advisors to maintain a monitor on market pricing such as “**credit default swaps**” and overlay that information on top of the credit ratings.
- c) **Other information sources** used will include the financial press, share price and other such information pertaining to the banking sector in order to establish the most robust scrutiny process on the suitability of potential investment counterparties.
- d) This authority has defined the list of **types of investment instruments** that the treasury management team are authorised to use. There are two lists in Appendix 1 under the categories of ‘specified’ and ‘non-specified’ investments.
 - **Specified investments** are those with a high level of credit quality and subject to a maturity limit of one year.
 - **Non-specified investments** are those with less high credit quality, may be for periods in excess of one year, and/or are more complex instruments which require greater consideration by members and officers before being authorised for use.

62. As a result of the change in accounting standards for 2018/19 under IFRS 9, the Council will consider the implications of investment instruments which could result in an adverse movement in the value of the amount invested and resultant charges at the end of the year to the General Fund. In November 2018, MHCLG concluded a consultation for a temporary override to allow English local authorities time to adjust their portfolio of all pooled investments by announcing a statutory override to delay implementation of IFRS 9 for five years commencing from 1st April 2018. Even were this over-ride removed now, this would not give cause for concern since the value of investments is higher than the original balance sheet value, although it is worth noting this may not always be the case.

Investment Levels and Interest Rates

- 63. The average value of the Council’s investments during the calendar year to 31st December 2022 was £107.7 million. The actual daily value fluctuated between £79.5 million and £135.0 million. For the previous calendar year, average balances were £101.2 million and daily values ranged from £77.6 million to £128.8 million.
- 64. At 31st March 2022 the Bank of England (BOE) base rate was 0.75% and there have been steady increases throughout 2022 leaving the current base rate at 3.5%. The base rate is forecast to peak at 4.5% in mid 2023. The Council aims to achieve 0.2% above base rate on its investments over the course of a year.

Investment Durations

65. Most existing investment deal terms are for 6 months or 364 days. Investments are made in accordance with the Council's Treasury Management Strategy such that returns are balanced against security of investment and liquidity of cash to ensure funding of day to day cash flows and yield. Consequently, procedures are in place to determine the maximum periods that funds may be invested for, as well as the nature of those investments. The Council works to achieve the optimum rate of return on its investments commensurate with proper levels of security and liquidity.

Creditworthiness

66. Investment instruments identified for use are listed in Appendix 1 under the Specified and Non-specified investment categories. Counterparty limits are set in accordance with the Council's Treasury Management Practices (TMPs).

67. The Council utilises the creditworthiness services provided by Link Group. The model combines the credit ratings, credit watches and credit outlooks provided by the credit rating agencies - Fitch, Moody's and Standard and Poor's in a weighted scoring system which is then combined with an overlay of Credit Default Swap (CDS) spreads and sovereign ratings. The end product is a series of colour coded bands which indicate the relative creditworthiness of counterparties. These colour codes are used by the Council to determine the duration of investments.

68. The Council is alerted to changes to ratings by Link Group's creditworthiness service and takes the following action in respect of updates:

- If a downgrade results in the counterparty/investment scheme no longer meeting the Council's minimum criteria, it is withdrawn immediately from further use.
- If a counterparty's credit rating is placed on negative watch or negative outlook, officers carry out a review to determine whether the institution is still worthy of inclusion on the counterparty list. If there is any doubt, the counterparty is temporarily suspended pending the credit rating agency's full review.

69. As part of the creditworthiness methodology a minimum sovereign rating equal to the UK sovereign rating from Fitch (or equivalent from other agencies if Fitch does not provide one) has been determined.

70. In addition to the recommendations from Link Group, the S151 Officer and the Council's Treasury Management Team have agreed to limit the amounts invested with any one country (excluding the UK) or sector as follows:

- No more than 20% of the previous year's average investment balance (to 31st December) with any one counterparty or group or £15 million, whichever is the greater
- Maximum of 10% of total investments to be with institutions in other countries that meet the required criteria.

71. To ensure that the Investment Strategy is not breached and to also be aware of any new opportunities, the Council's counterparty list is reviewed on a daily basis

taking into account market information and changes to the methodology used. The list is maintained by the Treasury Management Team, and reported to the S151 Officer on a regular basis.

72. The Investment Strategy provides delegated authority for the S151 Officer to determine the most appropriate form of investment dependant on prevailing interest rates and counterparty risk at the time.

Specified and Non-Specified investments

73. In approving the Investment Strategy, Members are approving the types of investments the Council can undertake. Investments are classified as either Specified or Non-specified and are shown in more detail in Appendix 1.
74. The Investment Strategy defines a Specified Investment as one that is in sterling, no more than one year in duration or, if in excess of one year can be repaid earlier on request and with counterparties that meet the Council's credit rating criteria. Additionally, once the duration of a Non-specified Investment falls below 365 days, it also falls into the Specified Investment category.
75. Non-specified investments are any other type of investment including pooled investment funds. Whilst generally these investments will earn a higher rate of return they are inherently more risky in nature and therefore limited to either a maximum of 30% (currently £35.9 million) of the previous full year's average monthly investment balance to 31st December, or £30 million, whichever is the greater. The Council currently has £10 million of property investments; £7 million with Lothbury property fund and £3 million with CCLA Investment Management Ltd property fund. A further investment of £10 million has been placed split equally between Fidelity and Artemis multi asset funds.
76. Investments may be arranged in advance and there has been a significant rise in "forward deals" in recent times. Trades arranged up to four weeks in advance of the start date are still classified as Specified Investments provided the duration of the investment from the start date to the maturity is no longer than 364 days. Trade dates are factored into the duration of the investment if arranged more than four weeks in advance because there is an increased risk due to funds being contractually committed.

Ethical Investment Policy

77. The Council adopted an Ethical Investment Policy in 2015/16. No changes are proposed to the policy which is set out below:

The Council will not knowingly invest directly in businesses whose activities and practices pose a risk of serious harm to individuals or groups, or whose activities are inconsistent with the Council's mission and values. This would include, inter alia, avoiding direct investment in institutions with material links to:

- a. Human rights abuse (e.g. child labour, political oppression)
- b. Environmentally harmful activities (e.g. pollutants, destruction of habitat, fossil fuels)
- c. Socially harmful activities (e.g. tobacco, gambling)

There is an Environmental, Social and Governance (ESG) Policy attached at Appendix 3. This will be refined over time as more consistent metrics are developed but it is an important step in raising the consideration of ESG matters, informing investment decisions and offering appropriate challenge where there is room for improvement.

Prudential Indicators

78. The Council is required to set out a number of indicators, relating to the affordability and prudence of its Treasury Strategy. These indicators are detailed in Appendix 2 for the period 2022/23 – 2026/27, and will be monitored and reported on an annual basis.

Other implications

79. Environmental Impact –the inclusion of the Ethical Investment Policy, ensures that, through the Council's treasury management investments, the Council will not knowingly, directly invest in businesses that undertake harmful environmental activities. In addition, environmental measures are covered in our Environmental, Social and Governance policy in Appendix 3.

Financial implications

80. All financial issues are addressed in the body and appendices of the report. The Council's assumptions for net investment interest for the General Fund for 2023/24 to 2026/27 are as follows:

	2023/24 £000's	2024/25 £000's	2025/26 £000's	2026/27 £000's
Interest Payable	11,148	15,949	18,445	21,731
Interest from companies on borrowing	-4,002	-5,325	-6,545	-8,058
Transfer from HRA	-10,745	-14,142	-15,814	-18,501
Treasury management investment interest	-1,793	-1,674	-1,622	-1,611
Net investment interest	-5,392	-5,192	-5,536	-6,439

81. This includes the cost of borrowing, interest from companies and interest from external investments.

Legal issues

82. This report fulfils four key requirements:

- The reporting of the Prudential Indicators setting out the Council's expected capital activities (as required by the CIPFA Prudential Code for Capital Finance in Local Authorities).
- Agreeing the Council's Minimum Revenue Provision (MRP) Policy, which sets out how the Council will pay for capital assets through revenue each year.
- Agreeing the Treasury Management Strategy, which links day to day Treasury Management to the Capital Programme and the Treasury Management Prudential Indicators. The key indicator is the Authorised Limit, the maximum amount of debt the Council could afford in the short term, but which would not be sustainable in the longer term. This is the

Affordable Borrowing limit required by Section 3 of the Local Government Act 2003.

- Agreeing the Annual Investment Strategy, this sets out the Council's criteria for choosing investment counterparties and limiting exposure to the risk of loss.

83. The Local Government Act 2003 and supporting regulations require the Council to have regard to the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice to set prudential and treasury indicators to ensure that the Council's capital investment plans are affordable, prudent and sustainable.

84. The Council's Constitution requires the Treasury Management Strategy to be reported to the Cabinet on an annual basis outlining the expected treasury activity for the forthcoming four years and for it to be approved by a Council meeting.

Level of risk

85. Risks are managed as set out in this report and appendices.

86. The value of property funds is reliant on the value of the property held by the funds and of multi-asset funds on the value of the assets held by those funds. Property and investment asset values can go down as well as up. The Funds that the Council uses are monitored to ensure that they hold an asset portfolio which will mitigate the risk of specific sectors suffering a loss. The regular returns from property funds are from property rentals so as long as the properties remain tenanted there will be a return. The risk of holding property is also affected by the uncertainty over the UK's exit from the EU and changes in markets, especially retail. The regular returns from multi-asset funds are from income returns which are reliant on the earnings of the underlying assets. Increases and decreases in the value of funds now have to be charged to the revenue account, although there is a statutory mitigation from Government that allows these impacts to be reversed out for the next few years. Returns from the funds are around 4% of the original investment value.

Equalities impact

87. The Council has adopted an ethical investment policy to help reduce the environmental, health and wellbeing impacts that could potentially arise from investments. There are no other equalities impacts relating to this report.

Report author	Bill Lewis
Job title	Financial Accounting Manager
Service area or department	Financial Services
Telephone	01865 252607
e-mail	blewis@oxford.gov.uk

Background Papers: None

Treasury Management Practice (TMP) 1 – Credit and Counterparty Risk Management

The Department of Communities and Local Government (CLG) issued Investment Guidance in 2018, and this informs the structure and content of the Council's policy below.

The key intention of the Guidance is to maintain the current requirement for Councils to invest prudently, and that priority is given to security and liquidity before yield. In order to facilitate this objective the guidance requires Councils to have regard to the CIPFA publication *Treasury Management in the Public Services: Code of Practice and Cross-Sectoral Guidance Notes*. This Council has adopted the Code and will apply its principles to all investment activity. In accordance with the Code, the Section 151 Officer has produced Treasury Management Practices (TMPs). This part, TMP 1, covering investment counterparty policy requires approval each year.

Oxford City Council regards a key objective of its treasury management activities to be the security of the principal sums it invests. Accordingly, it will ensure that robust due diligence procedures cover all external investment. The Council will keep under review the sensitivity of its treasury assets and liabilities to inflation, and will seek to manage the risk in the context of the whole organisation's inflation exposure.

Investments that are not part of treasury management activity

The following principles are required to be adopted as part of the Council's TMP1 in accordance with the Treasury Management Code of Practice 2017:

- The Council recognises that investment in other financial assets and property primarily for financial return and not treasury management purposes requires careful management and monitoring. Such activity includes loans supporting service outcomes, investments in subsidiaries, and investment property portfolios.
- The Council has ensured that all of its non treasury investments are covered in its Capital Strategy, and has set out, where relevant, the Council's risk appetite and specific policies and arrangements for non-treasury investments. It is recognised that the risk appetite for these activities may differ from that for treasury management.
- The Council has compiled information setting out a summary of existing material investments, subsidiaries, joint ventures and liabilities including financial guarantees and the Council's associated risk exposure. These are included in the Capital Strategy in the relevant section.

Environmental, Social and Governance (ESG) Considerations

These are included within Appendix 3 and shall be considered alongside and forms part of the restrictions included in this Treasury Management Strategy.

Annual Investment Strategy - The key requirements of both the Code and the investment guidance are that Councils set an annual Investment Strategy, as part of their Treasury Strategy for the following year, covering the identification and approval of the following:

- The guidelines for choosing and placing investments, particularly non-specified investments.
- The principles to be used to determine the maximum periods for which funds can be committed.
- Specified investments the Council will use.
- Non-specified investments the Council will use, clarifying the greater risk implications, and the overall amount of various categories that can be held at any time.

Maturity periods are defined as the remaining length of an investment period. Arranging a deal in advance by up to four weeks is not considered to add to the duration of the investment.

In addition to the investments identified below as Specified and Non-specified investments, the Council may provide loans to a company in which it has an interest. These loans are outside the limits specified in the tables below and may be matched by equivalent external borrowing. The loans will then be given at a rate that at least covers the Council's costs and that is compliant with State Aid requirements.

Specified Investments – These investments are sterling investments that would not be defined as capital expenditure and don't exceed a maturity period of one year, or where the maturity period is longer, the Council has the right to be repaid within twelve months if it wishes. These are considered low risk assets where the possibility of loss of principal or investment income is small. They include investments with:

1. The UK Government (such as the Debt Management Account deposit facility, UK Treasury Bills or Gilts with less than one year to maturity).
2. Supranational bonds of less than one year's duration.
3. A Local Authority, Parish Council, Community Council, Fire or Police Authority
4. Pooled investment vehicles that have been awarded a high credit rating by a credit rating agency, e.g. money market funds, rated AA by Standard and Poor's, Moody's or Fitch rating agencies.
5. A body that is considered of a high credit quality (such as a bank or building society) meeting the minimum 'high' quality criteria where applicable.

Trades arranged up to four weeks in advance of the start date are still classified as Specified Investments provided the duration of the investment from the start date to the maturity is no longer than 364 days. Trade dates are factored into the duration of the investment if arranged more than four weeks in advance because there is an increased risk due to funds being contractually committed. Where the date of trade is reached and the interest rate is market equivalent or better, these forward deals will be considered as being specified investments from that point.

Additionally, and in accordance with the Code, the Council has set duration and value limits as follows:

Specified Investments - Limits on value and period

	Minimum credit criteria/colour banding	Max % of total investments / £ limit per institution	Max maturity period
Debt Management Office – UK Government	Not applicable	100%	364 days
UK Government Gilts	UK Sovereign rating	20%	364 days
UK Government Treasury Bills	UK Sovereign rating	20%	364 days
Bonds issued by multilateral development banks	UK Sovereign rating	20%	6 months
Money Market Funds	AA	£25m	Liquid
Local Authorities, Fire and Police Authorities		20%	364 days
Term deposits with banks and rated building societies	Blue Orange Red Green	£15m or 20% of total investments whichever is the greater	Up to 1 year Up to 1 year Up to 6 Months Up to 100 days
Certificate of Deposit or corporate bonds with banks and building societies	Blue Orange Red Green	£10m or 20% of total investments whichever is the greater	Up to 1 year Up to 1 year Up to 6 Months Up to 100 days
Enhanced Cash funds		20%	6 months
Corporate bond funds		20%	6 months
Gilt Funds	UK sovereign rating	20%	6 months

The colour ratings above for the Term Deposits with banks and rated building societies and Certificates of Deposit or Corporate Bonds with banks and building societies link the durations in the right hand column to colour coding used in Link Asset Services's Credit List i.e. blue and orange coloured institutions recommend investments of up to a year according to the Link Asset Services Credit List

Non-Specified Investments – Non-specified investments are any other type of investment not defined as Specified. The identification and rationale supporting the selection of these other investments and the maximum limits to be applied are set out below. Overall Non-specified investments (excluding loans to a company in which the Council has an interest) will not exceed more than 30% of the previous calendar year's total investment portfolio or £30 million, whichever is the greater. The level of investment in a particular counterparty will be measured based on the amount of the initial investment. Non specified Investments would include any sterling investments with:

Non-Specified Investments - Limits on value and period

	Minimum Credit Criteria	Max % of total investments/£ limit per institution	Max maturity period
Local Authorities, Fire and Police Authorities		15% of total investments	Up to 2 years
Fixed term deposits with variable rate and variable maturities	Orange	15% of total investments	Up to 1 year
Fixed term deposits with variable rate and variable maturities	Yellow Purple	£10m or 20% of total investments	Up to 5 years Up to 2 years
Commercial paper issuance covered by a specific UK Government (explicit) guarantee		10% of total investments	Up to 1 year
Fixed term deposits with unrated Building Societies	Asset Base over £9bn	£3m – 20% of total investments	100 days
Commercial paper other		15% of total investments	Up to 1 year
Corporate and other bonds		15% of total investments	Medium to long term
Other debt issuance by UK banks covered by UK Government (explicit) guarantee		15% of total investments	Up to 1 year
Floating rate notes		15% of total investments	Up to 1 year
Pooled Investment funds		25% of total investments or £25 million, whichever is the greater	Medium to long term

The colour ratings above for the Term Deposits with banks and rated building societies and Certificates of Deposit or Corporate Bonds with banks and building societies link the durations in the right hand column to colour coding used in Link Asset Services's Credit List i.e. investments with yellow coloured institutions are recommended for upto 60 months (5 years) according to the Link Asset Services Credit List.

The durational bands adopted in detail are:

- Yellow 5 years *
- Dark pink 5 years for Ultra-Short Dated Bond Funds with a credit score of 1.25
- Light pink 5 years for Ultra-Short Dated Bond Funds with a credit score of 1.5
- Purple 2 years
- Blue 1 year (only applies to nationalised or semi nationalised UK Banks)
- Orange 1 year
- Red 6 months
- Green 100 days
- No colour not to be used

The Link Asset Services' creditworthiness service uses a wider array of information other than just primary ratings. Furthermore, by using a risk weighted scoring system, it does not give undue preponderance to just one agency's ratings.

Typically the minimum credit ratings criteria the Council use will be a Short Term rating (Fitch or equivalents) of F1 and a Long Term rating of A-. There may be occasions when the counterparty ratings from one rating agency are marginally lower than these ratings but may still be used. In these instances, consideration will be given to the whole range of ratings available, or other topical market information, to support their use.

UK banks – ring fencing

The largest UK banks, (those with more than £25bn of retail / Small and Medium-sized Enterprise (SME) deposits), are required, by UK law, to separate core retail banking services from their investment and international banking activities by 1st January 2019. This is known as "ring-fencing". Whilst smaller banks with less than £25bn in deposits are exempt, they can choose to opt up. Several banks are very close to the threshold already and so may come into scope in the future regardless.

Ring-fencing is a regulatory initiative created in response to the global financial crisis. It mandates the separation of retail and SME deposits from investment banking, in order to improve the resilience and resolvability of banks by changing their structure. In general, simpler, activities offered from within a ring-fenced bank, (RFB), will be focused on lower risk, day-to-day core transactions, whilst more complex and "riskier" activities are required to be housed in a separate entity, a non-ring-fenced bank, (NRFB). This is intended to ensure that an entity's core activities are not adversely affected by the acts or omissions of other members of its group.

While the structure of the banks included within this process may have changed, the fundamentals of credit assessment have not. The Council will continue to assess the new-formed entities in the same way that it does others and those with sufficiently high ratings, (and any other metrics considered), will be considered for investment purposes.

The Monitoring of Investment Counterparties - The Council receives credit rating information (changes, rating watches and rating outlooks) from Link Asset Services on a weekly basis, and counterparties are checked promptly. On occasion ratings

may be downgraded when an investment has already been made. The criteria used are such that a minor downgrading should not affect the full receipt of the principal and interest. Any counterparty failing to meet the criteria will be removed from the list immediately by the Section 151 Officer, and if required new counterparties which meet the criteria will be added to the list. The Council also monitors counterparties against the limits specified below:

<u>Duration Limits (based on Fitch ratings)</u>		
Long Term Rating	Short Term Rating	
	F1+	F1
AAA	2 years	365 days
AA+	2 years	365 days
AA	2 years	9 months
AA-	2 years	9 months
A+	365 days	9 months
A	9 months	6 months
A-	6 months	3 months

Prudential Indicators

NOTE

Prudential Indicator figures for 2021/22 are based on figures which are still subject to audit.

Definitions

Service Investments

The Prudential Code requires Councils to provide prudential indicators in respect of service investments separate from treasury investments but does not provide a specific definition of what a service investment includes. There is a danger that these could be taken to include all of the activities of the Council. It is important therefore that service investments, for the purposes of the prudential indicators, are strictly defined. For these indicators, service investment the definition used is as follows:

A transaction which is directly involved in or results in the delivery of a service, results in a balance sheet asset and which arises from the use of a loan or provision of funding and that is repayable at some point in the future.

Commercial Investments

In the Prudential Code guidance, CIPFA considers that “an investment that is not a service investment and is of a long-term nature (e.g. equities, commercial properties, long-term bonds, or pooled funds of these investments) is likely to be a ‘commercial investment’ if made by an authority that is a net borrower, because an authority that has a cash need to borrow is unlikely to have surplus cash for long enough to justify such long-term investments.” Therefore, for the purposes of the treasury management strategy and the prudential indicators, the Council’s investments in Property and Multi-Asset Funds are considered to be “Commercial Investments”. It should be noted that holding these investments does not adversely affect the Council being able to borrow from the Public Works Loans Board (PWLb).

Net revenue stream

According to the Prudential Code, estimates for net revenue stream for current and future years should be the local authority’s estimates of the amounts to be met from government grants and local taxpayers, using the equivalent figures from the local authority’s original/revised budget where available. Estimates and actuals should therefore exclude capital grants, contributions and donated assets. Since there are many general grants which are one-off in nature, for the purposes of these indicators only grants which are ongoing over the medium term will be included in these figures.

A. Capital Expenditure Plans

1. The Council's capital expenditure plans are the key driver of treasury management activity. Estimates of capital expenditure for the period 2023/24 to 2026/27 based on the Council's draft Capital Programme are summarised below, along with the figures for the previous year and forecast for the current year, and this forms the first of the prudential indicators. The revenue consequences of associated borrowing and any on-going maintenance costs are accommodated within the Council's revenue budgets.
2. Capital expenditure can be paid for immediately, by applying capital resources such as capital receipts, capital grants, external funding or revenue contributions, but if these resources are insufficient any residual expenditure will be covered by Prudential Borrowing and will add to the Council's borrowing need, or Capital Financing Requirement (CFR).
3. The expenditure is split over three areas:
 - Commercial Investments
 - Service Investments
 - Other General Fund
 - HRA
4. A table showing the overall position and also separate tables for each of the General Fund and Housing Revenue Account are included,
5. Estimates of resources such as capital receipts may be subject to uncertainty i.e. anticipated asset sales may be postponed or reduced due to changes in the property market or planning issues.
6. Elsewhere on the agenda the draft Capital Programme is recommended for approval. The table below summarises the proposed expenditure and how it will be financed. Any shortfall of financing results in a borrowing need.

Table 1:- Capital Expenditure and Financing – Overall

Overall	2021/22 Actuals £000's	2022/23 Forecast £000's	2023/24 Estimate £000's	2024/25 Estimate £000's	2025/26 Estimate £000's	2026/27 Estimate £000's
Commercial investments	0.0	0.0	0.0	0.0	0.0	0.0
Service Investments	8,804.4	18,829.9	46,554.8	14,569.7	34,147.1	12,256.9
Other General Fund	25,060.7	35,786.5	70,465.9	40,440.5	47,109.0	12,669.0
HRA	44,153.6	54,870.8	117,567.5	129,040.7	44,059.0	196,649.2
Total expenditure	78,018.7	109,487.2	234,588.2	184,050.9	125,315.1	221,575.1
Financed by:						
Developer Contributions	645.0	3,264.9	14,029.4	4,104.6	185.0	0.0
Capital Grants	22,293.0	19,355.8	34,276.8	11,991.6	7,858.0	1,291.0
Capital Receipts	11,619.1	20,966.0	27,092.7	25,812.5	43,085.9	11,257.9
Revenue	28,797.6	3,249.4	2,923.2	9,561.2	5,708.3	12,641.0
Major Repairs Reserve	8,200.7	9,499.2	10,392.6	10,414.2	9,829.0	18,830.2
Sub Total	71,555.4	56,335.3	88,714.7	61,884.1	66,666.2	44,020.1
Prudential Borrowing	6,463.3	53,151.9	145,873.5	122,166.8	58,648.9	177,555.0
Total funding	78,018.7	109,487.2	234,588.2	184,050.9	125,315.1	221,575.1

Table 2:- Capital Expenditure and Financing – General Fund

General Fund	2021/22 Actuals £000's	2022/23 Forecast £000's	2023/24 Estimate £000's	2024/25 Estimate £000's	2025/26 Estimate £000's	2026/27 Estimate £000's
Commercial investments	0.0	0.0	0.0	0.0	0.0	0.0
Service Investments	8,804.4	18,829.9	46,554.8	14,569.7	34,147.1	12,256.9
Other General Fund	25,060.7	35,786.5	70,465.9	40,440.5	47,109.0	12,669.0
Total expenditure	33,865.1	54,616.4	117,020.7	55,010.2	81,256.1	24,925.9
Financed by:						
Developer Contributions	645.0	3,264.9	14,029.4	4,104.6	185.0	0.0
Capital Grants	18,643.0	10,383.8	22,233.8	5,118.6	1,200.0	1,200.0
Capital Receipts	8,970.3	16,732.0	15,095.8	14,281.0	18,446.0	10,471.9
Revenue	0.0	1,422.8	2,923.2	1,581.2	2,776.2	455.0
Sub Total	28,258.3	31,803.5	54,282.2	25,085.4	22,607.2	12,126.9
Prudential Borrowing	5,606.8	22,812.9	62,738.5	29,924.8	58,648.9	12,799.0
Total funding	33,865.1	54,616.4	117,020.7	55,010.2	81,256.1	24,925.9

Table 3:- Capital Expenditure and Financing – Housing Revenue Account

Housing Revenue Account	2021/22 Actuals £000's	2022/23 Forecast £000's	2023/24 Estimate £000's	2024/25 Estimate £000's	2025/26 Estimate £000's	2026/27 Estimate £000's
HRA	44,153.6	54,870.8	117,567.5	129,040.7	44,059.0	196,649.2
Total expenditure	44,153.6	54,870.8	117,567.5	129,040.7	44,059.0	196,649.2
Financed by:						
Capital Grants	3,650.0	8,972.0	12,043.0	6,873.0	6,658.0	91.0
Capital Receipts	2,648.8	4,234.0	11,996.8	11,531.5	24,639.9	786.0
Revenue	28,797.6	1,826.6	0.0	7,980.0	2,932.1	12,186.0
Major Repairs Reserve	8,200.7	9,499.2	10,392.6	10,414.2	9,829.0	18,830.2
Sub Total	43,297.1	24,531.8	34,432.4	36,798.7	44,059.0	31,893.2
Prudential Borrowing	856.5	30,339.0	83,135.0	92,242.0	0.0	164,756.0
Total funding	44,153.6	54,870.8	117,567.4	129,040.7	44,059.0	196,649.2

7. The following tables show how much of the overall capital funding need relates to “commercial investments” such as expenditure on purchasing investment properties and how much relates to “service investment” such as loans to companies to fulfil service needs.

Table 4:- Commercial and Service Investments funding need

Commercial investments	2021/22 Actuals	2022/23 Forecast	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
Capital Expenditure (£000's)	0.0	0.0	0.0	0.0	0.0	0.0
Percentage of total financing need	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Service investments	2021/22 Actuals	2022/23 Forecast	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
Capital Expenditure (£000's)	8,804.4	18,829.9	46,554.8	14,569.7	34,147.1	12,256.9
Percentage of total financing need	11.3%	17.2%	19.8%	7.9%	27.2%	5.5%

B. Affordability

8. This indicator represents the estimate of the ratio of interest income to the net revenue stream for the General Fund split by General Investments, Commercial Investments and Service Investments. The indicator is interpreted such that the larger the percentage figure becomes, the more reliant the General Fund is on the interest income.

Table 5:- General Fund ratio of interest income to the net revenue stream

General Fund General Investments	2021/22 Actuals £000's	2022/23 Forecast £000's	2023/24 Estimate £000's	2024/25 Estimate £000's	2025/26 Estimate £000's	2026/27 Estimate £000's
General Investments	-315.62	-1,556.08	-876.38	-760.26	-711.58	-703.91
Revenue stream	-27,443.00	-22,382.43	-24,792.97	-24,093.98	-22,618.15	-23,157.06
Ratio	1.2%	7.0%	3.5%	3.2%	3.1%	3.0%
General Fund Commercial investments	2021/22 Actuals £000's	2022/23 Forecast £000's	2023/24 Estimate £000's	2024/25 Estimate £000's	2025/26 Estimate £000's	2026/27 Estimate £000's
Commercial investments	-722.48	-732.00	-732.00	-732.00	-732.00	-732.00
Revenue stream	-27,443.00	-22,382.43	-24,792.97	-24,093.98	-22,618.15	-23,157.06
Ratio	2.6%	3.3%	3.0%	3.0%	3.2%	3.2%
General Fund Service investments	2021/22 Actuals £000's	2022/23 Forecast £000's	2023/24 Estimate £000's	2024/25 Estimate £000's	2025/26 Estimate £000's	2026/27 Estimate £000's
Service investments	-2,863.61	-2,810.91	-4,187.06	-5,506.16	-6,723.62	-8,232.58
Revenue stream	-27,443.00	-22,382.43	-24,792.97	-24,093.98	-22,618.15	-23,157.06
Ratio	10.4%	12.6%	16.9%	22.9%	29.7%	35.6%

9. This indicator represents the estimate of the ratio of HRA net interest expenditure to the net revenue stream and this indicator is interpreted such that the larger the negative percentage figure becomes, the more HRA resources are used to finance the net debt costs. Note that this includes both investment income and borrowing costs.

Table 6:- HRA Ratio of Financing Costs to Net Revenue Stream

Housing Revenue Account	2021/22 Actuals £000's	2022/23 Forecast £000's	2023/24 Estimate £000's	2024/25 Estimate £000's	2025/26 Estimate £000's	2026/27 Estimate £000's
Item 8 Borrowing interest	7,638.09	8,328.02	10,745.38	14,142.32	15,814.20	18,501.39
Item 8 Investment income	-119.73	-496.00	-578.66	-496.00	-454.66	-440.89
Net financing cost	7,518.36	7,832.02	10,166.72	13,646.32	15,359.54	18,060.50
Revenue stream	-45,913.00	-47,794.49	-51,572.38	-56,746.89	-59,185.83	-63,097.94
Ratio	-16.4%	-16.4%	-19.7%	-24.0%	-26.0%	-28.6%

10. It should be noted that the net cost of borrowing within the HRA increases over the MTFP period from 16.4% of the HRA revenue stream at the end of 2021/22 to an estimated 28.8% at the end of 2026/27. A 40 year HRA business plan is maintained for the HRA which shows that this level of borrowing is affordable. This is closely monitored on an ongoing basis to ensure that the level of HRA debt does not become unaffordable.

11. In addition to the HRA long term business plan being used to ensure long term viability of the HRA, the Council is introducing an interest cover ratio into HRA planning. The business plan and the associated capital plans have been built in order that the target interest cover ratio of 1.25 can be met by 2024/25 and will then be met on an ongoing basis.

C. The Council's Borrowing Need (the Capital Financing Requirement)

12. This prudential indicator relates to the Council's Capital Financing Requirement (CFR). The CFR is simply the total historic outstanding capital expenditure which has not yet been paid for from either revenue or capital resources. It is essentially a measure of the Council's indebtedness and so its underlying borrowing need. Any capital expenditure above in Table 1, which has not immediately been paid for through a revenue or capital resource, will increase the CFR.
13. The CFR does not increase indefinitely, as the minimum revenue provision (MRP), which is a statutory annual revenue charge, reduces the indebtedness broadly in line with each asset's life, and so charges the economic consumption of capital assets as they are used.
14. The table also shows the amount of the CFR which is needed to finance the "commercial investments" and "service investments".

Table 7:- Estimates of capital financing requirement (underlying need to borrow for a capital purpose)

	2021/22 Actuals £000's	2022/23 Forecast £000's	2023/24 Estimate £000's	2024/25 Estimate £000's	2025/26 Estimate £000's	2026/27 Estimate £000's
Commercial investments	0	0	0	0	0	0
Service Investments	46,236	55,002	85,363	91,023	91,953	100,882
Other General Fund	24,347	33,704	54,632	71,500	97,375	98,250
General Fund	70,583	88,706	139,995	162,523	189,328	199,132
HRA	224,725	256,555	339,690	431,932	431,932	596,688
Total CFR	295,308	345,261	479,685	594,455	621,260	795,820
Movement in CFR	5,811	49,953	134,424	114,770	26,805	174,560
Movement in the CFR represented by:						
Net Financing need for the year	5,607	53,152	145,874	122,167	58,649	177,555
Other Adjustments	856	0	0	0	0	0
Repayment of debt	-615	-3,161	-11,285	-6,436	-30,568	-569
Less MRP	-37	-38	-165	-961	-1,276	-2,426
Movement in CFR	5,811	49,953	134,424	114,770	26,805	174,560

D. Core Funds and Expected Investment Balances

15. The application of resources (capital receipts, reserves etc.) to either finance capital expenditure or used on other budget decisions to support the revenue budget will have an ongoing impact on investments unless resources are supplemented each year from new sources (asset sales etc.). Detailed below are estimates of the year-end balances for each resource and anticipated day-to-day cash flow balances.

Table 8:- Core Funds and Expected Investment Balances

Estimated Year End Resources	2021/22 Actuals £000's	2022/23 Forecast £000's	2023/24 Estimate £000's	2024/25 Estimate £000's	2025/26 Estimate £000's	2026/27 Estimate £000's
Fund Balances & Reserves	74,275	74,275	74,275	74,275	74,275	74,275
Capital Receipts & Grants	57,106	40,106	40,106	40,106	40,106	40,106
Provisions	7,536	7,536	7,536	7,536	7,536	7,536
Other	-13,841	-13,841	-13,841	-13,841	-13,841	-13,841
Total Core Funds	125,076	108,076	108,076	108,076	108,076	108,076
Working Capital *	46,977	46,977	46,977	46,977	46,977	46,977
(Under) / Over Borrowing **	-60,780	-114,903	-115,327	-114,097	-113,902	-112,706
Expected Investments ***	111,273	40,150	39,726	40,956	41,151	42,347

* Working capital balances shown are estimated year-end; these will normally be higher mid-year

** Under / Over Borrowing is the difference between the Council's CFR and external borrowing. The Council maximises use of internal balances where possible to reduce borrowing costs. A level of cash resource must be maintained to ensure that cashflow variations during the year can be accommodated.

***This is the level of expected investments at the end of the year; during the year these will often be much higher due to cashflows.

E. External Debt and Treasury Management

16. The Council's forward projections for borrowing are summarised below. This analysis shows the capital financing requirement rather than the underlying need to borrow which includes the credit side of the costs of assets leased by the Council. This credit may need to be included in future if the changes in accounting under IFRS 16 increases the leases figure significantly. The table shows the anticipated external debt against the underlying capital borrowing need, the CFR.

Table 9:- External Debt against Underlying Borrowing Requirement

	2021/22 Actuals £000's	2022/23 Forecast £000's	2023/24 Estimate £000's	2024/25 Estimate £000's	2025/26 Estimate £000's	2026/27 Estimate £000's
Debt at 1st April	234,528	234,528	230,358	364,358	480,358	507,358
Expected Change in Debt	0	-4,170	134,000	116,000	27,000	175,756
Expected Debt at 31 March	234,528	230,358	364,358	480,358	507,358	683,114
CFR	295,308	345,261	479,685	594,455	621,260	795,820
Under / (Over) Borrowing	60,780	114,903	115,327	114,097	113,902	112,706

204 The Council must set an operational boundary which is the limit beyond which external debt is not normally expected to exceed. This will be lower than the CFR where the Council uses internal resources to finance borrowing (i.e. is under borrowed). The authorised limit is a key prudential indicator and represents a control on the maximum level of borrowing. This represents a legal limit beyond which external debt is prohibited, and this limit needs to be set or revised by the full Council. It reflects the level of external debt which, while not desired, could be afforded in the short term, but is not necessarily sustainable in the longer term. This is set here at the level of the CFR to allow for flexibility depending on what happens with borrowing rates and to allow for borrowing in advance where this is supported by the capital plans or the CFR. The authorised limit is the statutory limit determined under section 3 (1) of the Local Government Act 2003. The Government retains an option to control either the total of all councils' plans, or those of a specific council, although this power has not yet been exercised.

Table 10:- Limits to borrowing activity

	2021/22 Actuals £000's	2022/23 Forecast £000's	2023/24 Estimate £000's	2024/25 Estimate £000's	2025/26 Estimate £000's	2026/27 Estimate £000's
Authorised limit	363,894	532,111	815,820	815,820	815,820	815,820
Operational boundary	302,865	365,261	499,685	614,455	641,260	815,820

18. These gross limits are set to reduce the Council's exposure to large fixed rate sums falling due for refinancing, and are required for upper and lower limits. The purpose of this and the following two prudential indicators is to contain the activity of the treasury function within certain limits, thereby managing risk and reducing the impact of an adverse movement in interest rates. This is split between the General Fund and HRA for the maturity structure.

Table 11:- Maturity Structure of Borrowing – General Fund

General Fund	Estimate Upper %	Estimate Lower %
< 12 months	100%	0
12 months up to 2 years	100%	0
2 up to 5 years	100%	0
5 up to 10 years	100%	0
10 up to 20 years	100%	0
20 up to 30 years	100%	0
30 up to 40 years	100%	0
40 years +	100%	0

Table 12:- Maturity Structure of Borrowing – HRA

HRA	Estimate Upper %	Estimate Lower %
< 12 months	20%	0
12 months up to 2 years	40%	0
2 up to 5 years	40%	0
5 up to 10 years	40%	0
10 up to 20 years	80%	0
20 up to 30 years	80%	0
30 up to 40 years	80%	0
40 years +	80%	0

Table 13:- Upper limit on fixed and variable interest rate borrowing and investments

	2021/22 Actuals %	2022/23 Forecast %	2023/24 Estimate %	2024/25 Estimate %	2025/26 Estimate %	2026/27 Estimate %
Upper limit on fixed rate borrowing	100	100	100	100	100	100
Upper limit on fixed rate investments	100	100	100	100	100	100
Upper limit on variable rate borrowing	100	100	100	100	100	100
Upper limit on variable rate investments	100	100	100	100	100	100

19. This following indicator links to the Non Specified investments in Appendix 1

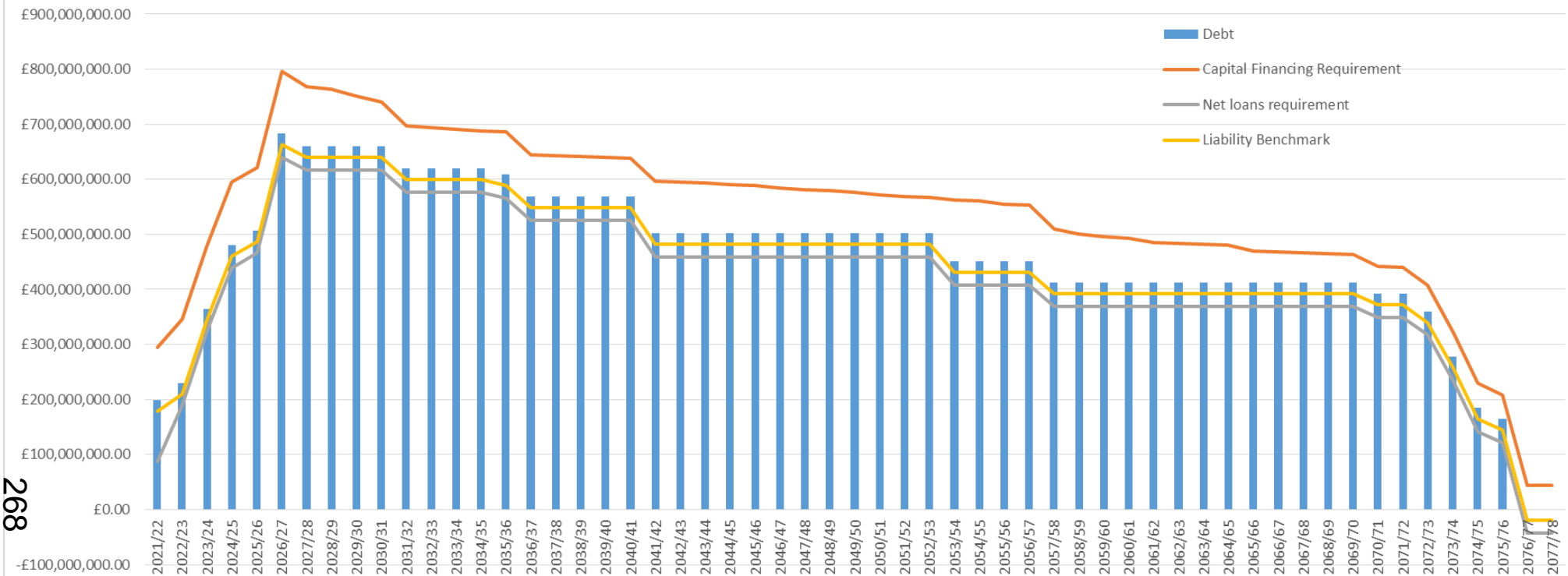
Table 14:- Upper limit for principal sums invested for periods longer than 365 days

	2021/22 Actuals	2022/23 Forecast	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate	2026/27 Estimate
Upper limit for investments for periods longer than 365 days	Higher of £30m and 30%	Higher of £30m and 30%	Higher of £30m and 30%	Higher of £30m and 30%	Higher of £30m and 30%	Higher of £30m and 30%

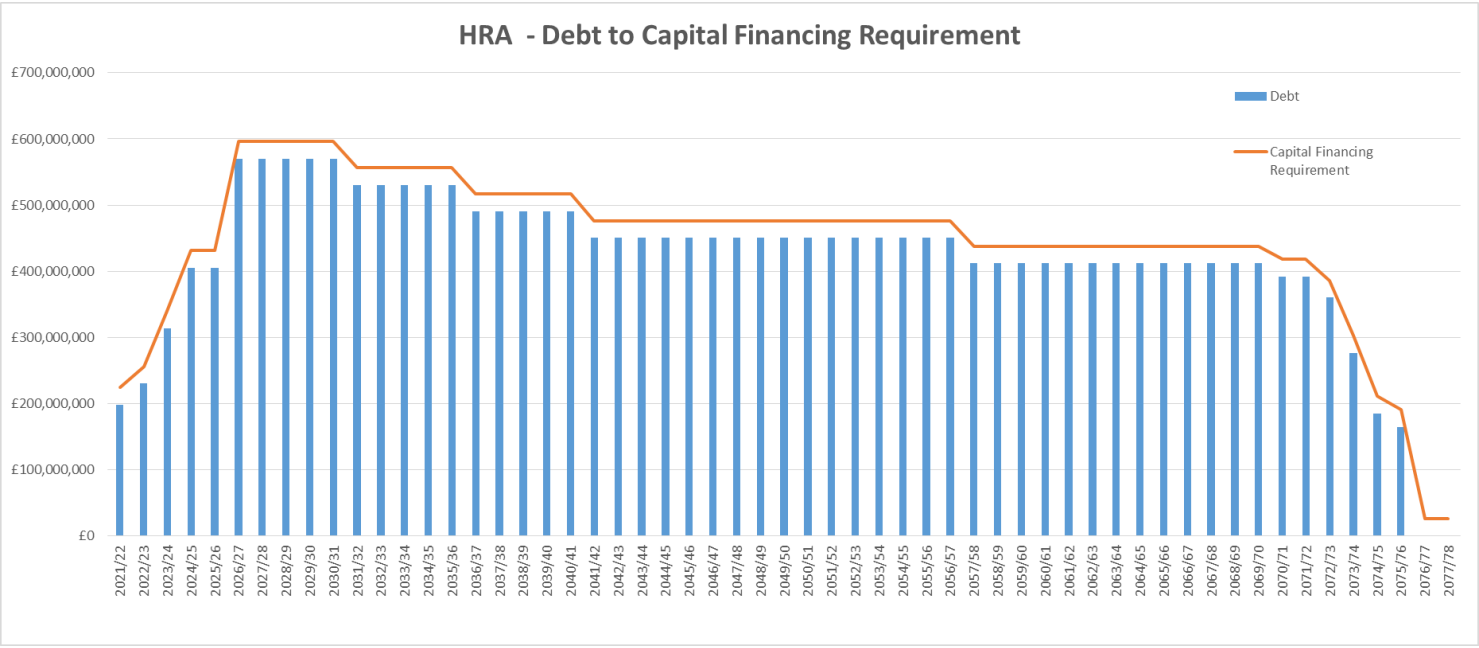
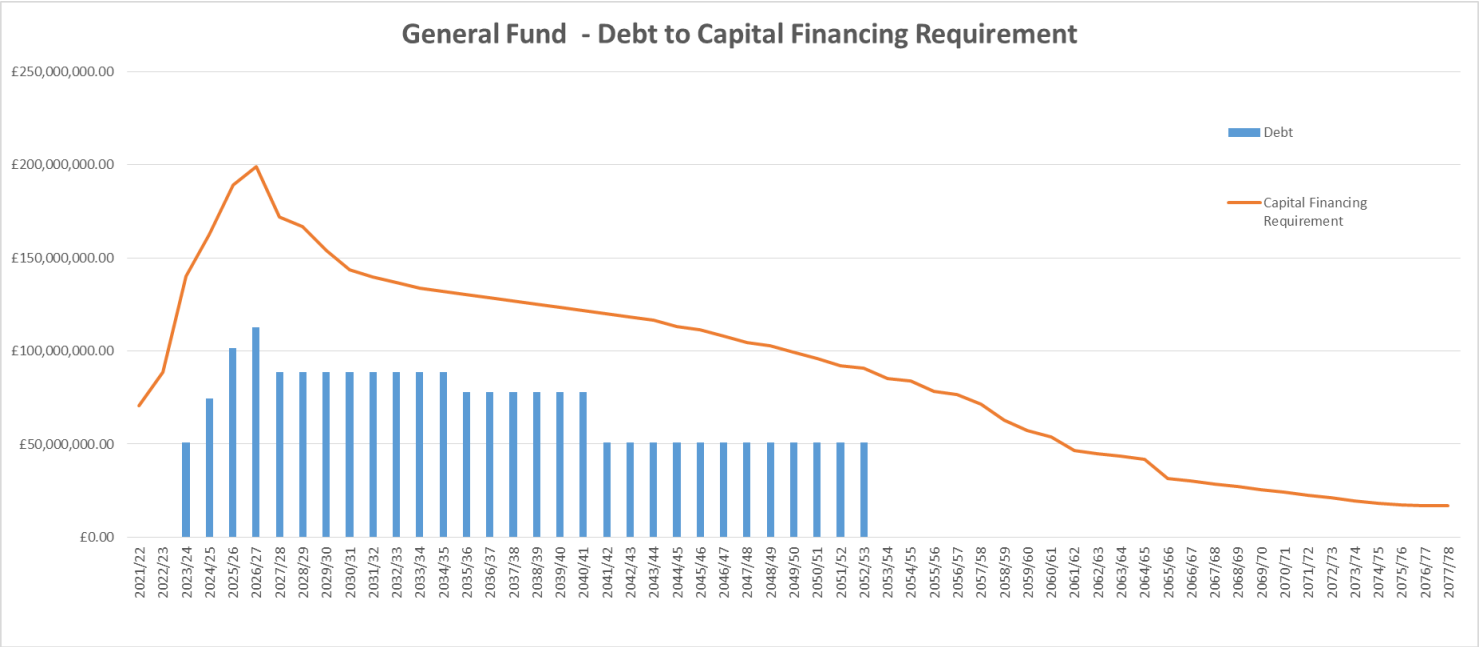
Liability Benchmark

20. The Council is required to provide a comparison of the existing loan portfolio against the committed borrowing needs. This is to provide evidence that it has a strong grasp of both its existing debt maturity profile and how the Minimum Revenue Provision, long term projections of the Capital Financing Requirement and other cash flows affect the future debt requirement. The analysis also includes an assessment of the potential maturity profile of borrowing being planned in the Medium Term Financial Strategy.
21. These graphs assume that the HRA will make a Voluntary Revenue Provision to lower the CFR in line with the redemption of debt.
22. The presentation of the Liability Benchmark is in the form of a chart covering the following four areas:
 - Existing loan debt – current borrowing portfolio (split by loan type as a stacked bar chart if appropriate; the Council has borrowed and is intending to borrow from the Public Works Loans Board and so this aspect is unnecessary at this stage);
 - Loans CFR – this excludes any part of the CFR relating to other long-term liabilities;
 - Net loans requirement – loan debt less treasury management investments at the financial year end and projected into the future based on approved prudential borrowing, planned MRP and any other major cash flow forecast;
 - Liability Benchmark – net loans requirement plus short-term liquidity allowance.

Liability Benchmark



23. The following graphs show the levels of debt compared to the Capital Financing Requirement split between the General Fund and the HRA.



This page is intentionally left blank

Environmental, Social and Governance (ESG) Policy

The Council recognises that Environmental, Social and Governance (ESG) issues, including climate change, can have significant future investment implications, in addition to their role in the Council's wider corporate objectives. The Council therefore seeks to be a responsible investor and consider ESG risks as an important overlay to the investment process, thereby improving future sustainability of investments. Responsible investment principles are at the foundation of the Council's approach to stewardship and underpin the fulfilment of its fiduciary duty to Oxford City's residents.

The principal concern is to invest in the best interests of the citizens of Oxford whilst primarily complying with the core principles of Treasury Management, Security Liquidity and then Yield (SLY). The Council's Treasury advisors are planning on providing some ESG indicators relating to Treasury counterparties and the Council will use these to inform Treasury Management decisions. Additionally the Council requests ESG policies and other information from financial institutions with which it looks to place investments and these too will inform Treasury decisions.

Just because concerns have been registered about a company's performance on ESG issues, does not mean that investments will not be made. This is due to the primary Treasury Management duties of complying with SLY and also in order to achieve a balanced portfolio of investments in line with the counterparty limits and with the specified and non-specified investment limits set out in the Treasury Management Strategy. Where possible, where there are concerns about a firm's ESG, the Council will seek to make changes through active ownership and influencing. Where engagement through active ownership is not seen to be resulting in sufficient progress, the Council will consider divesting. Whatever the ESG rating, the Council will still apply its long standing ethical position:

The Council will not knowingly invest directly in businesses whose activities and practices pose a risk of serious harm to individuals or groups, or whose activities are inconsistent with the Council's mission and values. This would include, inter alia, avoiding direct investment in institutions with material links to:

- a. Human rights abuse (e.g. child labour, political oppression)
- b. Environmentally harmful activities (e.g. pollutants, destruction of habitat, fossil fuels)
- c. Socially harmful activities (e.g. tobacco, gambling)

With some investments, the Council must be a passive investor due to the nature of the investment such as a money market fund. These investments will necessarily include funds with companies of varying ESG quality due to the requirement to hold all securities in the target index or to meet other investment criteria such as the credit quality of the investment type. Investments of this nature must be included in the Council's portfolio due to the need to fulfil other treasury management criteria such as ensuring sufficient cash balances in line with cashflow forecasts. It is important to note that ownership of a security in a company, directly or indirectly, does not signify that Oxford City Council approves of all of the company's practices or its products.

Oxford City Council is open to investing in Social Investments; investments where social impact is delivered alongside financial return, however this must still be in line with the fundamental Treasury Management principles. The Council believes that the goal of social impact is inherently compatible with generating sustainable financial returns by meeting societal needs. Any investments in this area must offer an appropriate risk/return profile.

This page is intentionally left blank

Treasury Management “Scheme of Delegation”

Full Council

- Annual Treasury Management Report and Strategy
- Performance Indicator setting

Cabinet

- Quarterly monitoring (within monitoring report)
- Mid Year Treasury Management Report
- Annual Treasury Management Report and Strategy for recommendation to Full Council

Audit and Governance Committee

- Overall treasury management practices (TMPs)

This page is intentionally left blank

Appendix 5

Risk Register

Treasury Management

As at: 10 January 2023

Ref	Title	Risk description	Risk Opp/ threat	Cause	Consequence	Date Raised	Owner	Gross		Current		Target		Comments	Control description	Controls			
								I	P	I	P	I	P			Due date	Status	Progress	Action Owner
Treasury Management																			
1	Loss of capital investment due to a counterparty collapsing	The Council loses its principal investment or an investment becomes impaired.	T	Counterparty collapses or hits a financial crisis rendering it unable to repay investments.	The Council may lose money or repayment of funds could be significantly delayed which could have an adverse impact on operational funding levels	05/08/16	Bill Lewis	5	3	5	3	5	3		Reducing risk by limiting the use of high risk counterparties. Imposing a maximum investment value on approved counterparties in order to spread and reduce risk. Controls and procedures are in place to ensure investment and durations limits with approved counterparties are not exceeded. Counterparties are also monitored and reviewed on a weekly basis at least, or more regularly if considered necessary to do so.	Ongoing	Ongoing	100%	Bill Lewis
2	Pooled fund investments lose value	The value of the Council's units held in pooled fund investments decreases.	T	Uncertainty in the commercial property market and investment markets following Brexit, Covid and slowdown in general economic activity.	Capital depreciation will decrease the overall value of the investment.	05/08/16	Bill Lewis	4	3	3	3	3	2		The Council receives monthly valuations from the fund managers detailing the indicative redemption value of the individual units. These are reported to the Head of Finance on a monthly basis. The Council has the option to sell its units if there is a concern that the fund value is likely to decrease for a prolonged period.	Ongoing	Ongoing	100%	Bill Lewis
3	Changes in interest rates	Interest rates continue to change affecting investment and borrowing rates.	T	Changing national and global economic conditions resulting in interest rates being higher or lower than anticipated	The Council may not achieve its target level of interest income; the Council may lock in to fixed term investments with the interest rate subsequently rising; or the Council may take out borrowing at higher rates than subsequently achievable.	15/10/22	Bill Lewis	3	4	3	4	3	4		The Council continually monitors base rates and projection of rates from its treasury advisors and general economic data and plans investments accordingly. The same approach is taken for planning borrowing by monitoring forecasts against the different rates of interest offered for different periods and loans are then planned accordingly.	Ongoing	Ongoing	100%	Bill Lewis
4	Fraudulent activity	Potential fraud by staff	T	Fraudulent activity	Loss of money for the Council Disciplinary action for the staff involved	05/08/16	Bill Lewis	3	3	2	1	2	1		Segregation of staff duties, reviewing and monitoring of internal controls to ensure the correct protocol is being followed. Ensuring all insurance policies and the fidelity guarantee are fully up to date.	Ongoing	Ongoing	100%	Bill Lewis
5	Money laundering	Money laundering by external parties	T	External parties pay a transaction by cash and subsequently request a refund	Fine and/or imprisonment	05/08/16	Bill Lewis	4	2	4	1	4	1		Ensuring the money laundering policy is reviewed and up to date. Checking refunds back to source. Raising awareness of this issue amongst staff and reviewing the	Ongoing	Ongoing	100%	Bill Lewis
6	Network failure/Barclays.net being inaccessible	The Council is unable to carry out its daily treasury functions due to a network failure	T	Barclays.net is unavailable or the Council's network has failed	Daily Treasury functions will not be carried out	05/08/16	Bill Lewis	2	3	1	2	1	2		Invoke the business continuity plan to minimise the effects of a network issue.	Ongoing	Ongoing	100%	Bill Lewis
7	Revenue Budgets	Revenue budgets are unable to meet borrowing costs of capital schemes	T	Revenue budgets come under pressure from restricted government funding or non delivery of programmed savings	The Council may not be able to execute some desired projects.	05/08/16	Bill Lewis	3	3	2	2	2	2		Revenue budgets monitored on monthly basis and future year forecasts undertaken. Reserve some capital receipts to cover borrowing costs in the short term. Monthly financial reports and forecasts.	Ongoing	Ongoing	100%	Bill Lewis

8	Lack of suitable counterparties	The Council does not have enough "space" with approved counterparties to place investments/deposit surplus cash balances.	T	Rising cash balances and a restricted counterparty list	Use of counterparties not paying best value rates.	05/08/16	Bill Lewis	3	4	3	3	3	3		The Council continually monitors its approved counterparty listing in conjunction with cash balances. Any potential new investment opportunities are discussed at Treasury Management performance meetings. The Council utilises money market and enhanced cash funds to deposit surplus cash balances in the event of no space with other counterparties and also to ensure there is always cash instantly available in order to meet payment obligations when they fall due. However, there are also limits on the amounts deposited to such funds. The Council has a facility to deposit cash with the Debt Management Office should all other investment options be exhausted.	Ongoing	Ongoing	100%	Bill Lewis
9	Environmental Social and Governance	Inability to place investments	T	Environmental Social and Governance factors not being compatible with the Security Liquidity and Yield principles; limiting counterparties	Inability to find satisfactory counterparties to take all of the investments	10/01/23	Bill Lewis	3	4	3	3	3	3		Environmental Social and Governance factors are being used as an overlay in order to not restrict counterparties. These will be used as a means to select counterparty where there is more than one available.	Ongoing	Ongoing	100%	Bill Lewis
10	Staff Resource	Staff capacity issue	T	Additional CIPFA requirements on treasury management increases pressure on staff; training, additional reporting, etc	Reports not produced to comply fully with the code	10/01/23	Bill Lewis	3	4	3	3	3	3		Reporting will be undertaken at a reasonable level to include reporting on indicators that can be measured during the year.	Ongoing	Ongoing	100%	Bill Lewis

Current Risk Score

This is the risk score at the time that the risk is reviewed. When the risk is first identified it will be the same as the gross risk score. The current risk score is tracked to ensure that progress is being made to manage the risk and reduce the Council's exposure.

Residual Risk Score

This is the risk score after mitigating actions have taken place. The residual risk score shows how effective your action plans are at managing the risk.

To: Cabinet
Date: 8 February 2023
Report of: Executive Director (Development)
Title of Report: **Implementing the Covered Market Masterplan**

Summary and Recommendations	
Purpose of report:	To seek approval to fund and enter into contracts for the detailed design works, planning and construction of major improvements to the Covered Market in line with the recently completed masterplan
Key decision:	Yes
Cabinet Members:	Cllr Susan Brown (Inclusive Economy and Partnerships); Cllr Ed Turner (Finance and Asset Management); Cllr Alex Hollingsworth (Planning and Housing Delivery)
Corporate Priority:	Foster an Inclusive Economy Support thriving communities Pursue a Zero carbon Oxford
Policy Framework:	Council Strategy 2020-2024

Recommendations: That Cabinet resolves to:	
1.	Approve the Covered Market Masterplan and concept proposals;
2.	Delegate authority to the Executive Director (Development), in consultation with the Council's Section 151 Officer, the Head of Law and Governance, and the Cabinet Members for Inclusive Economy and Partnerships, Finance and Asset Management, and Planning and Housing Delivery, to finalise the scope of works, undertake the necessary procurements, and enter into all contracts for the detailed design, construction works, and all associated professional services, for the regeneration of the Covered Market within the agreed budget;
3.	Subject to Council approval of the Budget, to authorise to spend a capital budget of £6.87m starting in 2023-2024, to deliver the project. (The recommendation to Council to create this budget is part of the Budget report, elsewhere on this agenda); and
4.	Approve the payback of previously spent feasibility funding (£167,000) into the feasibility budget.

Appendices	
Appendix 1	Gort Scott Final Feasibility Report for Masterplan and Marcus Beale Architects heritage assessment
Appendix 2	Outline Business Case
Appendix 3	Exempt Appendix 3 – Not for Publication
Appendix 4	Key stakeholder responses and full list of engaged organisations
Appendix 5	Equalities Impact Assessment
Appendix 6	Exempt Appendix 6 – Not for Publication

Introduction and background

1. The Covered Market (“the Market”) has been at the heart of Oxford’s city centre since its foundation in 1774. It has always been in public ownership, with Oxford City Council (“the Council”) the freeholder and operator since the start of the 20th century. Its significance spans heritage, culture, and commerce, as one of only a handful of 18th century covered markets in England which has been continuously trading (bar any enforced pandemic closures).
2. In 2019 the Council identified that several work streams were required in order to ensure the Market could address the challenges it was facing on several fronts and to preserve its status as Oxford’s jewel in the crown well into the future: leasing strategy; activation and animation; marketing; capital works; environmental sustainability; masterplan.
3. A heritage-led “masterplan” was required in order to arrive at a recommended programme of works to improve the business environment and ensure the Market remains fit-for-purpose for many years into the future and continues to provide a unique experience for residents and visitors alike alongside providing a financial return to the Council.

The “Masterplan” project

4. In early 2020, the Council procured a multidisciplinary team to deliver a ‘heritage-led masterplan and outline business case’. This was led by Gort Scott Architects, supported by a team including Marcus Beale Architects (Heritage experts), Max Fordham (Environmental engineers), engineersHRW (Structural engineers), Stockdale (Quantity Surveyors), Caneparo (Transport consultants) and Transition by Design (Local engagement experts) as well as a separate advice on the outline business case provided by Inner Circle Consulting.
5. Early on in the project, the project team agreed a set of six ambitions, which would be used to hold the rest of the project to account – these were also agreed by key stakeholders, including Covered Market Traders:
 - Inclusivity – make an inclusive place in the heart of Oxford that is accessible for all, where everyone can be part of the story of the city.
 - Sustainability – make the Market a model for sustainability and support Oxford’s Zero Emission Zone for current and future Traders.
 - Evolution – support the evolution and long-term success of the Market so it is resilient, lively and purposeful, a place where new approaches are piloted, new businesses are incubated, and which continues to adapt to change.

- Increase footfall – encourage more people to visit the Market and to stay longer when they do, through improving the connections with the surrounding streets and optimising the use of space within the Market.
 - Heritage – reveal the heritage splendour of the Market building and preserve the historic building for future generations of shoppers and Traders.
 - Distinctiveness – strengthen the Market’s distinctiveness with independent, local businesses and dynamic start-ups, and make the offer more relevant to Oxford’s diverse communities.
6. Furthermore, an underlying requirement for this project is that it should result in *deliverable* improvements to the Market. This consistent message has resonated internally, as well as with stakeholders and the general public. There is no interest or utility in a visionary set of proposals which for one or multiple reasons is very unlikely to be achieved in the coming years. The challenge for the project has therefore been to ensure it is transformative enough in order to be worthwhile for everyone who cares about the Market, but also realistic enough that it is likely to be implemented and therefore bring about the positive change everyone wants.
7. The concept Masterplan, which is recommended for approval by Cabinet, is explained in detail in **Appendix 1** (the Gort Scott Final Feasibility Report for Masterplan), which incorporates the latest design adjustments made in November 2022. The overview of the Masterplan proposals is shown on p13 of Appendix 1. It sets out five key moves, which have been developed alongside Traders and other key stakeholders, as the best way to achieve the project objectives within the project’s budget. Prior to the key moves, opening up works and exploratory strip out will be required:
- Key move 1: Market Street Management Strategy – Timed pedestrianisation of Market Street with the implementation of scheduled deliveries
 - Key move 2: Reorganised service yard – Rationalisation of service yard with addition of E-vehicle and electric cargo bike charging. New trader storage and facilities
 - Key move 3: Northern edge – New communal opening onto Market Street, relocated public WCs and new public cycle store
 - Key move 4: Improved entrances – Refurbishment of entrances to High Street & Cornmarket Street
 - Key move 5: Key Supporting works – Essential planned maintenance as well as new flooring, making good of surfaces, redecorating etc.
8. The sections below outline in more detail how the recommendation to proceed with this set of proposals evolved through ongoing engagement and technical work. The final recommended series of works is a refinement, based on ongoing stakeholder engagement, of what is referred to as “Option 3” or “Major Change” in the Outline Business Case section.
9. At this stage the proposals are in concept form and would be subject to detailed design and further cost and viability testing, as well as further consultation, including through the planning pre-application stage. As such, the sign off of the final designs is recommended to be delegated to officers, in consultation with the relevant Cabinet members, as per the recommendations above.

Outline Business Case

10. Inner Circle Consultants were appointed to provide expert external advice on the Outline Business Case (OBC) for the Masterplan. The purpose of the OBC is to set out the case for the proposals in a robust way and supporting the project to move on to an implementation phase subject to decision-making.
11. The OBC is available at **Appendix 2**, with the Financial Case available as **Exempt Appendix 3 – Not for Publication** (confidential due to containing commercially sensitive information). Its executive summary is incorporated in this report in the following paragraphs:

The Strategic Case

12. This section establishes the strategic context and the case for change and is covered in section 2 of **Appendix 2**.
13. The Market is at risk of entering a period of managed decline if the historic building falls into disrepair and fails to cater to the shifting demographics and priorities of its visitors. It also risks declining rental income if it does not keep pace with the needs of current and potential market traders.
14. Based on the commercial agent GCW's advice and internal discussions, it is understood that implementing the leasing strategy adopted in 2021 (most notably evolving the mix of uses, using a wider variety of lease types and extending the opening hours) will improve the vitality of the Covered Market but will not be sufficient without the significant tangible changes to the Market included in the masterplan proposals.
15. Three key moves are required:
 - pedestrianisation of Market Street for as much of the day as possible;
 - improved entrances and wayfinding; and
 - the creation of a new large communal area.

The common goal of these moves is to generate increased footfall and dwell time, improving the vibrancy and vitality of the Market. All other project objectives (heritage, accessibility, environmental sustainability, innovation, distinctiveness) are only possible if the footfall and dwell time at the Covered Market is improved.

16. The masterplan is also consistent with Oxford's Local Plan, Corporate Priorities and will help to deliver the City Centre Action Plan. It will also be a significant step towards preserving the Market's significant historical and heritage value.

The Economic Case

17. This case sets out the options appraisal, which considers four different masterplan options. There is more detail in section 3 of **Appendix 2**.
18. The four options considered are:

1 Do Nothing
2 Do Minimum: Business as Usual <ul style="list-style-type: none">• Implementing the 2021 Leasing Strategy• Undertaking essential repairs and maintenance only
3 Major Change: Masterplan-led works focused on 'key moves' <ul style="list-style-type: none">• Large communal area on Northern edge and relocation of public toilets (requires permanent relocation of 4 Traders)• Signage improvement to Golden Cross and more substantial improvements to High Street entrances• Light touch pedestrianisation experiment

- Northwest corner works that remove no units
- Essential baseline works
- Rationalise service yard and add storage
- Leasing strategy
- Essential planned and preventative maintenance as part of masterplan and then medium Asset Management & Maintenance Plan ongoing

4 Maximum Change: Maximal masterplan-led works

- Large communal area on Northern edge and relocation of public toilets (requires permanent relocation of 4 Traders)
- More substantial works to Golden Cross and High Street entrances
- Full pedestrianisation of Market Street works
- Northwest corner works to remove units and rationalise layout (requires relocation of another 4 Traders)
- Implement capital-focused environmental strategy and remove shopfront encroachments to bring the line of the units back to historic alignments
- Medium or Maximum baseline works, including more substantial interventions throughout the Market at all heights, inside and outside of units
- New build on service yard
- Leasing Strategy
- Major Asset Management & Maintenance Plan

19. The Economic Case describes each option in more detail, outlines the strengths, opportunities, weaknesses and threats for each, before reviewing them against the six project objectives outlined at para 5, as well as the fit with local, regional and national strategies, benefits optimisation, potential achievability and affordability.
20. Given the listed status of the building and its evolving uses over centuries, including the accumulation of different services and materials, any decision about masterplan-led works also needs to consider the right approach to asset management at the same time. Aesthetic and place-making improvements to the Market should be accompanied by more reliable services and a long-term approach to replacement and upgrade, which sustains the heritage asset. The right level of asset management investment is a judgement call, which needs to balance heritage, operational and financial concerns. If too little investment is made in the short-term, then it will merely store up a more major disruptive investment later. Equally, if too much investment is made up front, then the masterplan-led works may be too disruptive and unaffordable.
21. The Project Board has identified that Option 3 / 'Major Change, which focusses on essential works and place-making, best balances the Council's financial considerations, investment objectives and heritage preservation. The option includes a light pedestrianisation experiment on Market Street, a large communal area for seating as well as pop-up stalls on the northern edge of the Market, and wayfinding improvements at building entrances. It also assumes that the leasing strategy adopted in 2021 is implemented well and there is an ongoing commitment to asset management and maintenance.
22. Other options were found to be deficient in different ways:
 - Option 4 represents changes that, while desirable, are also not deliverable due to major issues around finance, ownership and disruption. Some components of Option 4, such as a full pedestrianisation project, could be pursued in the future if the initial pedestrianisation experiment proves successful. Similarly, the environmental strategy and associated works could be pursued if Phase 1 improves the financial outlook of the Market or if more funding becomes available.

- The impacts of pursuing Option 1 (financially, economically, socially and in heritage and cultural terms) would be damaging, realistically termed ‘managed decline’. Therefore, it is discounted as a viable option.
- Option 2 is therefore the only plausible alternative to Option 3 at this stage. It involves a commitment to running the Market well and looking after it, with decreased up-front financial risk. However, it carries a longer-term financial and economic sustainability risk for the Market, as it assumes the Council as Landlord does not implement any strategic or proactive interventions.

The Commercial Case

23. The purpose of the commercial case is to demonstrate that a viable procurement strategy between the public sector and service providers is in place for the preferred option for the improvement works.
24. If some Market Street works are expedited (see **Appendix 1** pages 14-20 and 41-42; and Management Case below for more info), it is expected that Oxford Direct Services Limited will be commissioned as general contractor subject to contract. Whereas, for the main part of the project, due to the range, scale and specialisms of the works required to the Grade II-listed Covered Market itself, the Council will follow its standard procurement route and contract rules.

The Financial Case

25. The purpose of the financial case is to ascertain the affordability and funding requirements of the preferred option. The Financial Case is included in **Exempt Appendix 3 – Not for Publication**, with the key points summarised in the ‘Financial Implications’ section in paragraphs 36-40 of this report.

The Management Case

26. The purpose of the Management Case is to set out how the preferred option will be managed, associated timescales, how benefits will be monitored and achieved, and the risk management approach. There is more detail in section 5 of **Appendix 2**.
27. The management and delivery of this masterplan is recommended to proceed, expediting experimental work relating to Market Street, while works to the main building itself will require more planning, detailed design and more complex statutory permissions before proceeding to implementation. The final decision about whether to take this “twin track” approach should be included early in the next phase of work, following the recommended delegations, guided by advice from both City and County councils.

OBC findings and Recommendations

28. Overall, the OBC generates a recommendation that the “Major Change” option is progressed in order for the Market to remain vibrant and economically viable for many decades into the future. This option best balances the Council’s financial considerations, investment objectives and heritage preservation. The preferred option requires significant short-term investment but pays for itself in the medium term (beyond the Medium Term Financial Strategy) and starts generating a revenue surplus in the cash flow projection. This option is the only masterplan option with a reliably positive financial outlook across the lifespan of the long-term fiscal plan.

Stakeholder Engagement

29. Extensive stakeholder engagement has been undertaken throughout the development of the Masterplan proposals. This is a significant factor justifying the project team’s recommendation to proceed with the latest Masterplan proposals, as

they have been informed by stakeholders, including the Covered Market Traders, adjacent landowners such as the University's colleges, the new Market Street GP surgeries, Oxfordshire County Council and Oxford City Council Transport strategy and Planning officers, Historic England and National Amenity Societies, Oxford Preservation Trust and Oxford Civic Society.

30. There has been broad consensus on the key points throughout the project:
 - In early 2021 – support for the six project ambitions.
 - In late 2021 – support for the principle that “doing nothing is not an option” and that the “three big changes” and supporting works were required for delivering benefits across the Market.
 - In summer / autumn 2022 – support in principle for the Masterplan taken to public consultation including “three big moves” and supporting works, as a deliverable plan for creating the sort of positive changes needed throughout the Market.
31. Different stakeholder groups (and individuals within those groups) clearly had nuanced feedback, areas of potential concern or themes which have required more focused work during the project to date. These are summarised in **Appendix 4** – key stakeholder responses and full list of engaged organisations. Engagement with stakeholders, statutory and otherwise, will continue in the next phase of the project and detail of the proposals may then change accordingly.

Public consultation

32. Public consultation ran from 10 September until 23 October 2022, a period of just over six weeks. There is a full analysis of its conclusion available on request.
33. The in-person and virtual consultation was seeking to gather the widest possible public response.
 - We received 476 responses to our online consultation survey.
 - More than 300 people spoke to officers at one of the public drop-in sessions or at the online event.
 - More than 50 stakeholders, including Covered Market Traders, attended group or individual sessions or filled out the consultation.
 - Historic England, Oxford Preservation Trust, Oxford Civic Society, Cyclox, Brasenose College (on behalf of the retail-owning colleges including All Souls, Corpus Christi, Exeter, Jesus, Lincoln, Oriel and Trinity) shared their views separately over email.
 - Several councillors responded.
34. There was clear support for the masterplan proposals – both at an individual level and when taken together as a holistic plan:
 - 66% of respondents strongly agree or agree that the Covered Market needs all these proposals as part of a single plan (versus 15% who strongly disagree or disagree).
 - The element of the proposals which had the most support was the proposed change to Market Street: 81% of respondents strongly agree or agree that a more pedestrian-friendly area on Market Street will encourage more visitors to the Covered Market.

- There was majority agreement that our proposals deliver against all six of the project ambitions, apart from for sustainability.
- The people responding to the public consultation were primarily regular customers and visitors, and they come for a variety of reasons, although not many from the less engaged or under-represented groups responded.

35. The implications of the public consultation results:

- The officer recommendation to take the masterplan proposals to the next stage of work is supported by the public.
- The next stage of work (detailed design and onwards) should review the detailed comments from the consultation portal and stakeholders, so that more attention can be focused in relevant areas, including: the right mix of activities on Market Street and the communal area; more explanation of the value of improving entrances, toilets and cycle storage; more work on improving the environmental sustainability implications of the proposals.
- The next stage of work, which would include at least one period of statutory public consultation, should endeavour to incorporate the views of a more diverse range of people.

Financial implications

36. The financial implications for the Council are described in **Exempt Appendix 3 – Not for Publication**, the Financial Case of the OBC.

37. The cost plan outlines projected construction costs and preliminaries with inflation and a 20% contingency incorporated. The preferred masterplan option is estimated to cost £5,217,000 with an additional £1,283,000 for essential supportive building maintenance works also included in the overall requested budget allocation, reaching a total capital cost of £6,500,000.

38. The total budget recommended in this paper is more than the construction cost, as there are extra categories included:

MTFP-approved budget allocation	Extra funds expected from S.106 contribution	Repaying feasibility funding	Total
£6,500,000	£200,000	£170,000	£6,870,000

39. If the overall capital budget allocation is approved, then the indicative spend profile in financial years is currently as per below, subject to necessary adjustments in the future phase of works:

Financial year	2023-2024	2024-2025	2025-2026
Capital programme	£670,000	£3,000,000	£3,200,00

40. The Financial Case of the OBC in **Exempt Appendix 3 – Not for Publication**, demonstrates how the borrowing required to deliver the concept proposals set out in the masterplan can be paid back within a satisfactory period of time. Although the Covered Market masterplan works will not generate a cumulative surplus in the short- or medium-term, over the long-term the Market's income will more than offset

the original investment costs. The preferred masterplan option is the only option that provides confidence in eventual payback. When compared to a 'Do Nothing' option the masterplan generates additional revenue for the Market and crucially it ensures that the building remains fit for purpose and generates wider social value without producing long-term costs or loss of revenue for the Council.

Equalities impact

41. Inclusivity has been one of the six guiding ambitions of the project from its inception, as per paragraph 5. The recommended Masterplan proposals have been found to be significantly positive from an accessibility perspective, including for those with protected characteristics. This is shown in the Gort Scott assessment in their final report (page 38 or **Appendix 1**) and in the Equalities Impact Assessment (**Appendix 5**). Engagement in 2021 and 2022 (most notably with the City Council's Inclusive Transport and Movement Focus Group and with the GP surgeries on Market Street) has highlighted a list of issues which would require further attention in the next phase of work.
42. All procurements associated with implementing the masterplan vision will deliver significant supply chain social value, following the November 2022 adoption of a new procurement strategy which places 10% of procurement score weighting on social value.
43. Covered Market Traders have received particular attention through the project process to date. With a dedicated "Trader Charter" in place (more information in **Appendix 4**), ongoing work on the project will seek to improve the overall trading environment in the Market.

Carbon and Environmental Considerations

44. Environmental sustainability has been one of the six guiding ambitions of the project from the start, as shown in paragraph 5. The retention of the historic market is a key benefit of the proposals but in retaining the building's historic fabric there are some sustainability measures that would not be suitable or appropriate. The Gort Scott final report (**Appendix 1**) summarises the extent to which the recommended Masterplan proposals deliver tangible benefits on this theme:

Sustainability objective	Extent to which recommended Masterplan proposals address
Facilitate low- and zero-emission movement to and from the Market	Electric cargo bikes for trader deliveries supported and a rapid charging point for traders' Electric Vehicles Improved & increased public cycle storage Experiment to make Market Street more pedestrian-friendly should increase % and amount of journeys to the Market by walking and cycling
Minimise energy consumption and support passive strategies for heating, cooling and energy use	Improvements to energy use are limited Natural light has been introduced to areas of the market Communal / landlord lighting to be upgraded to LEDs with appropriate controls. Will seek use of alternative funds (e.g. Salix) as necessary

	Consider other improvements in energy efficiency for landlord supplies e.g. basement ventilation system
Low-carbon retrofitting	The masterplan makes use of existing structures with limited new building work
Support a circular economy and sustainable Market ecosystem	Increased emphasis on recycling and more environmentally-friendly waste management encouraged by service yard changes
Introduce more planting and nature	Inclusion of planting in the masterplan with 6 new trees

45. The Council has limited ability to introduce carbon and sustainability improvements to the fabric of the Covered Market, because it is not communally heated or cooled (it is open to the elements) and the vast majority of energy use and heating is the responsibility of Tenants. The Council's 4th Carbon Management Plan (CMP) sets an ambitious carbon reduction target to achieve net zero by 2030 for the Council's estate and operations, including all buildings where the Council pays the energy bill. The CMP also commits to better understand, tackle and measure scope 3 emissions (including carbon emissions resulting from the Covered Market's energy use, where the Council doesn't pay the energy bill and has less direct control) to achieve net zero by 2040. Progress against this commitment will be continued for the duration of the current CMP between now and 2030. The preferred masterplan proposal makes a significant contribution towards more sustainable transport movements on Market Street.
46. Through the feasibility process, some environmental improvements were investigated and then discounted, as they weren't viable financially or because they stepped beyond the Council's sphere of control as landlords. Examples include the improvement of insulation of the Market units, as well as mechanical ways to improve ventilation in the summer and reduce ventilation in the winter. The Council will therefore continue to investigate grant-funding opportunities which may make some of the more expensive environmental improvements possible in a future phase of works beyond the current masterplan proposals. If no further funding is possible the measures outlined above will be an improvement on the current situation and the project brief, the recruitment of consultants, the project team and the overall operating plan for the Market will in any event continue to prioritise environmental sustainability as one of the six project ambitions.

Legal issues

47. Any procurement of goods and services for the purposes of improving the Covered Market will be in accordance with the Council's constitution and procurement procedures complying with The Public Contracts Regulations 2015 for such, including ensuring that best value is achieved.
48. The summary of the Commercial case (at paragraph 24), indicates that the proposal is to use Oxford Direct Services Limited (ODS) to deliver stage 1 of the project – the temporary works to the highway on Market Street. Officers shall be mindful to comply with Part 19.11 of the council's constitution in undertaking the proposed

procurement, as this specifically addresses the rules around commissioning Oxford Direct Services Limited for one-off capital schemes.

49. Officers should also note, provide and publish Key Decisions and/or Executive Decisions with regards to the contract packages to be let out under this proposal.
50. The Council will need to put in place new lease arrangements with tenants who are asked to permanently relocate or whose business is temporarily closed at the request of the landlord.

Level of risk

51. As a capital project relating to a historic market, home to more than 60 businesses, moving from the feasibility to the detailed design and then delivery phase inherently carries risks. The risk register at **Exempt Appendix 7 – Not for Publication** outlines the main risks and their mitigations.

Next steps

52. If Cabinet approves the budget allocation, then the project manager will be responsible for developing and then implementing the plan contained in the Management Case of the OBC (outlined in section 5 of **Appendix 2**), guided by a project board and with the oversight of senior officers through the Development Board processes. It is anticipated that procuring the required consultant team could happen in Q1 of the 2023-24 financial year.
53. The timings for implementation therefore will start to firm up once the consultant team are on board. However, the intention is to begin detailed design and engagement as soon as possible. This is so that, subject to statutory permissions, implementation works could commence in 2023 or 2024 and be staggered and sequenced in the least disruptive way with a view that all masterplan-related works could be completed in 2026.

Conclusion

54. The project team recommends £6.7m additional investment in the Covered Market (as outlined in paragraphs 36-40 and the **Exempt Appendix 3 – Not for Publication**), in order to deliver transformative change which is needed and which will bring benefits to everyone with a stake in the Market. The recommendation to approve and implement the concept masterplan (outlined in paragraph 7 and explained in detail in **Appendix 1**) has been arrived at after more than two years' of technical and engagement work. Resolving the final detailed designs and plans and then implementing the approved changes will require considerable ongoing effort too, from elected members, council officers, Market Traders, local landowners and the consultants and contractors who end up delivering the works, subject to approval of the recommended delegations. However, the work to date has established that the proposed changes will bring about the greatest possible public benefit and will be a significant commitment from the Council to the long-term future of the "jewel in the crown" of Oxford's city centre.

Report author	Ted Maxwell – Regeneration Manager
Service area or department	Regeneration and Economy
Telephone	01865 335704
e-mail	tmaxwell@oxford.gov.uk



Oxford Covered Market Masterplan

Final Feasibility Report

GORT SCOTT

For Oxford City Council, December 2022

Contents

This report sets out the masterplan for Oxford Covered Market at Key Stage 4.

Disclaimer

This proposal has been prepared for Oxford City Council. The contents of this proposal are confidential and shall not be disclosed to any third party without the prior written consent of Gort Scott Limited, and may not be used or relied upon by any other person. No responsibility of liability is accepted towards any other person in respect of the use of this proposal or for reliance on the information contained in this proposal by any other person or for any other purpose. No unauthorised reproduction of this work.

Document Control

Project Name	Oxford Covered Market
Project Code	167
Client	Oxford City Council
Document Title	Final Feasibility Report
File Name	167_Final Feasibility Report_221208
Revision	B
Issue Date	08/12/22
Previous Issues	28/11/12, 25/11/22
Issue Purpose	For Information
Distribution	Oxford City Council
Author	Oliver Carter
Reviewer	Susie Hyden

- 1.0 Introduction, Process and Project Objectives
- 2.0 Analysis of Existing Market
- 3.0 Covered Market Masterplan
 - 3.1 Key Move 1: Market Street Management Strategy
 - 3.2 Key Move 2: Reorganised Service Yard
 - 3.3 Key Move 3: Northern Edge
 - 3.4 Key Move 4: Improved entrances
 - 3.5 Key Move 5: Key supporting works
- 4.0 Review against Project Objectives
- 5.0 Next Steps and Recommendations
- 6.0 Appendix: Heritage Report

Introduction

Covered Market (“the Market”) has been at the heart of Oxford’s city centre since its foundation in 1774. It has always been in public ownership, with Oxford City Council (“the Council”) the freeholder and operator since the start of the 20th century. Its significance spans heritage, culture, and commerce, as one of only a handful of 18th century covered markets in England which has been continuously trading (bar any enforced pandemic closures).

In 2019 the Council identified that several work streams were required in order to ensure the Market could address the challenges it was facing on several fronts and to preserve its status as Oxford’s jewel in the crown well into the future: leasing strategy; activation and animation; marketing; capital works; environmental sustainability; masterplan.

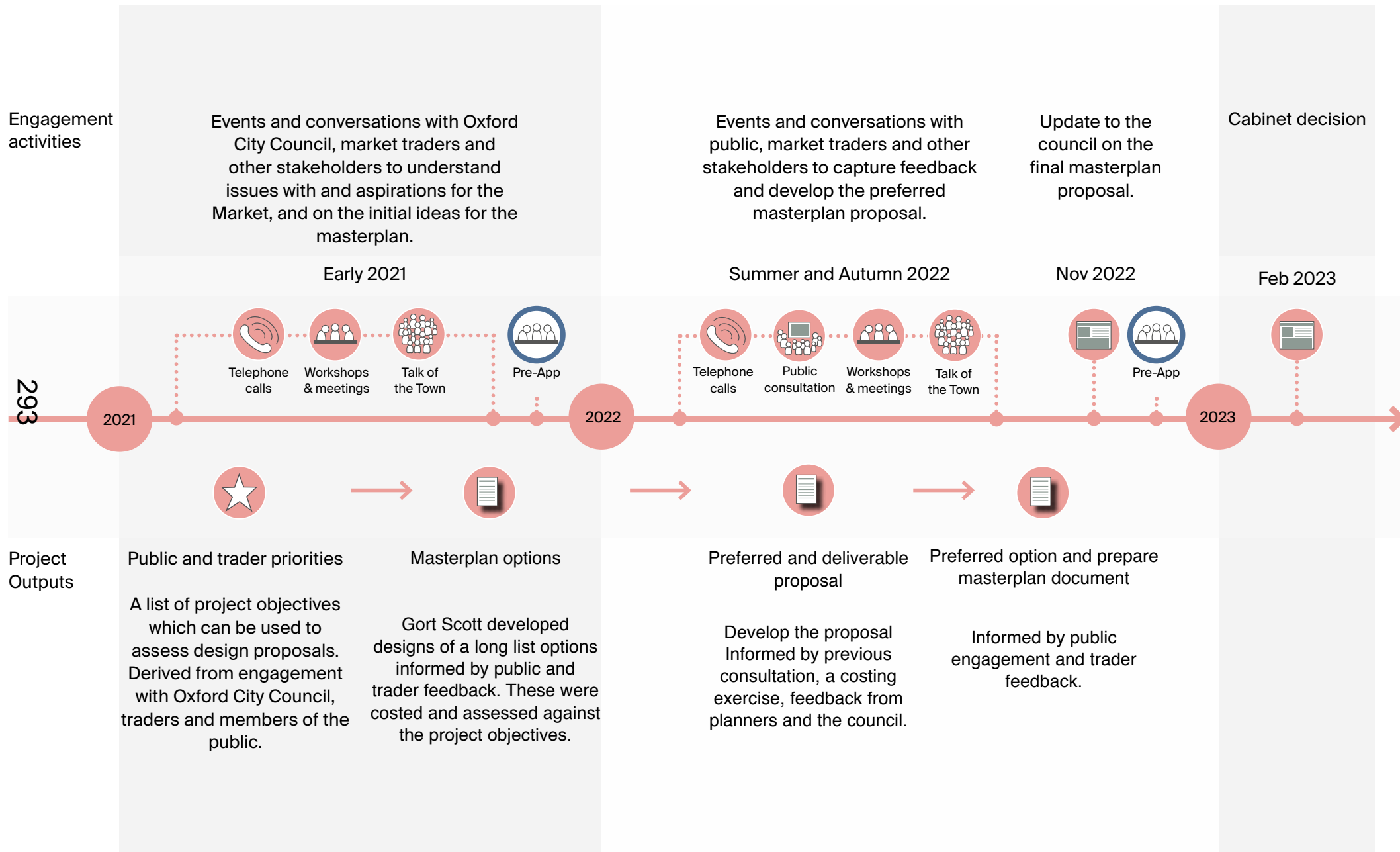
A heritage-led “masterplan” was required in order to arrive at a recommended programme of works to improve the business environment and ensure the Market remains fit-for-purpose for many years into the future and continues to provide a unique experience for residents and visitors alike.

In early 2020, the Council undertook a procurement process in order to appoint a multidisciplinary team to deliver the ‘heritage-led masterplan and outline business case’. This led in February 2020 to the appointment of Gort Scott Architects, supported by a team including Marcus Beale Architects (Heritage experts), Max Fordham (Environmental engineers), engineersHRW (Structural engineers), Stockdale (Quantity Surveyors), Caneparo (Transport consultants) and Transition by Design (Local engagement experts) as well as a separate advice on the outline business case provided by Inner Circle Consulting.

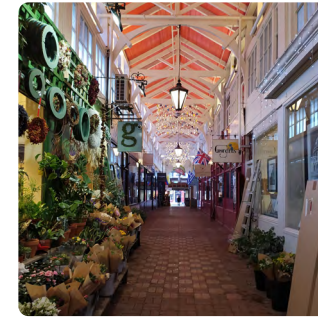
With the Covered Market being such an important and complex Council-owned asset, the internal project team working with the Project Manager and the consultants included people from Corporate Property, Property Services, Planning, Heritage, Communications and Finance.

This document explains the final series of works which constitute the Masterplan which the City Council’s Cabinet is recommended to approve in February 2023. It is an Appendix to the main cabinet paper, which contains more detail about the process (especially via engagement and financial assessments) which led to this set of recommendations.

Process



Project objectives



1 Make an **inclusive** place in the heart of Oxford that is accessible for all, where everyone can insert themselves into the narrative of the city

204 Be physically accessible for all people of all ages and backgrounds

- Design and uses that are welcoming to all of Oxford
- Foster an inclusive economy
- Feel safe and comfortable
- Engage a representative and diverse cross-section of Oxford's population throughout the process

2 Make the Market a **model for sustainability** and support Oxford's Zero Emission Zone for current and future traders

- Facilitate low- and zero-emission movement to and from the Market
- Minimise energy consumption and support passive strategies for heating, cooling and energy use
- Low-carbon retrofitting
- Support a circular economy and sustainable Market ecosystem
- Introduce more planting and nature

3 Support the **evolution and long-term success** of the Market so it is resilient, lively and purposeful - a place where new approaches are piloted, new businesses are incubated, and which continues to adapt to change

- Enhance the economic position of the Market and all traders
- Support different types of businesses & uses through the day and into the evening
- Hygienic and fit for purpose
- Integrate technology and smart city innovations

4 Encourage **more people to visit the Market and to stay longer** when they do, through improving the connections with the surrounding streets and optimising the use of space within the Market

- Create new spaces for walking, cycling & events on Market Street so that people can stop & dwell outside the Market
- Improve the presence of the Market and relationship with Market Street, High Street and Cornmarket Street
- Explore the potential for new development where appropriate

5 Reveal the **heritage splendour** of the Market building & preserve the historic building for future generations of shoppers and traders

- Preserve & enhance the historic Market layout, use & surviving building fabric. Express the rhythm of the stalls and use colour and lighting to enhance the special character of the Market
- Remove inappropriate alterations, strip back accumulated clutter
- Promote understanding of the Market's historic significance, including its social and cultural importance

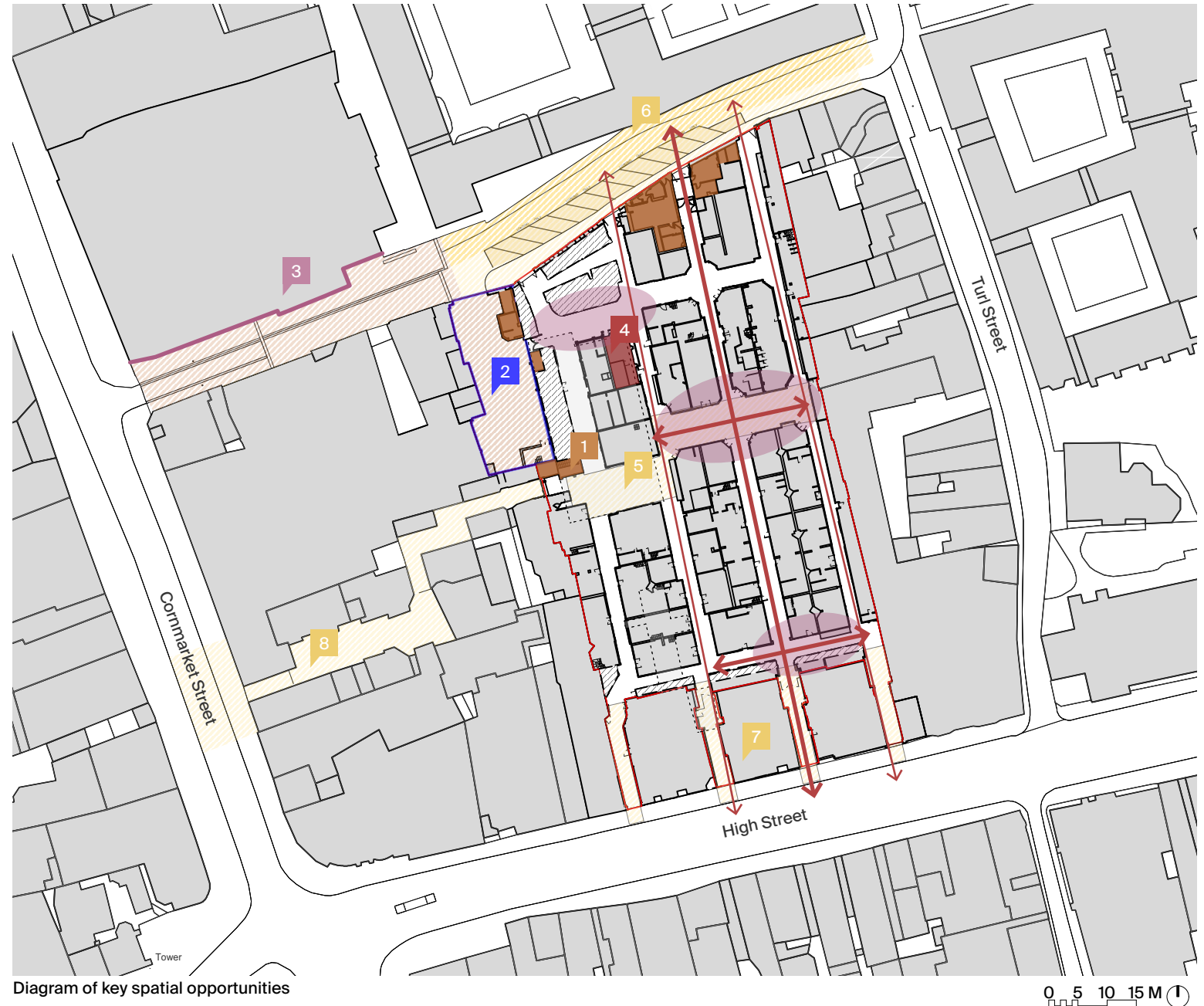
6 Strengthen the Market's **distinctiveness** with independent, local businesses and dynamic start-ups, and make it more relevant to Oxford's diverse communities

- Make a spectacle of local skills, commerce and ingenuity
- Shared spaces that different people can use for free or at genuinely affordable rates
- Encourage diversity within the overall Market structure

Key spatial opportunities

Key

- Consolidate market services and operations to improve street presence and free up space for trading/seating/events. Demolish newer additions to Market Street facade that detract from its heritage.
- 1 Better utilising the basements for market services and operations.
- 2 To create a new building on the service yard - Wagamama is 4 storeys and Northgate House is 5-6.
- 3 Market Street activation by Northgate House digital hub, GPs, retail units and new public realm.
- Clusters of successful traders that create lively pockets of activity.
- Units dislodged from roofs above
- 4 Recently refurbished units next to successful cluster of traders to pilot new ideas.
- 296 Legible market layout helps navigation
- 5 Use open spaces in the market to improving dwell time and diversifying market offering by improving flexibility of open spaces with café/restaurant/bar seating, performances etc.
- 6 Restrict traffic on/pedestrianise Market Street for markets, seating and events - north side gets sun throughout the day.
- 7 High Street entrance improvements could be coordinated in mutually beneficial way with adjacent landowners.
- 8 Improve the Market's connection with Cornmarket Street by improving signage, wayfinding and activation in and from Golden Cross (subject to stakeholder engagement).



Key spatial constraints

- ➔ Original central avenue and market axis
- 1 Fabric from 1774 market
- 2 Ashlar building of 1842-9 market
- 3 Iron and stone structure of 1834-40 market
- 4 19th Century timber roof
- Blank/low-quality frontages to the market
- Drainage - appears to be sewers (foul and surface water) that serve adjacent buildings.
- Accessible basement proximity to service yard would mean locally deep foundations would be required. The basement continues with the extent unknown. Adjacent buildings to service yard may have basements
- 5 Substation
- 6 Market Street servicing/drop-off demands for the market, Northgate House & other Market Street commercial units. Safety issues of reversing vehicles from the service yard.
- 7 The High Street is a strategic city route and highly trafficked.
- 8 Inconspicuous, restricted and unwelcoming High Street entrances. Dead end when the market is shut and attracts anti-social behaviour. Land ownership could limit the ability to make interventions.
- 9 Land-ownership of Golden Cross could limit the ability to improve the visibility of the market on Cornmarket Street (improving wayfinding/access/curating uses). Golden Cross entrance has messy free-standing signage & on-street loading.
- 10 Lack of seating and welcoming spaces for people to dwell.
- 11 WCs function for the wider city and therefore value of direct access off the street (so they can be kept open after the market has shut).



Diagram of key spatial constraints

0 5 10 15 M ①

Existing site plan: Key focus Areas

1 Market Street

- Dominated by vehicles
- Lack of visibility into market
- No space for market activities
- Lack of space for pedestrians

2 Service yard

- Key logistics and waste management area
- Area can be crowded and used for parking
- Needs optimisation

3 Open Areas

- Positive open space for events and spill-out uses
- At heart of market and not visible from street
- Does not drive footfall

4 Entrances

- Poor visibility and wayfinding
- Should be made to feel safer
- Needs to be less cluttered and more welcoming

5 Public toilets

- Location is prime retail frontage
- Existing building and location detracts from market's heritage
- Facilities need to be improved and modernised

6 General Condition

- Services including drainage need upgrading
- Floor surface does not enhance the heritage of the market
- Historic features such as windows in need of repair
- Decluttering and decoration required

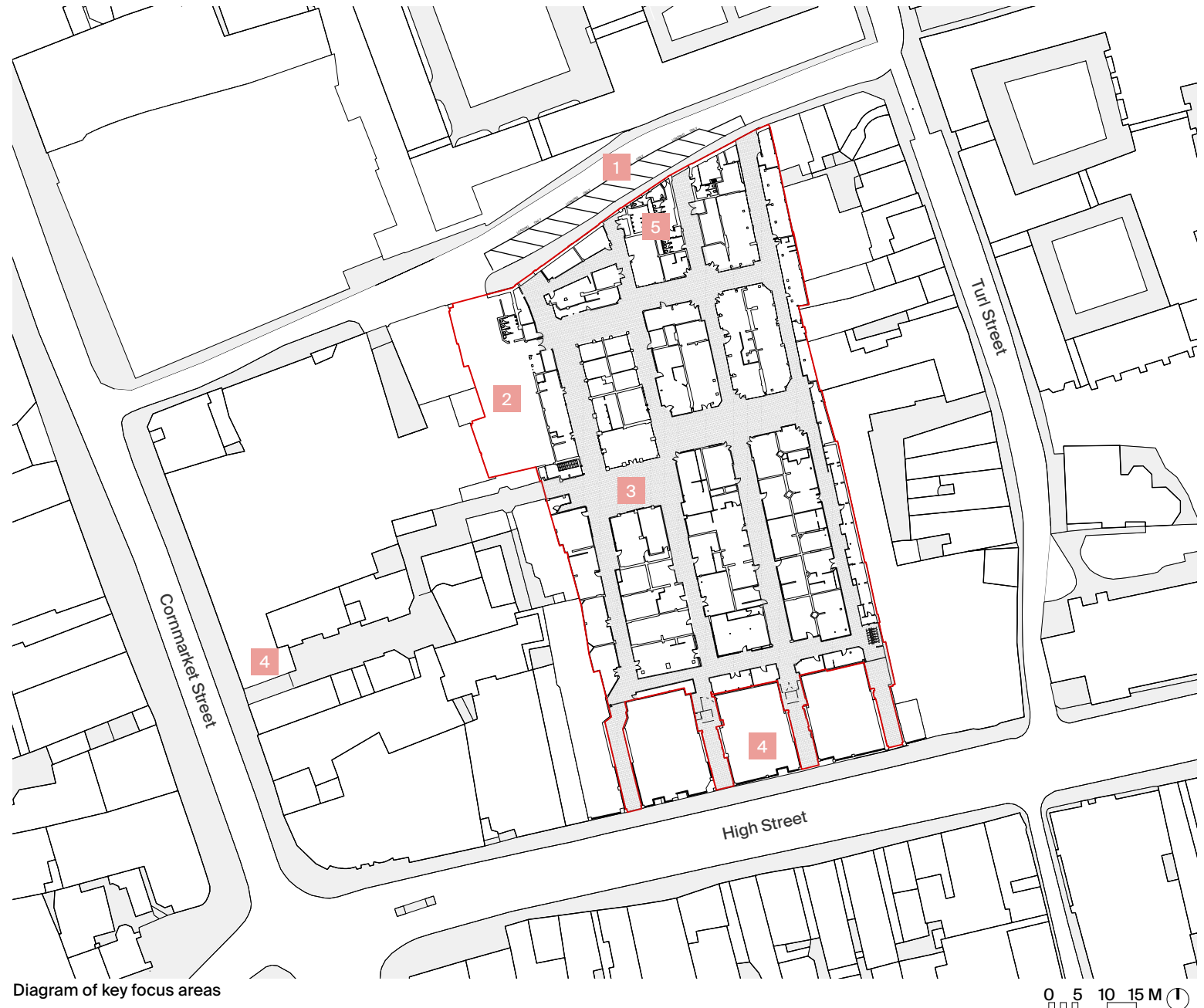


Diagram of key focus areas

Existing site photos: Key focus Areas

Existing site photos: key to previous page

- 1 Market Street:**
Vehicle-dominated with poor market visibility.
- 2 Service Yard:**
Could be optimised
- 3 Open Area:**
Is popular but could be better located
- 4a High Street entrances:**
Cluttered with poor visibility/signage
- 4b Golden Cross entrance:**
Cluttered with poor visibility/signage
- 5 Public toilets:**
Prime location detracts from Market entrance

299



1



2



3



4a



4b



5

Proposed Masterplan: Key moves

The Covered Market masterplan has been developed alongside traders and other key stakeholders. The key moves have been developed as the best way to achieve the project objectives within the project's budget. Prior to the key moves opening up works and exploratory strip out will be required.

Key move 1: Market Street Management Strategy

Timed pedestrianisation of Market Street with the implementation of scheduled deliveries

Key move 2: Reorganised service yard

Rationalisation of service yard with addition of E-vehicle and electric cargo bike charging. New trader storage and facilities.

Key move 3: Northern edge

New communal opening onto Market Street, relocated public WCs and new public cycle store

Key move 4: Improved entrances

Refurbishment of entrances to High Street & Cornmarket Street

Key move 5: Key Supporting works

Essential planned maintenance as well as new flooring, making good of surfaces, redecorating etc.

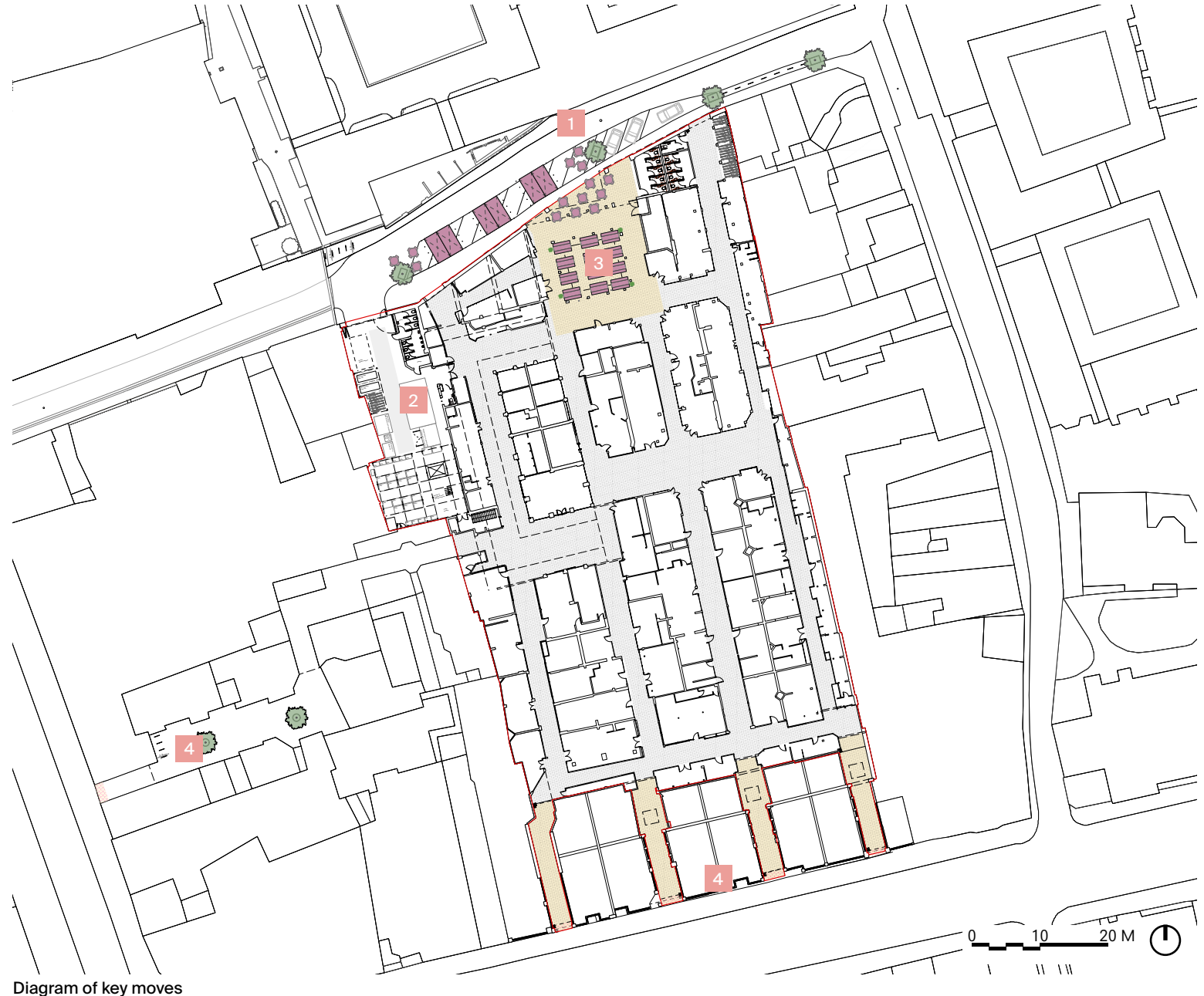


Diagram of key moves

3.1 Key Move 1: Market Street Management Strategy



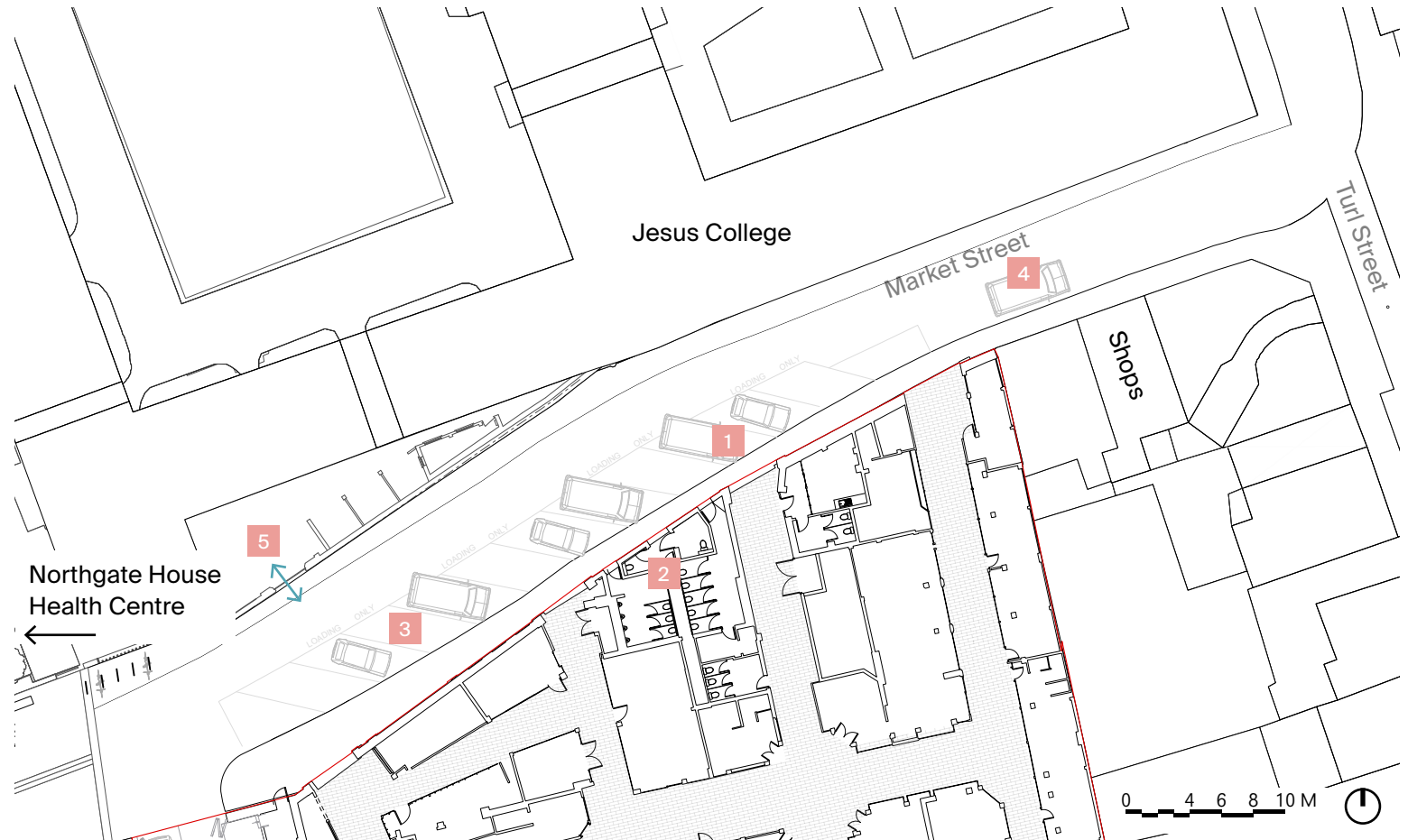
Existing Market Street

Market Street is integral to the successful operations of a variety of stakeholders. The Covered Market, Jesus College, Northgate House Health Centre and various smaller business premises. The street is key to the Market's functionality, allowing trader deliveries and it has an important role in providing access to refuse collection for the market and surrounding businesses.

Currently Market Street is accessible by delivery vehicles at all times of the day. There are 12 parking spaces in front of the market which allow traders to make and receive deliveries throughout the day.

Market Street is also a key pedestrian route, connecting the key commercial streets Cornmarket Street and Turl Street, and the historic University Quarter (Radcliffe Square, the Bodleian) with the commercial core of the city; a route frequented by tourists, students and shoppers alike.

- 1 Potential for Market activity to spill out on to street not being realised
- 2 Market Street has back entrance condition
- 3 Vehicles in front of existing Market entrances hampers visibility throughout day
- 4 Large delivery vehicles park in front of shops to east of Market
- 5 Jesus College requires access to bin store



Existing Market Street Plan



Altrincham Market



Broad Meadow, Broad Street 2021



Brixton Market

Proposed Market Street Management Strategy: Summary

The proposal for Market Street attempts to balance stakeholder need with realising the potential for new public dwell space in the heart of Oxford.

In the first instance, due to the amount of operational changes required, a timed and experimental management strategy is proposed. This will support manageable behaviour change by stakeholders and will therefore primarily be light touch infrastructure changes, with more of an onus on management strategy. The proposals will require ongoing traffic and other monitoring and consultation to ensure feasibility and necessary adjustments can be made.

Market Street proposed works:

- 304** Removal of street markings
- 2** Removable bollard to allow management vehicular access
- 3** Temporary electrical supply for occasional pop-up market stalls
- 4** Temporary external lighting
- 5** Paint new street markings retaining existing road line
- 6** Large potted trees
- 7** New bike stands
- 8** Collapsible market stalls, tables and chairs, to be stored on site when not in use
- 9** Jesus College requires access to bin store



All drawings to be reviewed by transport engineer and by council. All proposals require trial and traffic monitoring to assess feasibility of number of delivery bay and timings. Proposed road widths and parking space sizes are no worse than existing condition and compliance to be confirmed by transport engineer and highways authority.

Proposed Market Street



Existing view of Market Street

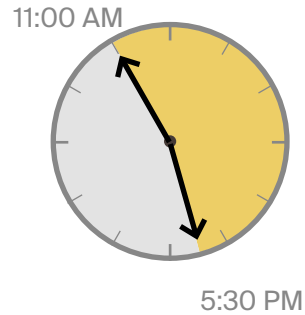
The 'back entrance' to the Market will be transformed into an attractive publicly accessible dwell space in the city centre with the introduction of planters, seating and outdoor stalls.

It will rely on creating a period in the day when vehicles (apart from emergency services) will not be able to access this space. The City Council is working with traders and other Market Street stakeholders, as well as the County Council, in order to establish a practical plan, which achieves the vision while managing day-to-day business operations.



View of proposed Market Street

Proposed Market Street Management Strategy: Core Market Hours, BEFORE remainder of Masterplan works have been delivered



If it is decided that Market Street changes could be expedited before the building works to the Covered Market, then a sensible approach to balance placemaking and operational changes by Traders could be to create a small pedestrianised area in the first instance, retaining 6 loading bays.

- 1 Retractable bollard, up during Core market hours
- 2 6no. trader parking spaces for deliveries out.
- 3 Continual access for cycles. electric assist cargo bikes and emergency services
- 4 Potted trees create natural barriers and provide greening
- 5 Bike stands prevent deliveries blocking shop fronts



All drawings to be reviewed by transport engineer and by council. All proposals require trial and traffic monitoring to assess feasibility of number of delivery bay and timings. Proposed road widths and parking space sizes are no worse than existing condition and compliance to be confirmed by transport engineer and highways authority.

Proposed Market Street Management Strategy: Morning & evening, outside of Market hours

The Market's opening hours are potentially being adjusted. It is recommended that from the evening until 11am, the amount of parking spaces available is maximised, with exact times to be agreed at the next stage of the project.

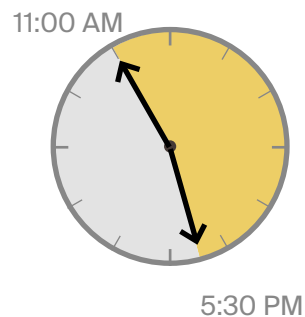
Outside of core Market hours eleven parking spaces are available for trader deliveries in and out.

- 1 Retractable bollard, down in the morning
- 2 Potted trees create natural barriers and provide greening
- 3 Bike stands prevent deliveries blocking shop fronts



All drawings to be reviewed by transport engineer and by council. All proposals require trial and traffic monitoring to assess feasibility of number of delivery bay and timings. Proposed road widths and parking space sizes are no worse than existing condition and compliance to be confirmed by transport engineer and highways authority.

Proposed Market Street Management Strategy: Core Market Hours



During core Market hours, Market Street is pedestrian friendly. Three parking spaces are available for trader deliveries out at this time.

- 1 Retractable bollard, up during Core market hours
- 2 3no. trader parking spaces for deliveries out
- 3 Continual access for cycles, electric assist cargo bikes and emergency services
- 4 Potted trees create natural barriers and provide greening
- 5 Bike stands prevent deliveries blocking shop fronts
- 6 Dismantable market stalls create occasional pop-up street market
- 7 Tables and chairs create spill out areas from Market and new open space



All drawings to be reviewed by transport engineer and by council. All proposals require trial and traffic monitoring to assess feasibility of number of delivery bay and timings. Proposed road widths and parking space sizes are no worse than existing condition and compliance to be confirmed by transport engineer and highways authority.

3.2 Key Move 2: Reorganised Service Yard



Existing Service Yard

The service yard is the key logistics area for the Covered Market without which it could not function. There is currently provision for trader facilities, car parking, market operations storage and waste management. The space is highly constrained and not optimised, there is currently no provision for trader storage which is lacking in the Market. The space is also used by the Varsity Club and the Golden Cross for their waste.

Current waste storage and removal:

Waste collection 6 days a week before 8:30am. Bins are wheeled through service yard to roadside late evening or early morning.

- 18 no. 1100L General waste 13. (1 of which belongs to the varsity club)
- 4 no. 1100L Recycling (mainly but not exclusively crushed cardboard)
- 4 no. 360l wheelie bins (for the varsity club)
- 8 no. 360l wheelie bins for food waste



Existing Service Yard

Existing service yard:

- 1 Trader bike storage
- 2 ODS Storage
- 3 Male trader toilets
- 4 Four parking spaces
- 5 Pallet storage
- 6 Smoking shelter
- 7 Space for storage of compacted card awaiting collection
- 8 Shipping container contractor facilities
- 9 Fire escape
- 10 Flexible storage area, 6x4m
- 11 Trolley storage
- 12 Static steam cleaner
- 13 Market Hoover storage
- 14 Waste storage area



Existing Service Yard



Existing Service Yard

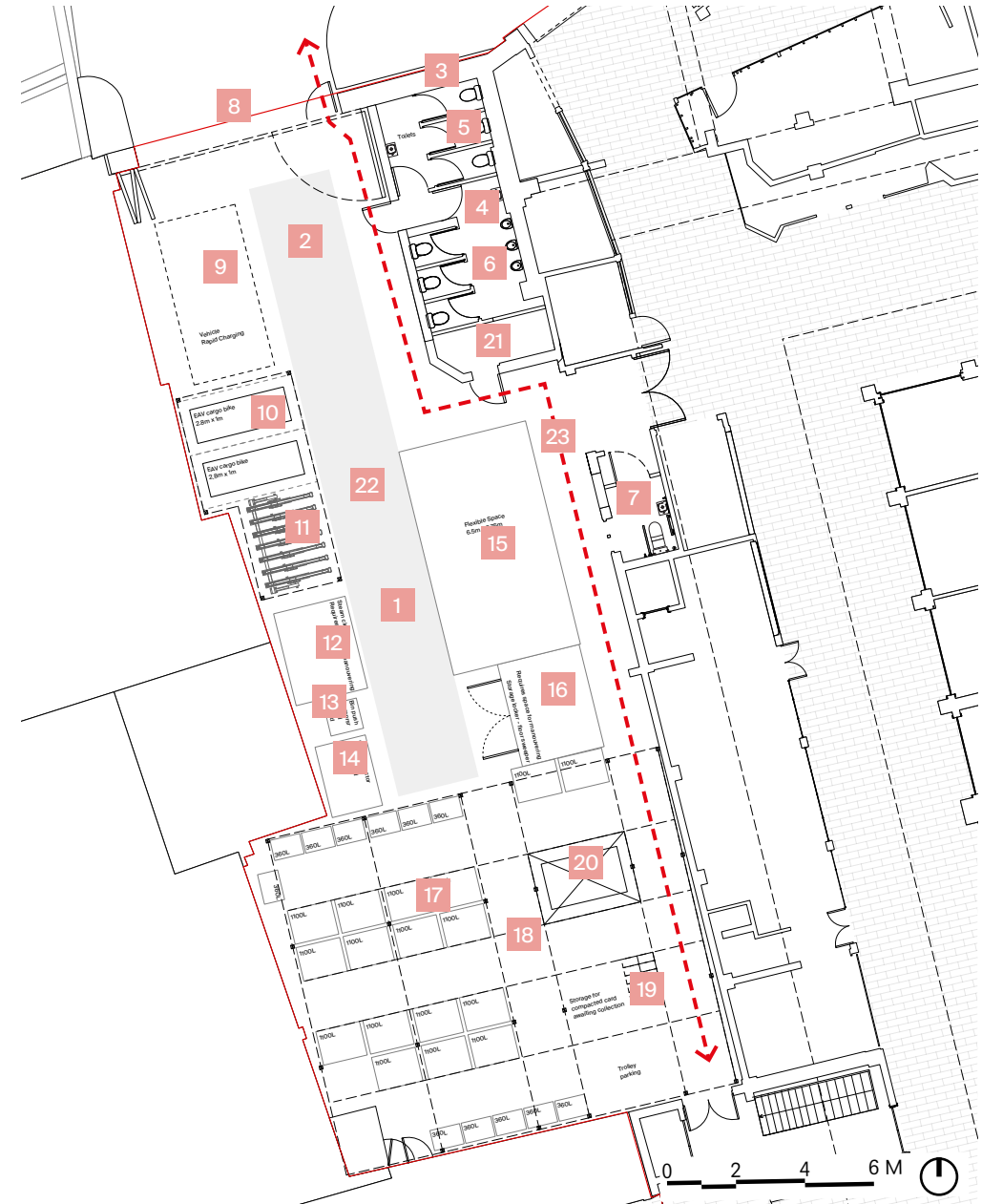
Reorganised Service Yard: Ground Level

The proposal for the service yard has been developed with input from Market traders and ODS. ODS require a like-for-like replacement of space for waste management, cleaning management. There are also additional demands for ODS and trader storage which are not being met by the existing service yard.

The proposal optimises the service yard layout, consolidates market trader facilities and provides necessary space for storage and other market functions.

Key to optimising the service yard is the inclusion of a lightweight 2-storey steel structure which will accommodate new trader storage and facilities.

- 1 Strip-out of service yard: railings, rain canopy etc.
- 2 Removal of existing markings and painting of new markings on service yard ground
- 3 Infill of fire escape (allow for stone on external)
- 4 Removing walls reconfiguring toilets and storage rooms
- 5 New women trader's bathroom
- 6 Strip out and fit out existing trader bathroom
- 7 New accessible bathroom for traders
- 8 Side hung gate with wicket door fire exit and foldable element
- 9 Electrical vehicle charging bay
- 10 2 no. cargo bikes charging points with canopy
- 11 7 no. double stacked trader bike parking with canopy
- 12 Static steam cleaner
- 13 Mini compactor
- 14 Bin push compressor
- 15 Flexible storage area
- 16 Hoover Storage
- 17 Waste storage area
- 18 Lightweight 2-storey covered steel structure for storage and trader facilities. Open sided at ground level.
- 19 Access stair to storage and trader facilities.
- 20 Scissor lift for goods lift roughly 1500mm x 2000mm
- 21 Furniture Storage
- 22 Access road for vehicles
- 23 1.5m pedestrian route to fire exit

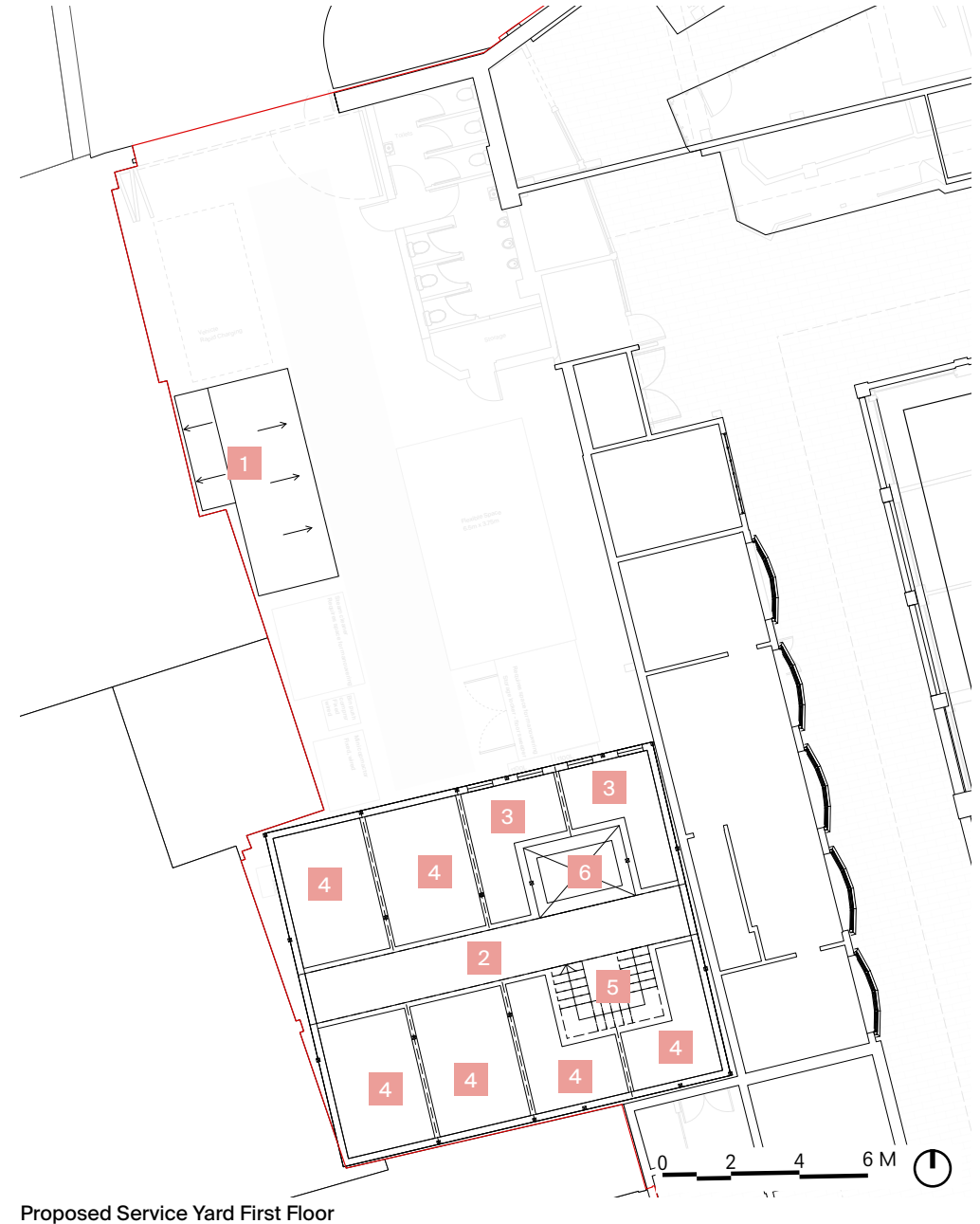


Proposed Service Yard

Reorganised Service Yard: First Level

The first level of the new steel structure can be accessed via staircase and goods lift. The first floor is enclosed and split into 8 units accessed off a corridor. It is proposed that 2 of these units will be used for Porters' facilities and have windows. The other units will be rented to traders for storage.

- 1 Canopy to trader bikes and cargo bikes charging points
- 2 Lightweight 2-storey covered steel structure. Enclosed at first floor level.
- 3 Porters' facilities with windows
- 4 Trader storage
- 5 Access stair to storage and trader facilities.
- 6 Scissor lift for goods lift roughly 1500mm x 2000mm



3.3 Key Move 3: Northern Edge



Existing Northern Edge

The northern edge of the market was originally open air and housed the fish market. Over the years various additions have been made and today it has the feeling of a back entrance. Prime retail frontage occupied by the blank façades of the public toilets and trader facilities. These additions detract from the entrance and make it difficult to read the original features.

- Fabric from 1774 market
- Ashlar building of 1842-9 market
- 1 19th century timber roof
- Blank/low quality facade
- 2 Location of WCs & trader facilities is prime retail frontage and detracts from the Market's heritage.
- 3 WCs function for the wider city and therefore value of direct access off the street
- 4 Substation (can't be moved)
- 5 Market Street servicing/drop-off demands
- 6 Positive open space for event and spill-out uses at heart of Market. Not visible from the street and does not drive footfall into the market
- - Opportunity to create improved entrance and an open space visible from street



Existing northern edge plan



Mackie Mayor Food Hall



Greenwich Market



Brixton Market

Proposed Northern Edge

The proposal for the northern edge includes a large new entrance to the market with open public space and seating. The space is flexible, allowing daytime and evening events and encourages more visitors. The space is visible from and has a direct connection to Market Street driving footfall and encouraging spill-out. Removing the block of units and WCs reveals the Market's historical structure as well as creating a light-filled public square

- Demolition and making good buildings to form new open courtyard

1 New glazed roof over courtyard to allow light into the centre of market whilst protecting the space from adverse weather.

2 New flooring

3 New internal wayfinding and signage

4 Restoration of historic walls

5 New extra large entrance

6 New gates and signage

7 Collapsible furniture to allow for flexible use.

8 New location for public WCs

9 New public bike storage



Proposed northern edge plan

Proposed Northern Edge

The Market's public toilets are highly valued and are used by visitors to the city and Market. They improve the functionality of the Market, drive footfall and increase dwell time of visitors. The masterplan provides new improved toilets in a more discrete but still accessible location. Currently there is a lack of bike parking for those visiting the market, both the City and County councils promote zero-carbon travel and improved cycle parking facilities are key to achieving this.

Public Toilets:

- 1 New, improved bathroom facilities
- 3 Close to the new open space
- 5 Concealed behind restored historic wall
- 4 Entrances visible from public areas, improving safety

Public Bike Store:

- 5 Accessible from the street, minimising conflict with other Market users
- 6 Increases the current capacity
- 7 Not in a prime retail location
- 8 Overlooked, lockable and safe



Proposed northern edge plan

Proposed Communal Opening



Existing view in Market

The Market will have a new, welcoming and more visible entrance and flexible event space or 'public square', opening out onto the improved Market Street. With generous amounts of seating and other furniture, it will be much easier for visitors to spend more time in the Covered Market. Sympathetic architectural changes will reveal and protect the building's heritage splendour for future generations of shoppers and traders.



View of proposed communal opening

3.4 Key Move 4: Improved entrances on High Street & Cornmarket Street



Existing entrances on High Street & Cornmarket Street

Within the entrances, some heritage character remains, most notably in Avenue 4. However, the entrances are mostly unwelcoming with low quality finishes and lighting, some dropped ceilings, messy exposed services, inconsistent branding and refuse that accumulates around signposts, junction boxes and bins etc. The secure line is in the market, not at High Street and there are reports of anti-social behaviour in the passages, particularly at night.

The route to the market through the Golden Cross is underwhelming. The entrance is unwelcoming with messy free-standing signage and on-street loading, and attracts rough sleepers. There is no market signposting from Cornmarket Street.



Golden Cross Entrance



Avenue 1



Avenue 2



Avenue 3



Avenue 4

Proposed improvements to entrances on High Street & Cornmarket Street



Proposed Plan of entrances from High Street & Cornmarket Street

The masterplan proposes to improve the existing entrances by decluttering and installing improved wayfinding and signage. This will make entrances more welcoming and drive footfall into the markets. The proposal seeks to make the market easier to navigate particularly for those with access needs. All changes to entrances rely on further work and collaboration with adjacent landowners.

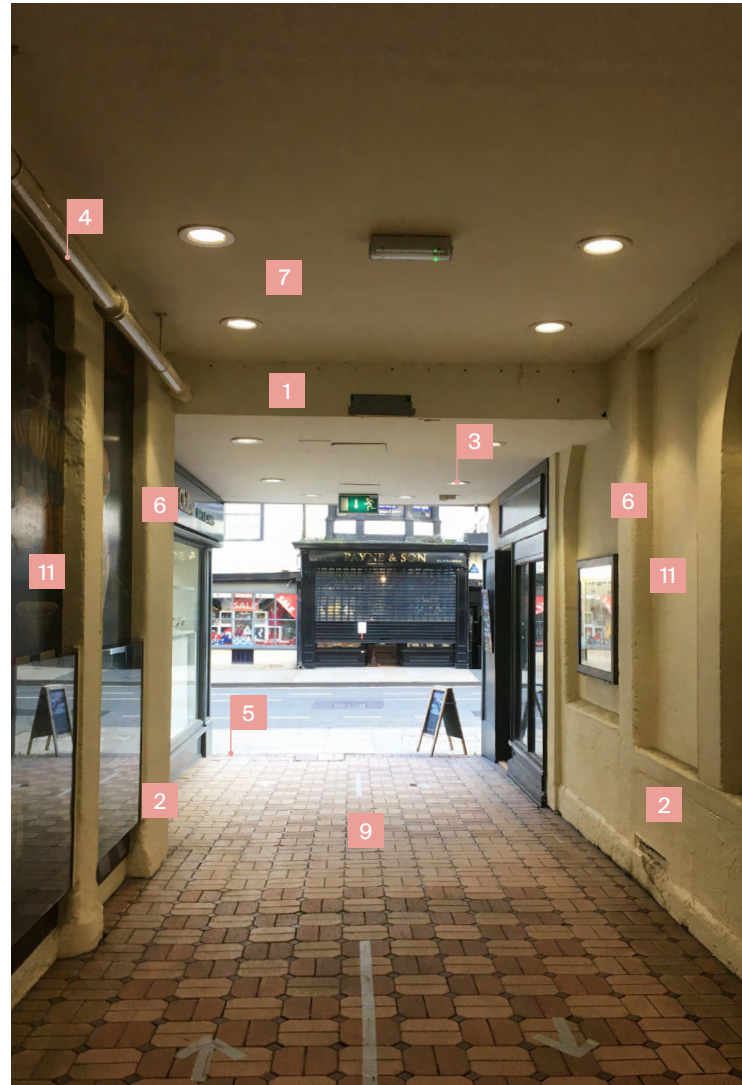
- | | |
|---|--|
| 1 Remove suspended ceiling | 7 Redecorate soffit in mineral paint |
| 2 On masonry, strip back paint | 8 New rooflights |
| 3 Remove/rationalise M&E installations | 9 New flooring - colour to match yorkstone - Market floor graphic at entrances |
| 4 Reroute pipework | 10 Activating frontages on entrance passages (to be agreed with adjacent landowner) |
| 5 New gates (relocated secure line) and signage to the Market (to be agreed with adjacent landowner) | 11 New signage and way finding to the Market |
| 6 New wall-mounted lights in all entrance passageways | |

Example scope of works for entrance

Key

for photos and plan on previous page

- 1 Remove suspended ceiling
- 2 On masonry, strip back paint
- 3 Remove/rationalise M&E installations
- 4 Reroute pipework
- 5 New gates (relocated secure line) and signage to the Market (to be agreed with adjacent landowner)
- 6 New wall-mounted lights in all entrance passageways
- 321 Redecorate soffit in mineral paint
- 8 New rooflights
- 9 New flooring - colour to match yorkstone - Market floor graphic at entrances
- 10 Activating frontages on entrance passages (to be agreed with adjacent landowner)



These photos show avenue 1 and 2 as an example, however interventions apply to all four entrances

Proposed improvements to entrances on High Street & Cornmarket Street



Existing view of High Street entrance

Improved entrances on all sides of the market will encourage more visitors to walk through from popular shopping areas nearby. The City Council will work with the adjacent landowners who own the entrance ways into the Market, in order to make mutually beneficial improvements to their buildings.



View of proposed improvements to High Street entrance

Key Supporting Works

Improvements to services are essential for the success of the masterplan and to ensure the Market is resilient to future changes. These elements have the potential to impact in terms of disruption and benefit throughout the Market and therefore the sequencing is particularly important to get right alongside the other key moves.

Elements include:

1. Drainage
2. Services replacement
3. Decoration
4. Strip-out and making good
5. Basement remedial work
6. New furniture
7. Wifi
8. Lighting



Review against Project Objectives

1. Inclusiveness

Objectives	Addressed
Design and uses that are welcoming to all of Oxford	<ul style="list-style-type: none"> • Clearer and more welcoming entrances • Increased and improved public spaces in and around market • Improved wayfinding and decluttering throughout Market to ease navigation for all • Free public toilets retained and improved
Foster an inclusive economy	<ul style="list-style-type: none"> • Ongoing leasing strategy • Stalls on Market Street to act as incubator units
Feel safe and comfortable	<ul style="list-style-type: none"> • Improved lighting through-out market • Comfortable seating and tables • Natural surveillance of public areas
Engage a representative and diverse cross-section of Oxford's population throughout the process	<ul style="list-style-type: none"> • Active outreach to those that don't currently use the Market
Be physically accessible for all people of all ages and backgrounds	<ul style="list-style-type: none"> • Level access throughout • Provision of new accessible toilets for traders and public

2. Sustainability

Objectives	Addressed
Facilitate low- and zero-emission movement to and from the Market	<ul style="list-style-type: none"> • Electric cargo bikes for trader deliveries and a rapid charging point for existing trader vehicles • Improved & increased Public cycle storage
Minimise energy consumption and support passive strategies for heating, cooling and energy use	<ul style="list-style-type: none"> • Improvements to energy use are limited • Natural light has been introduced to areas of the market
Low-carbon retrofitting	<ul style="list-style-type: none"> • The masterplan makes use of existing structures with limited new building work
Support a circular economy and sustainable Market ecosystem	<ul style="list-style-type: none"> • New emphasis on recycling
Introduce more planting and nature	<ul style="list-style-type: none"> • Inclusion of planting in the masterplan with 6 new trees

3. Long term success of Market

Objectives	Addressed
Enhance the economic position of the Market and all traders	<ul style="list-style-type: none"> • Improved foot fall into Market • Increased dwell time of Market visitors • More prominence for traders
Support different types of businesses & uses through the day and into the evening	<ul style="list-style-type: none"> • Business incubation • Evening economy to be explored, food and beverage • Events programme i.e. afternoon events for children, weekend events for families
Hygienic and fit for purpose	<ul style="list-style-type: none"> • Improved Market management
Integrate technology and smart city innovations	<ul style="list-style-type: none"> • Not current priority
Cross-section of Oxford's population engaged in the process	<ul style="list-style-type: none"> • Bespoke engagement by Transition by Design in 2021 • Nearly 500 responses to public consultation in autumn 2022 • Ongoing engagement through design stages

Review against Project Objectives

4. Increase footfall & dwell time

Objectives	Addressed
Create new spaces for walking, cycling & events on Market Street so that people can stop & dwell outside the Market	<ul style="list-style-type: none"> • Pedestrianised Market Street • New public square suitable for events • Improved and increased public cycle store
Improve the presence of the Market and relationship with Market Street, High Street and Cornmarket Street	<ul style="list-style-type: none"> • Improved entrances around Market • New public open space onto Market Street
Explore the potential for new development where appropriate	<ul style="list-style-type: none"> • Potential development over the service yard explored but deemed unviable • Lightweight steel structure in service yard fulfils Traders needs.

5. Heritage

Objectives	Addressed
Preserve & enhance the historic Market layout, use & surviving building fabric. Express the rhythm of the stalls and use colour and lighting to enhance the special character of the Market	<ul style="list-style-type: none"> • New spatial configuration in line with historic market layout • Preservation and enhancement of market offering to ensure ongoing viability • Sensitive and targeted signage and lighting
Remove inappropriate alterations, strip back accumulated clutter	<ul style="list-style-type: none"> • Revealing and preserving historic market structure • Entrances will be decluttered and stripped back
Promote understanding of the Market's historic significance, including its social and cultural importance	<ul style="list-style-type: none"> • Improved public realm with market at center highlights Oxford heritage that is accessible to all, 'a monument to publicness' • Identity, branding, wayfinding website • Physical improvements and relationship to marketing to be explored at next stage

6. Distinctiveness

Objectives	Addressed
Make a spectacle of local skills, commerce and ingenuity	<ul style="list-style-type: none"> • Events programme through-out the week • Improved visibility and prominence of market entrances and signage from street and new public spaces
Shared spaces that different people can use for free or at genuinely affordable rates	<ul style="list-style-type: none"> • The newly pedestrianised Market Street and public square will be open for dwelling without the need to pay rates
Encourage diversity of use within the overall Market structure	<ul style="list-style-type: none"> • Leasing strategy and Market Street incubators

Next steps

The next stage of the works will be split into two parts undertaken concurrently:

- Stage 1: Trial of Market Street Pedestrianisation. Faster implementation.
- Stage 2: Detailed design of the proposals up to submission of planning permission.

Here we set out the recommended next steps for the Council to undertake, which would be considered at the start of the next phase of work if the Cabinet decision is to approve the budget.

329

Stage 1: Trial of Market Street pedestrianisation and logistics management

Design Review and engagement

- A transport engineer review is required of the Market Street proposals and the scheme proposed to be trialled.
- Oxfordshire County Council and Oxford City Council – LPA and highways to be consulted on proposals, including details about the proposed incremental progression of the pedestrianisation and the management of exceptional access e.g. for Jesus College and GP surgeries.
- The refuse team need to be consulted to define any required changes to the reuse management strategy.
- Trader engagement: Regular information updates and means for Trader comments to be gathered is required.

Scope of the trial

Following the latest feedback from the Traders it is proposed that the trial should be less radical than the Market Street proposed scheme, acting as a first step in the process of behavioural change. This would test:

- Morning until 11am: Refuse and deliveries in and out.
- 11am to 5.30pm: Reduce the number of parking bays available all day from 11 to 5/6 with 20/30min maximum waiting time. There will be a smaller amount of public dwell space that can be occupied by stalls or temporary furniture.
- The exact Market opening hours are to be agreed at the next stage of the project.

Understanding the baseline condition, monitoring and analysis

A successful trial should have a clear definition of success to define what needs to be measured before and during the trial, as well as recording useful data to use as a basis for a further, more radical trial. Adequate resource is required for the monitoring and analysis of the data.

This data can be gathered in a number of ways, some of which might be already available to OCC.

- Footfall and dwell-time: Anonymised phone location data can be used to understand footfall and dwell time.
- Spend: Information from banks on spend noting this is limited to card transactions which will not be completely representative in the market.
- Vehicle movements: Monitoring equipment set-up well in advance to record the baseline condition as well as the trial.
- Public and Trader feedback: In person liaison events with Traders. Online public and trader surveys with printed survey and collection box in the market.

Actions pre-trial

There needs to be some wider changes that affect trader vehicular movements that require liaison with other parties that should be implemented in order to give the greatest chance of success. These need to be implemented pre-trial in order to give a fair comparison with the trial itself.

- Increase in the number of Trader parking spaces on Mansfield Road.
- Clarification of Trader use of loading bays on the High Street.
- Any streamlining of refuse collections that might be undertaken during the trial ought to be enacted before-hand to eliminate this a variable in the success of the trial.
- Enforcement of temporary parking stay times during the day: The reduction of numbers on loading bays will require strict enforcement of the 20-30min stay time. There should be enforcement pre-trial of

loading times.

- **Publicity:** Decide how the trial will be publicised. Any publicity should include the means by which the public and Traders can comment.

Target timings:

- Aim to start trial after Xmas in late winter / early Spring
- There should be a monitored baseline period of 2-3 months where no changes to existing conditions are made.
- There should be a monitored 2-3 month period where the pre-trial actions are implemented, particularly enforcement, extra parking spaces. This should be maintained post-trial and become the new baseline condition.

Approval process and trial duration:

- Will require County Council Experimental Traffic Regulation Order (ETRO) approval.
- Project would benefit from shared understanding amongst stakeholders of milestones for developing the scheme during the ETRO and the vision of a successful permanent scheme, less reliant on daily movement of furniture.

Stage 2: Detailed design of the proposals up to submission of planning permission

Definition of scope of project and wider market strategy

A holistic market strategy encompasses many interlinked aspects that work together to ensure the long-term success of the market.



The scope of this project covers: Physical improvements, Operations & Logistics, Market Management and some aspects of Sustainability, Identity, Branding and Wayfinding and Events & Programming.

All aspects should be reviewed or honed and decided if they should be a priority for the next stage. This work might be undertaken by the consultant team or by OCC internally.

Offer and Uses: OCC have a good understanding of this at present, but as this evolves this should be formally stated and reviewed. OCC should review tenant mix and their sales strength, local competitors and local needs assessment to set-out:

- What is the market's offer?
- What is the market's USP?
- Who are the current users and what do they shop for?
- Who are the market's potential users and what do they want?

This will underpin most of the other aspects of the strategy, particularly Identity and Branding, shaping the tenant mix as part of the leasing strategy and the events programme.

Sustainability: The project focusses on reducing traffic movements and recycling. While the large-scale interventions have been reviewed in the business case and do not currently justify their inclusion, sustainability measures should be considered in the next stage. For example: Including an on-site digester and some provision of photo voltaic panels to offset energy use (i.e. energy for lighting and EV charging). There might be external funding available.

Identity, branding and wayfinding:

The physical improvement works include signage, gates, paving and temporary furniture which should all incorporate and reinforce the market's identity and brand. We recommend that co-designing a brand identity for the market with the Traders is an important task for the next stage.

This will be best undertaken by a Graphic Designer alongside the Architect and will have to be undertaken early on in the programme.

Digital presence and marketing:

Following on from the Identity and branding exercise, the Covered Market website would benefit from an overhaul. A map, events programme, more news and greater presence of Trader's own social media will be important to have in place before the main works begin. Traders will want to ensure that their customers know how they are operating during the works and if they are being relocated (even temporarily), where they are moving to.

A Graphic Designer could undertake this work. Ongoing management and updating of the website is important to ensure it remains current and engaging: This will need adequate long-term management

and resourcing by the OCC communications team.

Events and Programming: Events and programming will be important to the long-term success of the market. The events programme should reinforce the market's offer and USP in order to attract existing and new users.

This will need adequate long-term management and resourcing by the OCC Market team.

Community Wealth Building: Ensuring local people benefit economically and ensuring employment opportunities are available to under-represented groups is not a key Oxford City ambition, but crucial to the long-term success of the market, keeping the mix of traders relevant and

Linked to a business incubation and support programme the new stalls on market street (that will be set-up by OCC) could offer an opportunity for new entrepreneurs to try trading at low cost with minimal barriers to entry. Long-term management and resource would be required by the Market team.

Business Incubation and Support:

Trials of business incubation support programmes for a selected cohort of entrepreneurs have been successful in retaining new Traders, particularly younger or those from under-represented groups who have less financial support. The programme could offer a curriculum, 1-to-1 business mentoring, peer-to-peer network and trader internships and will require adequate resource and ongoing management.

Market Management: The changes to Market Street (including enforcement) and the possibility of an events programme and the associated need for greater marketing on the website and local media may require a review of the resources required by the Market Team.

Physical Improvements Surveys:

Some key surveys are required to augment desktop utility surveys and baseline information. These include:

- Drainage: Radar survey of location, condition and capacity.
- Water supply.
- Electrical capacity review
- Structural review of the concrete structure above the existing WCs.

Early opening-up:

In order to minimise uncertainty on cost, planning permission and programme of the works to the existing building, the scope and detail of this work needs to be clearly defined.

Using a framework contractor to undertake strategic opening up works is recommended. Key areas include:

- Around the clerestory and structure where the stalls will be removed to make the northern opening
- The soffits of the High Street entrances.

Definition of the scope of the works to the High Street entrances:

The scope and phasing of the proposed works should be reviewed with adjacent landowners to ensure that no abortive work is undertaken in the entrance areas and disruption to Traders and public is minimised.

Definition of the scope of the Cornmarket entrance through Golden Cross

Continued liaison with the Golden Cross is required in order to understand whether more aspirational changes to their asset may be forthcoming on a similar timeframe to the Masterplan works.

Detailed design of opening to the North

Early opening up in the area where the stalls are to be removed will be crucial to design development with Building surveyor/structural and heritage architect input to review what is found.

Phasing and Procurement

The phasing strategy will be considered in detail early on as this will affect the works and will be a key concern of Traders.

Engagement:

The engagement strategy should be reviewed and integrated into the programme.

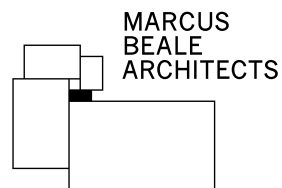
- Key neighbouring stakeholders should be consulted including: Jesus College, All Souls College, Lincoln College, Northgate House GP surgeries, Golden Cross, other Market Street businesses and operators.
- Traders will need to be updated throughout as a group and individually where directly affected by the works. Feedback needs to be meaningfully integrated into the design.
- Following design development the proposal should be presented to the public. Feedback needs to be meaningfully integrated into the design.

- Planning and Heritage engagement:
Following design development the proposal should be presented planning pre-application meetings.

Team: for the next stage of design work:

- Architect: RIBA Stage 3 design development and coordination, engagement and planning submission.
- In-house or separate Heritage Architect support: For on going review, liaison with the Planning Authority and Historic England and the preparation of the Planning Heritage Impact Statement.
- Mechanical and Electrical Engineer with below ground drainage
- County Council Transport officers: For Market Street design review, liaison with Oxford Highways department and assistance in implementing the trial / reviewing transport data and any impact assessments required for planning.
- Some Building Surveying / Condition input.
- Some Structural input: We envisage some input will be required for the removal of WC structure and possibly below ground drainage if the M&E Engineer does not offer this service.

742/MB



334

Oxford Covered Market Conservation Report

Stage 4 Issue
2 December 2022

MBA, Tuition House,
27-37 S George's Road, Wimbledon
London SW19 4EU

Phone +44 (0)208 946 4141
Fax +44 (0)208 946 2299
Email mba@marcus-beale.co.uk

Marcus Beale Architects Ltd Registered Address:
87 Graham Road, London SW19 3SP
Registered in England & Wales number 3577512

Contents

Introduction	3
PART ONE: SIGNIFICANCE	4
1.1 History and Character of the Market and its surroundings	4
<i>Site location and general description</i>	4
<i>Historic Development</i>	5
<i>Prehistoric and Roman</i>	5
<i>Middle Ages</i>	5
<i>First Phase John Gwynn 1770-74</i>	7
<i>Second Phase 1838-49</i>	11
<i>Third Phase 1874-1901</i>	12
<i>Fourth Phase 20th Century</i>	13
<i>Market Chronology - Summary</i>	14
1.2 Oxford Covered Market as it is now	17
<i>Exterior</i>	17
<i>Roofs</i>	20
<i>Interior</i>	22
<i>Building Condition</i>	25
1.3 Statement of significance	26
<i>Archaeological</i>	26
<i>Architectural and Artistic Significance</i>	27
<i>Historic - Illustrative Significance</i>	28
<i>Historic Communal Significance</i>	28
<i>Historic Associative Significance</i>	29
<i>A Sense of Place</i>	29
<i>Summary of Significance</i>	30
PART TWO: CONSERVATION PRINCIPLES	31
2.1 Introduction	31
2.2 Vulnerabilities	32
2.3 Opportunities	32
2.4 Aims and Objectives: Conservation Principles for designers	33
2.5 Conservation Principles	34
PART THREE: IMPACTS of the MASTERPLAN	35
The impacts of the proposals	35
3.1 Methodology	35
3.2 Market Street and the Northern Edge	36
3.3 Entrances High Street and Cornmarket Street	37
3.4 Key Supporting Works	38
3.5 Service Yard	39
3.6 Impacts Summary	39
3.7 Assessment against conservation principles	41
4 Conclusion	42
Bibliography	43
Appendix A - Possible detailed guidance for stallholders	44

Introduction

This report has been prepared to inform proposals for a heritage led masterplan for Oxford Covered Market.

Oxford Covered Market is a purpose designed market dating from the 1770s, extended and roofed over in the 19th century. It is listed grade II, and adjoins and is close to other listed buildings in Oxford's historic city centre. It is situated within the City and Central Conservation Area, between the High Street and Market Street.

This report looks at the market from a conservation perspective, that is:

*the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.*¹

The report draws from and quotes extensively previous studies including:

- The Building of Oxford Covered Market by Malcolm Graham [1978].
- Oxford City Council's Heritage Assessment [2013] and
- Heritage Principles [2015].

These and other relevant documents are listed in the bibliography.

The report is structured as follows:

Part One describes the Covered Market and its heritage significance, taking into account historical context and geographic setting.

Part Two looks at vulnerabilities and opportunities, then sets out some principles to guide maintenance and alterations.

Part Three assesses the impact of the proposed alterations on the heritage significance of the market, as described in Oxford Covered Market Masterplan End of Key Stage 4 Report by Gort Scott Architects.

¹ National Planning Policy Framework [NPPF] 2019 p.65

PART ONE: SIGNIFICANCE

1.1 History and Character of the Market and its surroundings

Where we are now.

Site location and general description

The character of Central Oxford is described in OCC's Oxford Central (City & University) Conservation Area Character Appraisal 2018.²

Oxford Covered Market³ is located within the historic core of Oxford, bordered by the High Street to the south, Market Street (formerly Jesus College Lane) to the north, Cornmarket to the west and the rear of properties on Turl Street to the east. Immediately to the east of the Market on the High Street is the Mitre Hotel, listed grade II*.⁴ To the north east of the Market Street elevation is the south range of Jesus College, listed Grade I. The streets surrounding the Covered Market are well used by pedestrians, cyclists as a through route to the main shopping streets of the City and by service vehicles for deliveries.

Glimpsed views to the interior of the Market are possible through the avenue entrances from High Street. There is still a clear view through the entire market from High Street to Market Street in what was the original central avenue (avenue 3). Similar views out of the Market through the various entrances also knit inside and outside together. Yet the market is fundamentally introverted, dis-continuous with its surroundings. Its southern entrances are no more prominent than the shop fronts either side. Its northern elevation is closed at ground level and the avenue entrances protected by tall gates and railings above.

The front entrances from the High Street are through archways beneath houses at Nos 13-16⁵ which form a symmetrical, pedimented group, and were constructed as part of the original development in 1772-4. Three arches align with the original avenues which run south to north, terminating on Market Street. The side avenues were originally open. A new market building was constructed to the west of the old in 1834 and connected later in the 19th century to a further western avenue, also with entrances north and south onto Market Street and under no.10 High Street. All the avenues were roofed over in the 19th century, some with high timber trusses and clerestory glazing. Between the avenues are blocks of back-to-back stalls with a central crossing running east to west. The later western avenue is more loosely laid out, its southern entrance offset from the line of the avenue. To the west of the market is a side entrance through to the Golden Cross, linking Cornmarket and the Covered Market.

Opposite the Covered Market in Market Street is the grade I listed, three storey 17th century South Range of Jesus College,⁶ which gives a strong sense of enclosure to Market Street and is part of a cluster of college buildings to the north

² Draft 2018

³ <https://historicengland.org.uk/listing/the-list/list-entry/1380159>

⁴ <https://historicengland.org.uk/listing/the-list/list-entry/1369357>

⁵ 10 High Street <https://historicengland.org.uk/listing/the-list/list-entry/1047312>

11 High Street <https://historicengland.org.uk/listing/the-list/list-entry/1116316>

12-15 High Street <https://historicengland.org.uk/listing/the-list/list-entry/1369376>

16 High Street <https://historicengland.org.uk/listing/the-list/list-entry/1047270>

⁶ <https://historicengland.org.uk/listing/the-list/list-entry/1046728>

and east including Exeter and Lincoln Colleges. The market offers a striking roofscape on the south side of Market Street where the geometry of late 19th century avenue roof trusses meets the slight diagonal of what was formerly Jesus Lane.

Inside it has something of the feel of a souk, a dimly lit, enclosed public space of avenues and stalls selling fish, meat, coffee, spices, with sights, sound and smells quite unlike those of its surroundings. The high roofs above the avenues, on sturdy timber trusses with and clerestory windows are reminiscent of 19th century industrial and railway architecture.

Historic Development

Prehistoric and Roman

Central Oxford lies within an extensive and dispersed complex of prehistoric funerary and ritual monuments dating from the Middle Neolithic to the Early Bronze Age, located on the Summertown-Radley Gravel terrace between the Cherwell and Thames rivers. In the Middle Neolithic-Early Bronze Age the terrace attracted an extensive landscape of ritual and funerary monuments (including a possible mortuary enclosure, henge and round barrows), the nearest recorded examples being likely barrows at Logic Lane 350m to the east and at St Michael's Street 200m to the north-west of the Site. The full extent of this extensive monumental complex remains unknown and there is general potential for remains of this period under central and northern parts of the historic city. By the Middle Iron Age this 'sacred' landscape was no longer respected and a pattern of dispersed farmsteads, fields and enclosures had been established across parts of the terrace, a pattern of activity that continued through the Roman and early Saxon periods. The Site can therefore be assessed as having a moderate potential for prehistoric and Roman remains.

Middle Ages

Oxford may have originated as a Minster and/or trading settlement located close to the Thames river crossing at St Aldates in the middle Saxon period. In the 9th or early 10th century a burh (fortified town) was laid out on a grid centred on the Carfax crossroads. The burh may have been subsequently extended to the east and perhaps to the west, with the primary burh originally extending as far east along the High Street as St Mary's Church. The Site is located within this primary burh and previous archaeological investigations have recovered Late Saxon remains along Cornmarket to the west, the High Street frontage to the south and to the east at Lincoln College and All Saints Church. Late Saxon structures have been recorded during investigations directly south of the market at 13 High Street in 1972 (UAD Monument No 939). Furthermore well preserved Late Saxon remains have recently been identified nearby in the basement of Nos 6-7 High Street, where the excavation of a lift pit led to the recovered of charred plant remains from a wood lined feature. A grain of barley from this pit produced an 8th-9th century radio-carbon date (Boothroyd and Leech 2012). The Site can therefore be assessed as having high potential for Late Saxon remains.

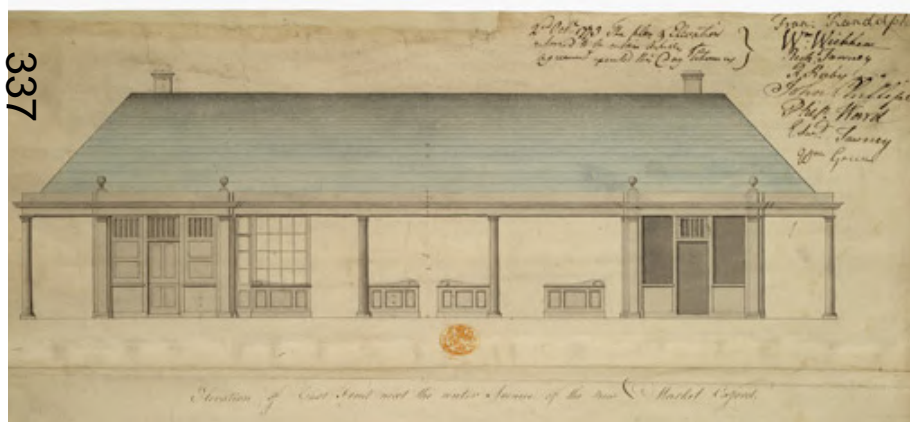
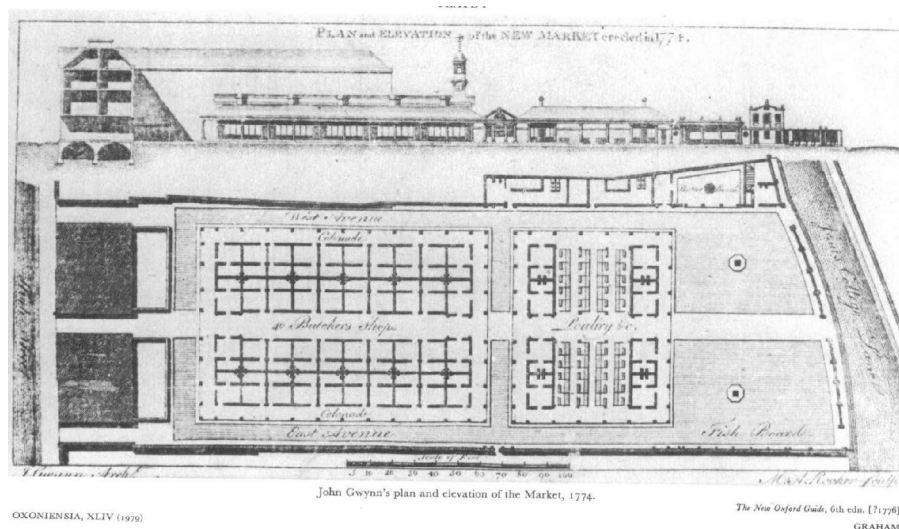
The Site occupies a number of former medieval tenements that fronted onto High Street and Market Street. The exact date of Market Street has not been confirmed, however, it is likely to have formed part of the Late Saxon street grid. The remains of cellars belonging to medieval and post-medieval buildings can be anticipated along these street frontages.



Detail of Agas' Map of Oxford 1578. North is to the bottom of the page. [From OCC Heritage Assessment]

On the Market Street frontage the north-east part of the Site is located over the former plots of Mildred Hall (UAD MON No 869) and Pyry Hall (UAD MON No 879), both former academic halls associated with the medieval University. On the High Street frontage of the market notable former buildings included the Kings Head (UAD MON No 504) and Croxford's Inn (UAD MON No 531). The name King's Head was given to several establishments, first appearing in 1451 when a license was granted for a baker's oven. The King's Inn at 10-12 High Street was opened in 1696 and closed in 1752. Croxford's Inn was in existence by 1357. The Site can therefore be assessed as having high potential for medieval and post-medieval remains.

Little archaeological work has taken place within the market itself. In 1991 a watching brief by Oxford Archaeological Unit during underpinning at Richard's Butchers Shop recorded stone footings were found along the east, west and north sides of the shop. These were interpreted as the foundations of the original market unit, not a pre-existing building (UAD Event No 599).



Gwynn's original designs [From Malcom Graham]

First Phase John Gwynn 1770-74

The Oxford Covered Market is one of a number of city and town markets constructed in the later 18th century. Markets were constructed in Bristol (1744), Glasgow (1754), Doncaster (1756), Southampton (1771), Swansea (1774), Winchester (1772) and Taunton (1772).⁷

Until then, in Oxford, street markets retained their medieval patterns with trades based in certain streets such as in Fish Street (St Aldate's) and Butcher Row (Queen Street and formerly High Street).

⁷ Quoted by Lennie Lindsay [See bibliography] from (Schmiechen and Carls, 1999:29)

In 1771, the Oxford Mileways Act was passed. The Act was primarily concerned with making the City's main roads 'more safe and commodious for traffic'. The commissioners in charge of bringing this about set about creating a new market space but they also demolished the remaining city gates, widened existing roads and on occasion created new roads.

The section concerning the market states:

And whereas the holding of a Market as heretofore accustomed for selling of Meat, Fish, and Garden Stuff, in the High Street and Butcher Row, in the said City, hath been found very inconvenient, by reason of the great Number of Coaches, Carts, and other Carriages, and Travellers, passing and repassing through the same, to and from the Roads above mentioned:

And whereas, it is necessary for the Benefit and Accommodation of the Inhabitants of the said University, City, and Suburbs, and of all persons resorting thereto, that a Market should be still continued for the Sale of all Kinds of Meat, Fish, Poultry, and Garden Stuff; and the Chancellor, Masters, and Scholars of the said University, and Mayor, Bailiffs, and Commonalty of the said City, are desirous to erect, hold and maintain such Market; it is hereby further enacted, That the said Commissioners, or any Fifteen or more of them, shall have full Power and Authority to view, set out, and describe such Plot or Piece of Ground, between the High Street and the Lane called Jesus College Lane [now Market Street], within the said City, as they shall adjudge most convenient and proper for holding the said Market, and to and for making proper Avenues thereto.

Properties on the High Street frontage (Nos 12-16), above the avenue entrances, were sold to raise money for the construction.

The architect was John Gwynn RA. John Gwynn(e) (1713-86) was an admirer of Wren and a pioneer in town planning, a foundation member of the Royal Academy with William Chambers (1723-1792), Thomas Sandby (1721-98) and George Dance II. On 14 May 1771 Gwynn had been appointed surveyor at Oxford to the new board of commissioners of the Oxford Paving Act. In this capacity he directed the demolition of the east and north gates, the Bocardo (civic prison) and the old Magdalen Bridge and the construction of temporary bridges over the two arms of the Cherwell and the new Magdalen Bridge. Gwynn's appointment was 'for three years certain and for one year more if necessary,' at a salary of 150*l.* per annum.⁸

Although little of Gwynn's 18th century fabric remains within the market itself, the layout and organisation is Gwynn's as are the High Street frontage.

The building work was split between Oxford carpenters Tawney and Roberts, who built the first 20 butchers shops and William Green, a carpenter for Waterstock, who built the remaining 20 butchers. The first part of the market to operate contained butcher's shops, while other types of stall were introduced gradually.

The site was the width the frontage of the houses (now shops) at 13-16 High Street which replaced earlier buildings.

Work on the foundations of the Covered Market (MON68) began in May 1772.

The market had three entrances: one in the middle, and one either side. These were aligned with aisles between two rectangular groups of 10 x 2 butcher's stalls either side of the centre aisle. A colonnaded crossing ran east to west across the centre of the plot, to the north of which a group of 8 poultry stalls, with pens

⁸ [DNB 1885-1900]

between them for the live stock, and beyond this at the far north, open courtyards, the north east corner of the site designed for the sale of fish. There may have been ponds or fountains in the northern courts. The service access was from Jesus College Lane, now Market Street. The northern boundary was walled, with openings only for the avenue entrances. East and west were high stone walls.

The stalls and central avenue were covered. The roof covering gave perishable goods protection from rain or excessive direct sunlight, and some protection to shoppers.

The outer avenues were open.

There was plenty of light and good ventilation.

The layout was rational, easy to navigate. Either stalls to the left, right or on both sides. With three avenues and a maximum of ten stalls in a row, this was simple enough a layout to not get lost. There is a central crossing, corners, and clear sight lines. The six entrances were easy to control, those to the south through gated archways, to the north gated between stone piers.

The fish section in the north east corner of the market, downwind.

The market was a logical and rational application of 18th century building technology to provide decorous, efficient and hygienic conditions for the controlled sale of fresh food.

1774. The Market was officially opened on 1 November 1774.

In 1775, there were 28 shops in addition to the 40 butchers' stalls. The shops were constructed on stone foundations and were timber-framed with lath and plaster walls with Stonesfield slate roofs and surrounding stone colonnades. At the north end of the Market there was an open area for fisherman, gardeners and other goods. There were three entrances to the Market along Jesus College Lane (now Market Street).

In 1789, a house was constructed for the the supervisory beadle (Market Inspector) in the NW corner of the site.



Extract from Faden's map of 1789 [OCC]. North is at the top.

1794 A 'market ... universally allowed to exceed every thing of the kind in this kingdom'

The *Universal Business Directory* of 1794 has this description of the market:

The old shambles in Butcher Row [Queen Street] are likewise taken away, and a new general market, upon an extensive scale, is erected between the High-street and Jesus College Lane; which market is universally allowed to exceed every thing of the kind in this kingdom. At the south entrance from the High-street it contains forty commodious shops for butchers. North of these are eight others equally commodious, occupied by gardeners, &c. between which are two spacious colonnades for poultry, eggs, bacon, cheese, &c. &c. divided into forty stalls; and beyond these, extending quite to Jesus College Lane, is a large area for country gardeners, fruit, and divers other commodities. There are likewise three avenues running through in direct lines, intersected by another in the middle, affording a free currency of air; and in the front, four elegant and commodious houses have been erected, which give an additional ornament to one of the finest streets in Europe. The open part of this market, fronting Jesus College, is inclosed by an iron pallisade; and the avenues opening upon the New Parade in the High-street are secured by iron gates. The whole extent of the ground appropriated to the purpose of erecting this market, is from north to south three hundred and forty-seven feet, and from east to west one hundred and twelve.



An engraving by N Whittock in 1850 shows the High Street frontage and the old market buildings behind, viewed from the south east.

Second Phase 1838-49

In 1838, Thomas Henry Wyatt [Thomas Wyatt the Younger] was appointed to extend the Market to the west. Wyatt insisted upon an iron roof construction, the structure cast by Dewar's foundry London, in 1839. This western extension occupied the space behind Nos. 10, 11, and 12 High Street.

1842-49. Market Street was widened and new imposing entrances to Market Street were designed by H J Underwood.

1872. The 1st edition of the Ordnance Map for Oxford dated 1872 shows the New Court completed but only three avenues into the Market from High Street and open stalls at the north end of the Market fronting Market Street.



Fig 7: 1st edition Ordnance survey map for Oxford 1872. Oxfordshire County Council.

Third Phase 1874-1901

1874. Jackson's Oxford Journal reported [24 October]:
The fish market, adjoining Market-street, has been covered in with a glass roof by Mr. Walter, builder, Walton Road, at a cost of 200l., from plans prepared by Mr. G. Young. Several repairs and alterations have also been made in the stalls.

In 1881 a new avenue [Avenue 1] was constructed on the western side of the Market designed by Oxford architect Fredrick Codd.

In 1898 other works were carried out by Oxford architect E.G Bruton, including the rebuilding of the central portion of avenue 4 following a fire and extending it north to Market Street.

1892. The south portion of Avenue 4 was rebuilt, and in 1894 the southern area of Avenue 3 was rebuilt.

1897. The former fish market at the north end of Avenues 1 & 2 was rebuilt and extended north fronting Market Street.



The 1900 2nd edition Ordnance Survey Map shows the new Avenue entrance off the High Street. Open areas to the north and east of the site had been covered over.

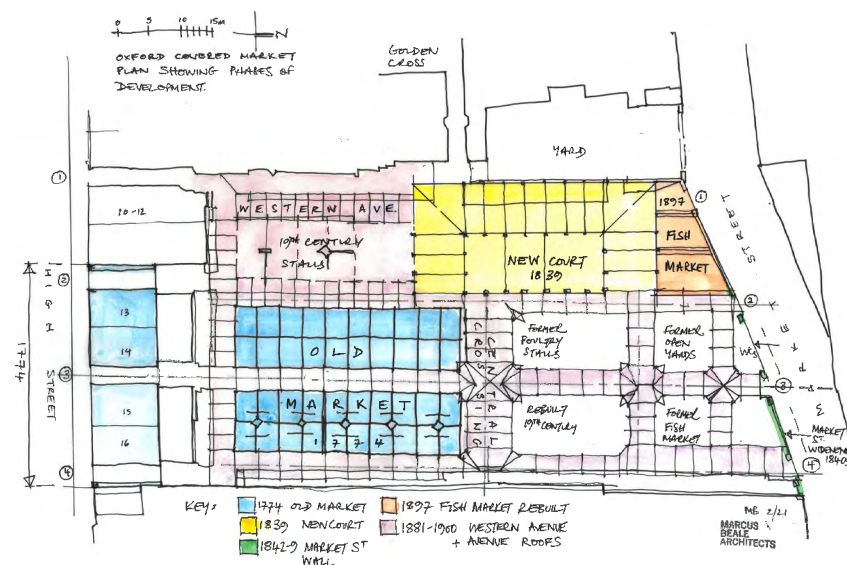


Fourth Phase 20th Century

1939-45. The Covered Market remained open during the Second World War and was a vital resource for the City. 1950-60s. New brick public lavatories inserted between the northern avenue 2 and 3 entrances on the Market Street frontage.

In 1986, a new entrance at the west side of Central Avenue through the Golden Cross was formed.

Market Chronology - Summary



Date	Event	Comment
Pre-1770	High Street frontage occupied by The King's Head and Croxford's Inn, with gardens and outbuildings to the rear	See Agas map for a general picture of the area
1771	Oxford Mileways Act to declutter streets	
1772-74	Construction to a design by John Gwynn RA	Phase 1 set out the basic form and organisation of the market, including the three eastern avenues, the central crossing, and the stall sizes for the south east quarters. Surviving elements include original dividing walls and chimney breasts. Little fabric remains in the southern quarter between avenues 2 and 3, but the footprint and 'rhythm' of stalls is significant here also. Avenues 2 and 4 have been realigned and encroachments prevent long views through the market. The original central avenue, Avenue 3 remains in its original alignment and clear views through from the High Street to Market Street are of high importance.
1773	1 November the market was opened	
1775	The market had 28 shops and 40 butchers shops	

Date	Event	Comment
1789	A house was constructed for the Market Inspector	Now demolished
1836	Charles Fowler invited to submit plans and specifications for an extension	
1839	Thomas Henry Wyatt 's designs for extensions to western side - the New Market.	Phase 2 - Surviving elements will have high significance evidencing the early 19th century expansion.
1842-49	Wall and piers to Market Street rebuilt by AJ Underwood	Market Street widened.
1850	Fish market relocated to NW corner	To avoid stench to Mitre Hotel [Graham p89]
1872	Market had 3 Avenues with open stalls to the north end at Market Street	
1881	New Avenue constructed on western side designed by Frederick Codd	Phase 3 - Late 19th century extensions in various sub-phases provided the fourth avenue, roofed over the avenues. This transformed the spaces of the market from open avenues to the lofty covered market as experienced today.
1884	Roof at south end of Market repaired	
1886	Roof of Avenue 3, north of Central Cross Avenue replaced by new, higher timber roof by EG Bruton	EG Bruton [1826-1899] was a gothic revival architect practising in Oxford.
1886	July - fire in Central Avenue	
1886-7	Central Avenue roof reconstructed by EG Bruton	
1888	Central portion of Avenue 4 rebuilt	
1892	South section of Avenue 4 rebuilt	
1894	South section of Avenue 3 rebuilt to match Avenue 2	
1895	North end of Avenue 2 altered	
1897	Former fish market at north end of Avenues 1 & 2 rebuilt and extended north fronting Market Street	A high quality 'architectural' building at the north end of avenues 1 and 2 in ashlar with narrow valley gutters in the roof form allowing clerestory light. The valley gutters are currently in poor condition.
1898	Avenue 4 extended north to Market Street	The avenue roof at its junction to Market Street is striking as the geometry meets the line of Market Street.
1901-2	Market House and skin yard converted into 1-3 Market Buildings	

Date	Event	Comment
Early -mid 20th century	Bow windows at first floor in the northern part of avenue	Example of idiosyncratic and characteristic history adaptation
1960s?	New brick public lavatories on Market Street	
1986	New entrance from West Central Avenue through Golden Cross formed as part of a general upgrade	High level ceilings were painted salmon orange. Concrete pavements were installed as a floor surface. Additional interpretations and signage were added.
2000	Market Listed Grade II by English Heritage	



High Street frontage Showing Gwynn's Palladian frontage. The tower of All Saints Church [1720] now Lincoln College Chapel is seen behind.

342

1.2 Oxford Covered Market as it is now

Exterior

The Market fronts on to the High Street and Market Street.

The High Street

Oxford's High Street that exhibits considerable variety in architectural form, and the market, as evidenced by its upper storeys gives a rare piece of continuity and order, 112 feet long, the plot width of a college, but of a different, considered and decorous character. This is experienced best in oblique views and from the south side of the High, the ground level shops obscure the grander scale.

The 1774 elevation is classical, formal, symmetrical, of three storeys, a palatial 15 windows wide by John Gwynn.⁹ It remains broadly in its original form. The facade is in three parts. Its centre projects slightly and is capped by a wide pediment. The three entrances to the market are marked by three tripartite and triangular pedimented windows at first floor. To the side of these are three plain windows, proportioned approximately square and a half, above them on the second floor square windows. The three smaller pediments lead the eye up to the central pediment which has a lunette, in three parts¹⁰ its centre. The material is stone, the language a pared down Tuscan order, the detail simple and delicate. It does not

⁹ Gwynn was a contemporary of James Paine (1717-1789), and something of his delicacy is evident here.

¹⁰ A Diocletian or thermal window

compete with nearby collegiate and ecclesiastical buildings. It is essentially a neo-Palladian villa adapted to mercantile use and transported to the city centre.¹¹

The ground floor is, and was, shops. The upper floors were originally four houses now converted to other uses. There are dormer windows either side of the pediment forming an attic storey.

The High Street frontage buildings are in separate occupation and ownership to the market. The easternmost house has been refurbished in about 2020.



The eastern part of the North Elevation. 2020. Note the 1840s piers and wall base on the left, late 19th century canopies above, brickwork of the mid 20th century public lavatories to the right.

Market Street, formerly Jesus College Lane, has a completely different character both to the High Street and the Corn Market to its west. It is a secondary route. At its eastern end where it joins Turl Street retains the sense of being a medieval lane, the buildings typically of three storeys.

In the north elevation, the market's function is clearly expressed. This is the business end, where goods are loaded and unloaded.

¹¹ Contemporary developments include Royal Crescent in Bath [John Wood the younger], John Gwynne's Bridge at Shrewsbury, and country houses at

The gated entrances to the market are flanked by stone piers, between which are walls 2-3 m tall. Above the walls and clerestory glazing, set back, loom the nineteenth century avenue roofs, their timber supporting structures presenting a jagged silhouette as where the line of the arcades meets that of Market Street at an angle.

All six stone piers of Underwood's 1840s market street frontage survive¹² the westernmost built into the corner of a later building, as does the stone wall connecting the eastern [4th] and central [3rd] avenues. Above this original base, wall has been built up in stages. The earlier height of about 2.1m has been raised to about 3m, above which, centrally placed, is a large timber louvred grille with a hipped slate roof.

Between avenues 3 and 2 is a single storey brick public lavatory with a flat roof, mid 20th century, extending the whole width between the 19th century piers.

Between avenues 2 and 1 is the Fish Market, rebuilt in 1897, a limestone building with three gabled bays with ball finials. The bays are separated by narrow valley gutters allowing clerestory windows behind. Palladian windows on the upper storey sit above an arched blind arcades below with impostes and keystones. The western bay form the entrance to Avenue 1 is flanked by square pilasters, with a wider opening the City's coat of arms, dated 1897, centred on the lintel above.

To the west of the entrance to Avenue 1 is a modern service yard with stone clad walls either side of a wide arched entrance.

The 4 metal entrance gates are probably 19th century and have decorative arrowhead tops.



Western part of the north elevation 2020

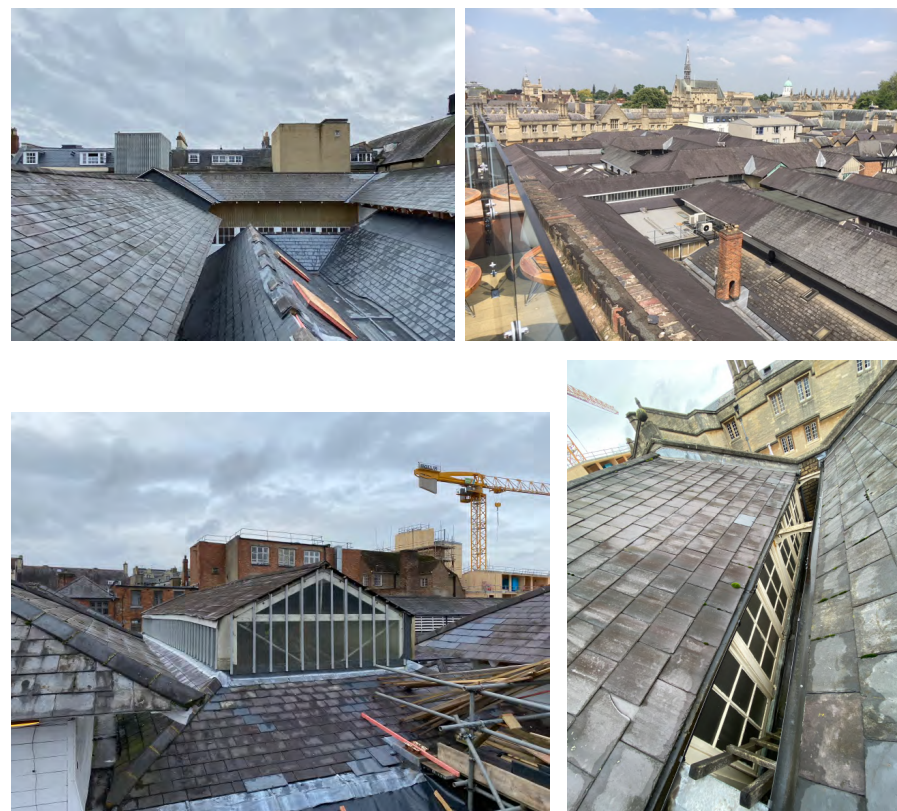
¹² The last built into the corner of the later 1897 Fish Market building.

Roofs

The roof coverings are generally of natural slate, with lead valleys. The higher avenue roofs enclose rectangular areas covering the stalls. Many of these are in an inverted W form with a central valley gutters. In some places the outer slope has been extended upward to meet the avenue roof.

Between avenues 1 and 2, in the south quarter, is a brick chimney. Occasional random dormers have been erected in the past.

The clerestory is glazed in single glazing with timber sashes. The New Court clerestory appears to have been originally timber horizontal louvres, some of which survive, some have been over clad with fibreglass sheeting, and some replaced with glazing.



roof slates in the New Market are held on steel rods rather than battens, with twisted wire ties, an unusual form of construction. At the north gable end of the roof are decorative spandrels with foliage motif. Visible on one of the tie beams is an inscription for 'Dewer London 1839'.¹⁴ Below the roof trusses and between the capped pilasters are vertically framed clerestory windows. The Market clock is also fixed below the iron roof in the Central Avenue. The back to back stalls at the centre of New Court are contemporary with the roof with mostly 20th century shopfronts that have been built outwards below the fascia into avenues 1 & 2. The shopfronts at the south east corner are 20th century with projecting bow windows at first floor level. On the north east corner, part of the 1830s shopfront has survived complete with moulded cornice, fascia board and pilasters. A vaulted basement runs underneath the central stalls.

Above the shopfront at the northern end of Avenue 2 facing east the 19th century iron bars remain above the cornice. These projecting metal bars were used to hang meat on the outside of the shop. Further examples of these projecting metal bars can be found above shopfronts along Avenues 2 and 3 and in the Central Avenue. In some instances the ironwork has been used to fix new sign boards and external lighting, which in some cases is clumsy and conceals views of glazed gallery and timber work above. A number of air conditioning units have also been fixed behind ironwork or above the fascia board obscuring views of the roof construction.

The Central Crossing runs east to west and steps south between avenues 1 and 2, where the 'old market' meets the 'new'.

The southern end of Avenue 1 was added in 1881 with a new fourth covered gated entrance constructed leading to the High Street.

The glazed timber roof above partially conceals the earlier 18th century 3 light mullioned and transom casement window at the rear of No 10 High Street.

The 20th century entrance to the Golden Cross opens from the west side of Avenue 1.

Many of the back to back units have been merged to form larger units.

The roof construction along avenues 1 & 2, including the cross aisle at the southern end of the Market is timber framed with King-post roof trusses. The roof is higher than the earlier cast iron roof with an internal glazed gallery above the shopfronts and open clerestory above. Some of the clerestory has been partially enclosed with corrugated iron and plastic horizontal boarding. The majority of windows in the internal glazed gallery are 6 light top opening casement windows with lamb tongue mouldings that light the upper floor of the shop units.

The back to back stalls between avenues 1 and 2 are contemporary with the 1881 roof. Although many of the 19th century shopfronts have been replaced, many achieve good proportions in traditional shop front design, with components such as cornice, fascia board, division of window glass and stall riser well related to each other.

Elsewhere some of the shop fronts have been replaced and built outwards below the fascia into the aisles. These encroachments of shopfronts, including the

¹⁴ The Dewer Foundry in London cast the iron dragons, designed by London architect, J. B. Bunning, that mark the boundaries of the City of London.

windows, obscure views of the traditional shop front designs and impede views along the avenues.

The single storey stalls along the south wall of the south aisle are also 20th century timber shopfronts and project into the aisle.

The northern half of avenues 2 and 3 and the majority of Avenue 4 were rebuilt in the late 1880s. The timber roof has King-post trusses with braces and struts with internal glazed gallery above the shopfronts and open clerestory above.

One of the most distinctive features of the historic back to back stalls in this part of the Market are the splayed doorways which survive in part at each corner block.

Many of the shop front doors have glazed upper panels and solid panels below. Above the doorways is a rectangular fascia board with framing to mounted signage. Elsewhere along the avenues, central doorways are used to access shop units. Some of these central doorways have now been blocked and only the beaded architraves or over lights are visible in the shopfront design. Where timber shopfronts remain, internal roof trusses are pegged into the frame. The pegs are visible externally. A fragment of the late 19th century terracotta floor clay tiling, with drainage channel is partially visible in front of No 98 at the northern end of Avenue 3. The existing floor tiles are 20th century.

The eastern half of the Central Crossing is covered by radial King-post trusses with braces and struts. The shops fronting the south side of the Central Avenue have splayed doorways to match those to the north. Between units 61 and 81 are two low level windows with Crown glass in the left hand window. The right window glass has been painted.

The northern section of Avenue 4 is covered by a Queen post roof with arch braces. This section of the Market was rebuilt in 1888 following a fire in 1886 and extended north to Market Street in 1898. Along the eastern wall at high level formed by the braces are large timber arches with horizontal timber louvers.

Above the louvers are clerestory windows with mullions and vertical timber louvers.

At the northern end of Avenue 4 next to Market Street is the best preserved 19th century shop front complete with vertical boarded stall riser and large 19th century top opening sliding sash with horns. The window has 4 large panes on the lower sash with beading. The upper sash is 8 over 8 with 6 glazed panels remaining.

Opposite the window on the western side of Avenue 4 is a 19th century timber six panelled door with beaded architrave.

The southern half of Avenue 4 was rebuilt in 1892 and the roof is much lower than neighbouring avenues with King-post trusses with braces and struts. 4 paned clerestory windows are positioned below the roof trusses. The units are single storey on both sides of the avenue. Projecting square timber signs are fixed above the fascia board and compete for prominence in the avenue. The series of smaller shop units which flank the eastern wall have a continuous projecting green and yellow canvas canopy with external lighting which conceals a timber roof. Above the canopy about half way along Avenue 4 is a distinctive oval shaped board on metal chain hung from one of the timber braces. Most projecting signs above shopfronts have simple, compact brackets with simple circular or rectangular timber boards no lower than the lower edge of the shop fascia.

The southern half of Avenue 3 was rebuilt in 1894 to match Avenue 2 with an internal glazed gallery above the shopfronts and open clerestory above.

The former fish market at the north end of avenues 1 & 2 was rebuilt in 1897 and extended north fronting Market Street. Along the north wall of the building are late 19th century white glazed tiles up to the eaves.

Elsewhere the majority of the walls are painted white or cream. The timber roofs are painted salmon pink to contrast with the walls. The colours of shopfronts vary. The majority of shopfronts are painted in subtle muted colours in traditional shades.

Lighting varies throughout the Market. Up lighters fixed above cornices provide architectural lighting at high level. Metal octagonal lanterns hung from chains from the roof illuminate the avenues and shopfronts. Most shops also have additional external or internal lighting to illuminate shop windows and signage.

The cellar is located under the New Market and is accessed by steps located off the Central Avenue. The cellar is a series of tunnels running north/south and east/west with stone walls and brick barrel vaulting. The tunnels running west/east are now blocked. Along the tunnel are small vaulted chambers set behind locked metal doors. There is graffiti etched into the wall which has been painted over. In front of one of the doors is an earlier 19th century planked and battened door with strap hinges.¹⁵

Building Condition

This summarises the main points from a conditions survey carried out on 16 December 2020.

Roofs are generally pitched roofs clad in natural slate with lead valleys and gutters. The avenue roofs are higher than the stall blocks, and separated by clerestory windows or vertical faces clad with timber louvres. These have in some cases been over clad with other materials such as fibreglass which have discoloured and deteriorated. A programme of phased repairs is being undertaken. The roofs are overall in a fair to poor condition, and require regular ongoing maintenance. A failed gutter in the north west 1897 Fish Market building has been temporarily fixed by covering the entire valley and its clerestory windows with plastic sheeting. Some parts of the roof have been glazed in clear glass, which creates pools of light but also potential problems of direct sunlight for traders. Clerestory windows have been covered up or painted over in some places. The roofs would benefit from an accelerated and systematically targeted set of interventions which would improve conditions in the market and make more apparent the historic trusses and ventilators themselves. Ad hoc insertions of flues etc. should be rationalised.

Roof structures are timber and steel as previously described. The boarded soffits are painted in a bright salmon orange colour.

Walls are generally of stone or brick, rendered. Stalls are generally timber framed, with stone or brick piers and dividing walls.

Floors. Late 20th century interlocking floor pavers have been installed generally in the avenues. This is not sympathetic to the character of the market and consideration should be given to replacing this with a more authentic floor finish such as stone.

¹⁵ This section adapted from OCC Heritage Statement 2018 and will be updated following further site inspections.

Drainage. Rainwater drainage includes stress points in the valleys which get overloaded in heavy rain. Foul drainage, gullies are maintained through regular ongoing maintenance.

Services

These are often run in a visually obtrusive manner. See M&E consultant's report for details.

Subterranean areas

A basement extends under the western part of the market, the 'New Market' of 1834. There may be further basements beyond.

1.3 Statement of significance

Significance is the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.¹⁶ The Covered Market has many overlapping significances. Here we group them thematically, using three broad categories/headings below.

Archaeological interest: *sometimes called evidential or research value. There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity that could be revealed through investigation at some point. Archaeological interest in this context includes above-ground structures.*

Architectural and Artistic interest: *Architectural and artistic interests derive from a contemporary appreciation of the asset's aesthetics. Architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is derived from the use of human imagination and skill to convey meaning through all forms of creative expression. The sensory and intellectual stimulation we derive from a heritage asset dictates its aesthetic value, which can be the result of conscious design, including artistic endeavour or technical innovation, or the seemingly fortuitous outcome of the way in which a place has evolved and been used over time.*

Historic interest: *sometimes called historical value. A heritage asset is most commonly valued for its historic interest because of the way in which it can illustrate the story of past events, people and aspects of life (illustrative value, or interest). When these stories become enmeshed with the identity of a community, in addition to the asset's historic interest it can be said to hold communal value. Historic interest also embodies associative value. Association with a notable person, event, or movement gives an asset a particular resonance and this may be ...as important as its illustrative value.*

Archaeological

Below ground the site holds evidence with the potential to reveal information about:

- the early origins of this part of Oxford.
- the earlier form of the covered market and its various phases of change.

Above ground the surviving historic fabric is worthy of research for the following reasons:

¹⁶ These definitions are from English Heritage Conservation Principles 2017 consultation draft. This follows the terminology of Annex 2 of the National Planning Policy Framework 2012.

The layout of the 18th century market, avenues 2,3 and 4, together with surviving elements from this phase, which include elements of the original cross walls and corner fireplaces in the SE quarter, the six gate piers on the north elevation and the High Street elevation, evidence market design and town planning in the 1770s.

The 1834 phase incorporating cast iron and timber technology including the high level timber louvres is physical evidence of how the market required a different kind of spaces in the 19th century.

The later 19th century avenue roofs and clerestory windows evidence the further evolution of the market into a more sheltered and controlled environment, whilst maintaining ventilation and daylight.

Later 19th century and onwards artificial lighting, gas and electric, evidence the planned lighting of the market spaces.

The new building at the north west corner dated 1897 evidences provision for the sale of fish and hygienic surfaces, for example the glazed brick inner wall finish, and the provision of light and ventilation whilst excluding direct sunlight through the narrow, paired clerestory windows above.

Throughout there are surviving fragments giving evidence of the historic workings of the market, including elements of the shopfronts, meat hooks and rails, floor finishes and the basement storage vaults.

The drainage, above and below ground, is worthy of research and would hold information as to the activities of the market, the type of goods bought and sold.

Records of the market, held by OCC, hold evidence as to the nature and tenure of stalls, and the administration of the market since the 1770s.¹⁷

Architectural and Artistic Significance

The market as a whole holds architectural interest for its composition of tall arcades of several phases of building and reconstruction from the 18th century onwards, laid out in avenues, for its stalls and shopfronts which are characteristic of their function and contribute to a varied and stimulating environment.

The market avenues create long views of the roof structure whose scale, height and repetition form a long, rhythmic and three dimensional roof-scapes. The variety of trusses, from king and queen posts are examples of craftsmanship and carpentry engineering of their time.

The eastern and southern part of the market retains much of its original, designed layout in a simple grid pattern.

The High Street elevation survives as an example of high quality architecture from the 1770s by eminent architect John Gwynn. The character and architectural language of this phase show a sensibility to the market's function and place within the hierarchy of buildings on the High Street, in particular its relationship to collegiate and ecclesiastical buildings nearby.

The 1834-9 New Court by Thomas Henry Wyatt is notable for its use of prefabricated cast iron trusses and can be considered a 'High -Tech' structure of its time.

¹⁷ It is known that the records exist at Oxford City Hall but we have not as part of this study examined them.

The 1840s gate piers on Market Street are elegant, relate to Gwynn's High Street frontage, and mark the ends of the avenues.

The Fish Market, rebuilt 1897 presents a well considered 'architectural' elevation to market Street and is notable for the narrow valley gutters and opposing clerestory windows.

The Market also contains elements of original market stalls from the 19th century onwards, including historic shop fronts, piers, fascias. These are generally of a good quality of design and craftsmanship.

The floor is part of this interest and there is still evidence of early floor finishes in parts – where they survive, e.g original paving, gullies and drains which help to explain the earlier form and uses.

Historic - Illustrative Significance

The construction of a Covered Market is of historic interest as evidence of a programme of improvements to Oxford carried out in the late 18th century including also the new Magdalen Bridge, whose overall purpose was to rationalise and improve traffic flows within the city. It illustrates 18th century town, as well as market planning. It provides physical evidence of 18th and 19th century challenges and solutions in the planning and management of Oxford's transport network and commercial trades. The market illustrates, through its layout and avenue roofs, contemporary sensibilities towards public health. It helps our understanding of the commercial development of Oxford during periods of growth in the 18th and 19th centuries.

The market can be seen in relationship with other cities and other market halls across the country. Many of these have since been demolished or converted into other uses.

Oxford's Covered Market has been in continuous use as a covered food market occupied predominantly by local traders and owned by the City since the 1770s.

Some of the stalls are located in their original places and help understanding of the way trade was carried out with distinct zones for fish, meat and grocers. This holds historic interest and communal interest especially where trades and traders have been established for a long time.

Some elements of the original market stalls remain, eg. parts of shopfronts, piers, fascias, original floor finishes and gullies.

The market evidences the technologies and fashions of the times across its phases of development, including gas lighting, natural ventilation and lighting, and designed hygienic finishes, for example white glazed bricks.

Construction of the covered market and its subsequent extension was implemented using a variety of often local professions and trades – architects, carpenters, foundries. This history contributes to the story of Oxford more generally and also provides information and a history on the fortunes of individual trades. This collective information holds historic interest.

Historic Communal Significance

The market is a destination place, a meeting place of unique informal character, and a place of exchange and sale of fresh food since the 18th century.

The market provides a valuable range of services that would not otherwise be represented in the city centre.

The continual use and association with local businesses add to the communal significance. Historic businesses based in the Covered Market for many years include:

- Browns Cafe
- Bonners (Oxford) Ltd - greengrocers 1952
- Nash Bakery 1955
- Pershore Seafoods
- Cardews and Company (coffee and tea) 1965
- Feller and Daughter (butchers) 1979
- Oxford Cheese Company 1983
- Oxford Aromatics 2008

Historic Associative Significance

Associations include:

Historic figures

John Gwynn (1713-1786)— architect of the original market 1774

Thomas Henry Wyatt (1807-1880)— architect of the New Court 1834

Historic events:

The Oxford Mileways Act 1771

Cultural events such as TV series

Inspector Morse.

The covered market was used as a location for the popular TV series.

A Sense of Place

The Covered Market is an 'experience' in the High Street. It has a strong characteristic sense of place which contrasts with that of the commercial centre of Oxford and its main shopping areas. The different characters of the parts of the market contribute to give a sense of a depth of historic use, over several centuries. It is a multi-sensory experience:

Smells.

Scents (e.g. fish and cheese stalls) permeate the market. More recent trends such as coffee shops add a new range of smells.

Sounds.

The sounds of market traders, hustle and bustle of people coming and going are modulated by the acoustics of the lofty arcades and the activities in the market stalls. This contributes to the market's ambience. Where shops have been fully enclosed this creates a or private acoustic environment at the expense of the general ambience.

Sights.

The visual delight of external displays of food and stall produce: with grocers, fishmongers, butchers and jewellery stalls. Where these can be experienced in longer views with the roof structure the sense of a historic market and the visual delight of its construction and use can be fully experienced. This experience also changes with the seasons, particularly at Christmas when the butchers' display their game and bird.

Tastes.

As a food market, the taste and anticipated sense of taste is an ever present ingredient in the multi-sensory experience.

Summary of Significance

History and historical importance - Summary table for stage 1 presentation					
	Date	Description	Comment	Associated with:	Significance
Archeology	Pre 1770	Below ground archaeology	The site has moderate potential for Prehistoric and Roman remains, and high potential for Saxon, Medieval and post-Medieval remains.		HIGH
Old Market	1770-1774	Purpose designed 18th century market	Rational, clear layout, views and three easternmost avenues laid out. South east quarters are still in substantially their original form. The central crossing is in its original position. The northern end used to be a courtyard and poultry pens which have been lost as the northern part of the market has been built over.	John Gwynn (1713-1786)— architect of the original market 1774	VERY HIGH
		High Street Frontage	Decorum, high quality architectural frontage in stone, Neo-Palladian. Entrances set within an architectural composition.		VERY HIGH
New Court	1834-1840	Purpose designed market building	Hi-tech building of the 1830s, structure, use of cast iron, roof construction, piers.	Thomas Henry Wyatt (1807-1880) architect of the new court 1834	VERY HIGH
Market Street piers and walls	1842-9	Market Street frontage	Stone piers at avenue entrances, fragments of stone walls.	AJ Underwood	HIGH
Avenue Roofs and Western Avenue	19th Century	Roofs over the avenues including crossings and end canopies on Market Street	Examples of 19th century carpentry/engineering: trusses, clerestory windows and ventilation.		HIGH
		Western Avenue	More picturesque in character, with offsets and sequential views.		HIGH
		Market stalls	19th century market stalls where they survive including fixtures and fascias.		HIGH
Fish Market	1897	Purpose designed market building, rebuilding of the fish market	High quality architectural frontage in three bays. The roof with clerestory windows and narrow valley gutters between.		HIGH
20th century alterations	20th century	Alterations, floor coverings, stall adaptations, encroachments	Most interventions of low significance. Some, e.g. bay windows and idiosyncratic adaptations, are of medium significance.		LOW-MEDIUM
Use	1774-present	Purpose designed food market in continuous use and ownership since the 18th century	Continuous association with food, especially butchery and fresh produce of high historic, evidential importance.		VERY HIGH

PART TWO: CONSERVATION PRINCIPLES

2.1 Introduction

Having described and evaluated the market in Part One, this section identifies the key issues and principles for the effective management and future development of the market.

It asks how the significance of the various elements of the site are at risk.

It then proposes a series of Conservation Plan Principles to manage and resolve those issues and ensure that the heritage significance of Oxford Covered Market is protected and enhanced for public benefit.

2.2 Vulnerabilities

How might the cultural significance of Oxford Covered market be harmed?

Vulnerabilities to the **fabric**:

Total demolition or substantial harm is unlikely due to its listed status.

The building fabric could be harmed:

- By inappropriate repairs.
- By plant, service ducts and flues which may damage or disfigure the original fabric.
- By poor or late maintenance of critical elements of built structure such as roofs and drainage.
- By piecemeal alterations, ad-hoc alterations and modifications. Such alterations can also cause a loss of coherence, by eroding or over-layering historic shopfronts, illuminated modern signage, lighting, and air conditioning units.
- Some ad hoc decisions of the past have their own heritage significance, for example the bay windows at the first floor of the north west side of avenue 2.

Vulnerabilities to the **layout**:

- The logic of the market could be harmed by obstructing or changing the layout, especially around the 'old' and 'new' markets.
- Encroachments are generally harmful, especially where they disrupt sight lines and hinder navigation and way finding.
- Avenue 3, the original central avenue, still maintains a view through the entire market from High to Market Street and this is highly significant.

Vulnerabilities to visual **coherence and legibility**:

- A market is inherently a place of display and activity, but the buildings give a framework and layout and organisation that constrains this. The framework allows for creativity.
- Poor, modern signage and paint colours which do not complement the Market interior could detract from significance. A balance should be struck to not hinder the needs of creative expression of the individual traders.

The market is potentially vulnerable to inappropriate or antisocial **uses**.

Externally the presence of the market is very discreet. Whilst this may be a challenge for traders, it heightens the experience for those prepared to explore deeper and are met with a whole inside world that is very unexpected. The market's removal from the main streets of the city was the fulfilment of what the 18th and 19th century authorities wanted to achieve and thus holds historic interest, but it is also now one of the challenges to the continuing success and viability of the market.

2.3 Opportunities

There is potential to remove late 20th Century interventions to shopfronts and interiors where they obscure features of higher significance.

A more integrated approach to future alterations could be developed, without undermining individuality.

The goods and stall displays can positively enhance the surroundings, aesthetically and through smell, and sounds.

Generally enhancing the shopping experience within the Covered Market will increase the viability of individual shop units, helping them to compete successfully with other shopping trends in the city.

There is potential for regeneration and tourism, start ups, arts, etc. as evidenced in other reports.

Care must be taken to preserve the historic primary association with food.

2.4 Aims and Objectives: Conservation Principles for designers

The following principles are intended to provide a framework for long- and short-term decision-making and the evaluation of any proposals affecting the significance of the standing structures and the sense of place.

In particular they aim to:

- Preserve and enhance the significance of the market for the benefit of future generations;
- Influence long- and short-term management proposals for the uses and development within and around it;
- Provide a benchmark against which to assess the likely impact of any changes;
- Promote appropriate uses for the market
- Ensure access to the site to the widest range of people possible; and
- Improve the interpretation and presentation of the historic remains and other aspects of the site.

The aim is to enhance heritage interest and cultural significance in a way that can be experienced by the users and visitors to the place. To help people interpret visual and sensory clues to tell a story about the historic and cultural value of the market.

2.5 Conservation Principles

<i>Make the market accessible for all</i>	Make the market accessible for everybody, including: visually impaired, ambulant disabled, wheelchair users and to people of all ages including children and teenagers.
<i>Maintain the connection with food</i>	Maintain the historic association with food and fresh produce including butchery, reflecting the market's rare status as a continuously owned and functioning food market since the late 18th century. Celebrate the market's history of food to support its economic sustainability through changing retail, shopping and city centre trends.
<i>Preserve the historic layout and organisation of the market</i>	The layout of the Old Market is significant for its rational regular plan and clear organisation: the three eastern avenues and central crossing, and the entrances on Market Street and the High Street. The New Court abuts the western side of the Central Crossing and is experienced from the old market and the western avenue. It is a significant landmark in the internal geography of the market. The views from the High Street to Market Street are of high significance because they explain the rationale for the design and assist in way finding. New encroachments should not be allowed, and existing encroachments should be scaled back when the opportunity arises, at breaks in tenancies for example, to reinforce the original stall lines and sight lines.
<i>Express the rhythm of the stalls</i>	Where the stalls are laid out in regular patterns, for example in the south eastern quarter, preserve any surviving historic diving walls, and express the rhythm of the original stall layout in the stall frontages, where they have been amalgamated or extended, so that the earlier rhythm can be appreciated.
<i>Remove inappropriate and negative alterations</i>	Declutter the interiors of neutral or negative later additions. Rationalise services so they do not detract or obscure the historic fabric. Minimise clutter on shopfronts and the wider market hall. Minimise the visual impact of potentially obtrusive elements such as air conditioning units.
<i>Conserve the surviving historic building fabric and protect below ground archaeological remains</i>	Surviving elements of pre 20th century fabric should generally be preserved. Repairs should be in like for like [original] materials, and adequate care should be taken to allow for example suitable mortar, renders, and breathability of paint. Where stalls are being refurbished, inappropriate previous repairs of alterations should be removed and replaced with more consistent materials suitable to the age and construction of the substrates. Floor surfaces: Preserve original or early floor surfaces. Install sympathetic surfaces to replace concrete pavements. The market is located within the historic core of the Late Saxon and medieval town and significant archaeological remains are likely to be preserved below the market building.
<i>Improve signage, interpretation and way-finding</i>	Provide interpretation panels and explore digital interpretation including augmented reality. Develop signage at the entrances.
<i>Use colour and lighting to reveal heritage</i>	Careful architectural and general lighting can reveal and enhance the experience of the market. Develop a market wide strategy for lighting of the avenues and open spaces of the Market and guidelines for the individual shops. Natural light should be controlled and managed as for example at the southern end of Avenue 1, to form pools of light. This should be done carefully to avoid adverse side effects of direct sunlight. Existing fibreglass panels are now discoloured which give a brown tint to natural daylight. Colour and lighting should enhance the user experience and help reveal its heritage values. This may involve presenting the historic elements of fabric, as far as possible, in an original or an early colour scheme, established by paint analysis.
<i>Encourage individualism within the market framework</i>	The conservation principles should allow, within the overall conservation framework, the maximum individual expression and the unique character of each stall to shine through. A simple window display can emphasise the product for sale and also the design ethos / branding of the business. More flamboyant and unique characteristics should not automatically be discouraged, since they emphasise the 'now' and the new in relation to the old. Develop guidance for shops in terms of the size and style for signage, particularly hanging and projecting signs.
<i>Planned and managed fabric maintenance</i>	Continue to maintain the market on a daily, weekly, and long term programme by OCC. Maintain a proactive programme of repair and maintenance underpinned by best practice and conservation principles.
<i>Promote research and web based heritage resources</i>	Records, photographs and reports should be accessible through OCC website. Access to records should be maximised including possible digitisation. Oral histories could also be preserved.

PART THREE: IMPACTS of the MASTERPLAN

The impacts of the proposals

This section should be read in conjunction with Oxford Covered Market Masterplan End of Key Stage 4 Report by Gort Scott Architects November 2022.

3.1 Methodology

This section describes the proposed alterations and their effects on heritage significance.

The proposals are at feasibility stage. We comment here on the principle of the proposed alterations. Even if the principle of proposed alterations is acceptable, the manner of execution is critical to their success.

Changes that may affect the character include:

- Removing or altering the existing built fabric.
- Adding new built elements.
- Changes to use, layout or organisation - which may affect the legibility of the market.
- Changes to natural or artificial lighting, colour and presentation.
- Acoustic changes, by introducing new sounds into the market or by altering the acoustic qualities of the enclosure.
- Interpretation and signage.

In assessing impacts, we assess first the magnitude of impact, using the methodology of BS 7913, and then the character or quality of the change, which can be neutral, or cause varying degrees of benefit or harm.

From BS 7913:2013 Figure 2: Magnitude of impact plotted against value

VALUE	AMOUNT OF CHANGE				
	No Change	Negligible	Minor	Moderate	Major
Very High	Neutral	Slight	Moderate/Large	Large/Very Large	Very High
High	Neutral	Slight	Slight/moderate	Moderate/Large	Large/Very Large
Medium	Neutral	Neutral/slight	Slight	Moderate	Moderate/Large
Low	Neutral	Neutral/slight	Neutral/slight	Slight	Slight/moderate
Negligible	Neutral	Neutral	Neutral/slight	Neutral/slight	Slight

The proposals are summarised in the stage 4 design report as five 'Key Moves':

- 1: Market Street Management Strategy
- 2: Reorganise the service yard
- 3: Northern edge: New opening onto Market Street, relocate public WCs and new public cycle store
- 4: Improved entrances to High Street & Cornmarket Street
- 5: Key Supporting works

Below we consider the proposed alterations in approximate descending order of impacts, taking:

- the Market Street Management and alterations to the Northern Edge together, followed by
- Improved Entrances and Key Supporting Works, finally addressing
- the changes to the service yard.

3.2 Market Street and the Northern Edge

Market Street management involves:

- Managing traffic to improve pedestrian safety
- Potted trees to create natural barriers and provide greening
- Bike stands to prevent deliveries blocking shop fronts
- Dismantlable market stalls to create a pop-up street market
- Tables and chairs [to] create spill out areas from Market and new open space.

These management changes have negligible effect on the fabric of the market and a moderate effect on its setting. This represents a moderate amount of change to the setting of a high value part of the market, affecting the character of the conservation area. The impact is moderate/large. Making the market street edge more accessible pedestrian friendly, if this does not adversely affect the functioning of the market as a food market, is beneficial in character.

Associated with the proposals for Market Street, the proposal for the northern edge includes a new entrance to the market with open public space and seating.

The work involves:

- Removing stalls to form the new open courtyard.
- New glazed roof over courtyard set between the 19th century avenue roof structures to allow light into the centre of market whilst protecting the space from adverse weather.
- New resin bound gravel flooring.
- New internal way finding and signage.
- Repairing historic walls.
- New extra large entrance gates and signage.
- Collapsible furniture to allow for flexible use.
- New public WCs and bike storage.

New opening

Opening the central part of the northern boundary makes great sense architecturally, economically and socially.

The northern end of the market was originally designed as open courtyards, bounded by low walls and railings, the avenue ends marked by stone piers.

The surviving stone piers and walls will be retained and repaired.

The more open aspect will restore something of the original openness and contrast with the darker character of the southern part of the market.

The open frontage will enhance the ability to appreciate the 19th century avenue roofs and see their structural supports, currently obscured at low level by the market stalls, an enhancement to setting. The boundary line will be retained as the night time security line, but will be open during the day.

The removal of the existing 1960s brick public toilets between the northern entrances of avenues 2 and 3 will cause no harm, since the existing toilets have little historic and communal significance and detract aesthetically from the appreciation of the market as a whole. New public WCs will be provided to the east at the end of avenues 3 and 4.

The market has always been through the gated ends of the avenues. Access to the market other than through the designed avenue ends disrupts the historic movement pattern could potentially harm the legibility of the market layout. If, for example, a low wall and railings were introduced between the historic gate piers

there would be no harm at all, but this would not give the required permeability of movement.

We understand that the new security line for the market at night will form a vertical railed gate line along the boundary. If simply and elegantly designed to allow views into the market at night, this will enhance the legibility of the market within the wider townscape. How the gates are stored in the open position, and their relationship to the historic gate piers and ironwork at the avenue ends will need to be considered carefully as the design is developed. The paving should also reflect that there was once a historic boundary here.

The removal of the existing market stalls to form the new open courtyard will involve some loss of fabric. The loss of the stalls is a major amount of change to a part of the market of medium value, the impact is moderate/large.

The change is historically harmful, since it removes stalls that have been there for about a century. At the same time it is in a sense historically beneficial since it evidences the earlier, more open northern end to the market.

The stall cornice and clerestory glazing will be retained, so that the structure will have a more filigree quality at high level, and show something of its history, mitigating the loss.

The 1960s shopfront has some evidential significance but its aesthetic contribution is neutral and its loss would be a very minor harm. Removing the fibreglass sheeting will be beneficial.

Some shopfronts will be lost at the northern end of avenues 3 and 4 to make way for new cycle and public toilets. These should be assessed and, if feasible, material of historic or aesthetic significance retained, reincorporated or reused in the design. The detailing of the new WCs must respect its setting, immediately behind the historically important northern boundary wall and gates.

These harms are less than substantial and will need to be weighed against public benefit of making the market more accessible, inclusive and economically sustainable.

Architecturally, aesthetically, the character of the change is beneficial, since it provides spatial variety to the market and draws the eye upwards to the avenue roofs.

Resin bound gravel in York stone colour is proposed for the pedestrian pathways. This would replace the 1980s clay paviours installed generally throughout the market. The material for flooring the market should be cleanable, durable, and non-slip. Historically the market would probably have been paved with stone flags. Modern working markets are now often floored with seamless impermeable materials such as terrazzo. We would prefer to see a small area of flooring replaced with durable high quality materials rather than a larger area replaced by a cheaper material.

3.3 Entrances High Street and Cornmarket Street

Proposed improvements to entrances on High Street & Cornmarket Street include:

- Remove suspended ceiling
- On masonry, remove paint
- Remove/rationalise M&E installations
- Reroute pipework:

- High Street
 - New gates (relocated secure line) and signage to the Market
 - New wall-mounted lights in all entrance passageways
- Redecorate soffit in mineral paint
- New rooflights
- Resin bound gravel - colour to match York stone - Market floor graphic at entrances
- Aspiration for new openings in commercial unit walls to create active frontages onto entrance passages (to be agreed with All Souls)
- Cycle parking
- Wall mural
- Trees in planters.

Services alterations should be rationalised and run in a way that reinforces the logic of the building and sits comfortably with the existing fabric.

New signage should obey the general principles set out in section 2 and appendix A of this report.

The detailed design of new gates is critical, and if they provide secure views into the market at night the would be welcomed.

New openings in the commercial unit walls will be subject to listed building consent.

It is highly desirable to reinforce the vertical link between the tripartite windows on the first floor of the High Street facade and the avenue entrances below. The building otherwise will appear to float above the shop fronts rather than being anchored to the ground.

3.4 Key Supporting Works

Improvements to services are essential for the success of the masterplan and to ensure the market is resilient to future changes.

Elements include:

- Drainage
- Services replacement
- Decoration
- Strip-out and making good
- Basement remedial work
- New furniture
- Wifi
- Lighting.

We stress the importance of carrying out these essential works to the market infrastructure in accordance with a properly funded Asset Management and Maintenance Plan.

Works to services can incrementally harm the legibility of internal spaces unless they are carefully conceived to be elegant and logically laid out.

Some redundant services may have historic evidential significance and where this is the case they should be retained in situ where possible.

Below ground works have the potential to disturb archeology in what is known to be a significant part of central Oxford and should be supported by appropriate evaluation and monitoring.

3.5 Service Yard

Optimising the service yard involves reorganising existing utilitarian structures and the introduction of a new, lightweight 2-storey steel structure which will accommodate new trader storage and facilities.

Works involve:

- Strip-out of service yard: railings, rain canopy etc.
- Removal of existing markings and painting of new markings on service yard ground
- Infill of fire escape (allow for stone on external)
- Removing walls reconfiguring toilets and storage rooms
- New/refit bathrooms.
- Side hung gate with wicket door fire exit and foldable element
- Electric vehicle/cargo bikes charging
- Compacting and recycling
- Storage
- A new Lightweight 2-storey covered steel structure for storage and trader facilities. Open sided at ground level.

The service yard works will involve no significant alterations to historic structures.

The design of the new 2-storey structure will need to be considered carefully in relation the market buildings to ensure it is structurally independent and causes minimal alterations to the historic fabric including the roofs of Avenue 1 and the boundary walls.

The proposed alterations will not be visible from the market itself or from Market Street so will have negligible impact on the setting of the market or the character of the conservation area.

3.6 Impacts Summary

Below we summarise the impacts of the proposed alterations. The assessment assumes that the detailed proposals are designed to minimise harm to fabric and respect the setting. The public benefit of making the market more accessible, inclusive and economically sustainable would be weighed against these less than substantial harms.¹⁸

353

¹⁸ In accordance with NPPF 2021 para 202.

Asset affected	Alteration	Value	Significances affected	Amount of change	Magnitude of impact	Comment	Character of impact	NPPF analysis	Overall impact
City and Central Conservation Area, Oxford Covered Market (north side)	Market Street Management	High	Character of Market Street and setting of the northern end of the market especially the avenue roofs	Moderate	Moderate/large	Improves visibility and accessibility	Beneficial	No harm	Medium/high beneficial
Oxford Covered Market	Remove 1960s public WC and brick wall	Negligible	Northern boundary	Major	Slight	Removes a detracting feature, re-provides the public convenience nearby	Beneficial	No harm	Overall minor beneficial
Oxford Covered Market	New opening on Market Street	High	Northern boundary, views of the market	Moderate	Moderate/large	The new opening changes the routes through the market.	Minor adverse	Less than substantial harm	Minor adverse
Oxford Covered Market	Removal of stalls to form open courtyard	Medium	Layout of the market	Moderate	Moderate	Mitigated by retention of clerestory glazing etc.	Minor adverse	Less than substantial harm	Minor adverse
Oxford Covered Market	Removal of stalls at north end of avenues 3 and 4	Medium	Loss of stalls	Moderate	Moderate	Required to enable retrovision of toilets.	Minor adverse	Less than substantial harm	Minor adverse
Oxford Covered Market, High Street Frontage	Alterations to entrances on High Street	High	South elevation to High Street, legibility of front elevation	Minor	Slight/moderate	Careful consideration should be given to relationship of the upper part of the elevation to the high street entrances	Neutral	No harm	Neutral
Oxford Covered Market	Reorganisation of service yard	Low	Setting of the market	Moderate	Slight	Required to enable better functioning of market	Neutral	No harm	Neutral
Oxford Covered Market West side of avenue 1	New two storey service building	Medium	Legibility of roof to avenue 1 and boundary	Moderate	Moderate	New structures should be independent of historic fabric and junctions carefully detailed.	Neutral	No harm	Neutral

3.7 Assessment against conservation principles

Of the eleven conservation principles set out in part two of this report ¹⁹ the proposals accord with nine, do not address one [research and web based resources] and challenge one, the principle to preserve the historic layout and organisation of the market.

Principle	Complies?	Comment
Make the market accessible for all	Yes	
Maintain the connection with food.	Yes	
Preserve the historic layout and organisation of the market	No	See comments below
Express the rhythm of the stalls	Yes	
Remove inappropriate and negative alterations	Yes	
Conserve the surviving historic building fabric and protect below ground archaeological remains	Yes	
Improve signage, interpretation and way-finding	Yes	
Use colour and lighting to reveal heritage	Yes	
Encourage individualism within the market framework	Yes	
Planned and managed fabric maintenance	Yes	
Promote research and web based heritage resources	N/A	Not covered by the proposals

The justification for altering the layout is to improve market's accessibility as set out in Oxford Covered Market Masterplan End of Key Stage 4 Report.

A more detailed discussion of the heritage impacts and mitigations is at para 3.2 of this report [above].

¹⁹ Para 2.5 above

4 Conclusion

The stage 4 proposals represent a point of arrival after a process of looking at many different ways of revitalising the market and making economically and socially sustainable.²⁰

Enhancements include:

- Significant enhancement to the setting of the market, its 19th Century avenue roofs, and the conservation area in Market Street

The proposed alterations do not involve removal of valuable parts of the building. Such harms as remain include:

- Minor harm to the legibility of the historic layout of the market
- Loss or relocation of relatively low value elements of fabric, for example the stalls at the north end of avenues 2, 3 and 4.

The residual harms are less than substantial and potentially outweighed by the substantial public benefits of opening up the market and improving the pedestrian experience in Market Street, provided they are executed in a way that respects the significance and setting of the market.

They should be weighed against the public benefits of the proposals including securing the optimum viable use.

Conservation involves first maintenance and then managing change. The programme of alterations must be supported by ongoing repair and a properly funded and implemented Asset Management Plan.

The importance of carrying out the improvements to a high standard of detail, durability and discretion so that it reflects the institutional values of the City of Oxford as the Market continues in its original use and ownership.

Marcus Beale Architects

²⁰ Throughout the design process the design team has sought to enhance the cultural significance of the market and to identify and mitigate potential heritage harms. For example, the proposal to relocate the service entrance at the Northern end of avenues 3 and 4, whilst they made good sense in terms of traffic management, would have been unacceptably harmful to the historic fabric, layout and legibility of the market.

Bibliography

Oxford City Council

The Covered Market High Street Oxford Heritage Assessment

June 2013

https://www.oxford.gov.uk/download/downloads/id/428/covered_market_heritage_statement.pdf

Covered Market Heritage Principles

June 2015

Oxford Central (City & University) Conservation Area

Draft Character Appraisal Alan Baxter Associates 2018

https://www.oxford.gov.uk/downloads/download/987/oxford_city_centre_conservation_area_appraisal

Lindsay Lennie

Historic Shop Appraisal for Oxford Covered Market

April 2014

Graham, Malcolm

The Building of Oxford Covered Market Oxoniensia XLIV 1979

<https://oxoniensia.org/volumes/1979/graham.pdf>

Historic England 2019 Statement of Heritage Significance: Analysing Significance in Heritage Assets Historic England Advice Note 12

<https://historicengland.org.uk/images-books/publications/statements-heritage-significance-advice-note-12/heag279-statements-heritage-significance/>

Lincoln Conservation **Paint Analysis** Report August 2018.

[This examines 19th century fabric]

James Mackintosh Architects and Neil Richards Consulting
March 2018 and July 2018

Market Street & The Covered Market, Oxford

Christopher Hibbert Edit,
Encyclopaedia of Oxford,
MacMillan 1988

Victoria County History, Volume 4, City of Oxford,

Alan Crossley, C R Elrington (Editors), Eleanor Chance, Christina Colvin, Janet Cooper, C J Day, T G Hassall, Mary Jessup, Nesta Selwyn,
1979 pp305-312.

Dictionary of National Biography [1885-1900] John Gwynn

https://en.wikisource.org/wiki/Dictionary_of_National_Biography_1885-1900/Gwynn,_John

Other resources

University Archaeological Database, Oxford City Council.
Oxford City Council – Planning and Photographic archive

Web resources

www.oxford-coveredmarket.co.uk

Whitlock's 1850 view of Oxford

<https://www.digitalcommonwealth.org/search/commonwealth:3f4632472>

National Portrait Gallery John Gwynn

<https://www.npg.org.uk/collections/search/portrait/mw02797/John-Gwynn>

<https://historicengland.org.uk/advice/hpg/hpr-definitions/>

Appendix A - Possible detailed guidance for stallholders

POSSIBLE DETAILED GUIDANCE

The notes below are developed from OCC 2018. They might develop into a listed building checklist, leading in future as an illustrated design guide. I am cautious about issuing detailed guidance and in any case this should be separate from and subject to the conservation principles.

Illumination

Within shop units internally illuminated signs may not be encouraged if they compete with or detract from the general scheme, that is if they are too bright in relation to the general level of illumination, or too bold.

Exceptions to this would be temporary schemes.

External lighting fixtures should be small, discreet and have a warm yellow light.

Large fixtures with a harsh, bright blue/white light look out of place and detract from the character of the shop fronts and the market place.

Specific goods, for example meat and vegetables, may require specific illumination for best display.

Internally illuminated fascia signs may not be appropriate.

Hanging Signs

These can be useful to identify a shop when viewing down an avenue.

One hanging sign per stall is appropriate since this helps to establish the rhythm of the market layout. More than this would clutter shop fronts and the market place and reduce legibility to the layout.

Signs of a traditional style, which are hung off of brackets, will be acceptable.

Signs should not be excessively large. The maximum size should generally be no more than 500mm x 500mm.

Signs may be constructed from slender timber boards with sign-written lettering and logos. Creative 3 dimensional signs such as a boot or teapot can add charm and character.

Brackets may be metal and of a simple design.

Signs should be located at the level of the fascia.

Painting

Stylish signing and careful use of colour can add interest and vibrancy without appearing cheap and garish.

Colours of the shopfronts themselves should be fairly neutral so as not to detract from, and to provide a calming background to, the many intense, vibrant and rich colours of the merchandise and products.

A traditional colour palette can work well for signage and shop units, and complements the products and the architecture of the market as a whole. In the 'old market', the southern part of avenues 2, 3 and 4, an 18th century palette, and in the new market, an 1830s palette [including for example Prussian blue but excluding mauve] would be appropriate.

Prior to the repainting of a shopfront, the Heritage Team should be contacted for advice on the appropriateness of the proposed paint colour. In general, Listed Building Consent is unlikely to be required for the repainting of a shopfront, subject to the type of colour.

Improve signage on shopfronts in a creative and distinctive way to help identify individual businesses.

Fascias

Fascias should be integral to the shopfront and not over-clad with a larger board / sign.

Fascia signs should be painted timber boards with sign written lettering and logos. Fascia signage should be simple and not cluttered with numerous signs.

Shopfronts and Signage

Signage should look well produced and of a high quality design, rather than having a temporary appearance.

Too much signage can clutter the appearance of the shop unit and market place, and confuse the customer; the product should remain the dominant feature. Shiny and highly reflective materials should be avoided. Paint finishes should be semi-gloss.

Traditional materials for new signage tend to work best, as they are more in character with, and compliment, the appearance of the market, such as painted timber boards with sign written lettering and logos.

It is quite common for modern signage boards and fixtures to have been placed over the top of traditional and original shop fronts.

Gort Scott
55 Leroy Street
London SE1 4SN
UK

E info@gortscott.com
T +44 (0) 20 7254 6294
W www.gortscott.com

This page is intentionally left blank

Appendix 2



Covered Market Masterplan – Outline Business Case

Covered Market Masterplan			
Date Updated:	11/01/2023	Version:	3.4
Programme/Project Description:	Oxford Covered Market Outline Business Case		
Project Manager:	Ted Maxwell, OCC		
Senior Officer:	Tom Bridgman, OCC		
Author(s):	Nick Blackmore, Inner Circle Consulting, Programme Manager		

Document History			
Version	Date	Author	Change
1.0	28/10/2022	ICC	First Draft covering strategic case and options appraisal.
1.1	8/11/2022	TM	
2.0	18/11/2022	BP	
2.4	22/11/2022	TM	Checking work by ICC
2.5	25/11/2022	TM	Update after project team discussion
3.0	6/12/2022	BP	Update following OCC comments
3.1	6/12/2022	TM	Update following ICC work
3.2	7/12/2022	BP	Update following OCC comments
3.3	13/12/2022	TM	Update following Tom Bridgman and Nigel Kennedy briefing
3.4	11/01/2023	TM	Update following cabinet member review

Table of Contents

EXECUTIVE SUMMARY	3
1 OUTLINE BUSINESS CASE	4
1.1 PURPOSE OF THE OUTLINE BUSINESS CASE	4
2 STRATEGIC CASE	5
2.1 STRATEGIC CONTEXT	5
2.2 SITE HISTORY	5
2.3 CURRENT MIX	6
2.4 COUNCIL POLICIES AND STRATEGIES	8
2.5 THE CASE FOR CHANGE	10
2.5.1 <i>Low footfall</i>	10
2.5.2 <i>Architecture & Heritage</i>	11
2.5.3 <i>Vacancies and Tenant Mix</i>	11
2.6 PROJECT INVESTMENT OBJECTIVES	12
2.7 PROJECT RISKS & BENEFITS	13
3 DESIGN OPTIONS (THE ECONOMIC CASE)	15
3.1 DESIGN OPTIONS	15
3.2 LONG-LIST OPTIONS	16
3.3 INVESTMENT OBJECTIVES	22
3.4 OPTIONS APPRAISAL	25
3.5 OPTIONS SHORT-LIST	26
3.6 PREFERRED WAY FORWARD	26
COMMERCIAL APPROACH (THE COMMERCIAL CASE)	34
PROCUREMENT STRATEGY AND ROUTE	34
4 THE FINANCIAL CASE	35
5 IMPLEMENTATION APPROACH (THE MANAGEMENT CASE)	36
5.1 PHASED APPROACH (TWIN TRACKS)	36
5.2 PROJECT STRUCTURE	37
TIMESCALES (THE MANAGEMENT CASE)	37
BENEFITS REALISATION	38
RISKS (THE MANAGEMENT CASE)	38
6 FINDINGS AND RECOMMENDATIONS	39

EXECUTIVE SUMMARY

Over the last two years, Oxford City Council has undertaken an extensive masterplan development process for Oxford's historic Covered Market that involved ongoing stakeholder engagement, detailed review of design options, and careful consideration of target benefits and outcomes. The project timeline to date has been thorough but unusual given delays during the COVID-19 pandemic which has led to a slightly unconventional outline business case (OBC). This OBC revisits some project work that was completed in early 2021 as well as updated analyses from Autumn 2022 to present a comprehensive appraisal of masterplan options with up-to-date financial planning information. The primary findings of this OBC are as follows:

The **Strategic Case** establishes the case for change. It finds that in order for the Market to remain vibrant and economically viable for many decades into the future, at least three key masterplan works are required: pedestrianisation of Market Street as much as possible every day, improved entrances and wayfinding and the creation of a new large communal area. These three key moves will increase footfall, dwell time, and rental income over time, decrease vacancies, and generally ensure the Market maintains its place as a community landmark in Oxford City Centre. The masterplan is also consistent with Oxford's Local Plan and Corporate Priorities and will help to deliver the City Centre Action Plan. It will also be a significant step towards preserving the Market's significant historical and heritage value.

The **Economic Case** considers four different masterplan options and determines that Option 3: 'Major Change,' which focusses on essential works and placemaking, best balances the Council's financial considerations, investment objectives and heritage preservation. The option includes a light pedestrianisation experiment on Market Street, a large communal area for seating as well as pop-up stalls on the northern edge of the Market, and wayfinding improvements at building entrances. It also assumes that the leasing strategy adopted in 2021 is implemented well and there is an ongoing commitment to asset management and maintenance.

The **Commercial Case** details the procurement strategy for the project. For stage one, it is expected that Oxford Direct Services Limited will be commissioned as general contractor with a budget allocation for them to sub-contract the necessary design and transport consultancy services. For stage two, the type of work expected to be procured includes design, costing, project management, construction, and fit out. The procurement strategy for the preferred option will follow Oxford City Council's standard procurement route and contract rules.

The **Financial Case** finds that the preferred option requires significant short term investment but eventually pays for itself within a reasonable period of time and starts generating a revenue surplus. Option 3 ('Major Change') is the only masterplan option with a positive financial outlook across the lifespan of the long-term fiscal plan. When compared to a 'Do Nothing' option the masterplan does not generate significant additional revenue for the Market, but it ensures that the building remains fit for purpose and generates wider social value without producing long-term costs or loss of revenue for the Council.

The **Management Case** outlines a delivery strategy and governance structure to implement the project across two concurrent stages. Stage One includes the light pedestrianisation experiment which can be implemented on a relatively short time frame, while Stage Two includes the works to the listed building that will require more extensive planning processes. The two stages will begin at the same time but be carried out at different paces throughout the programme.

1 Outline Business Case

1.1 Purpose of the Outline Business Case

The purpose of this Outline Business Case (OBC) is to confirm the preferred design option, support the financial, commercial and management case, and support the project to move on to an implementation phase. The OBC will seek the approval of budget to fund the preferred option and implement the project in accordance with the commercial and management cases.

At this stage, we have created the five cases as follows:

1. The Strategic Case – revisited work from 2020 and 2021
2. The Economic Case – assessment of design options and explanation of economic benefits of preferred option
3. The Commercial Case – details the procurement strategy for the project.
4. The Financial Case – contains a detailed analysis delivery option financial information including NPV, IRR and profit.
5. The Management Case –develops in more detail how the scheme will be delivered with an outline programme and information about the financial mechanisms and organisations that will help deliver the project.

2 Strategic Case

2.1 Strategic Context

The City of Oxford is the engine of Oxfordshire's economy with over one third of the county's employment opportunities and high levels of business and economic growth. As a major tourist hub and draw for international academics, students and companies, Oxford contributes £7.34bn to the UK economy and is known worldwide as a global leader in education, scientific excellence, publishing, and healthcare. The city is home to two leading universities, the University of Oxford and Oxford Brookes University, and boasts a highly educated workforce with the highest concentration of workers in knowledge-based sectors in the country. Higher education accounts for 19.6% of total employment in Oxford while tourism spending supports 14% (pre-pandemic and 7% post-pandemic) of Oxford's workforce. The visitor economy had a value of £988m pre-pandemic and is trending upwards post-pandemic, currently at a value of £498m.

The city centre of Oxford specifically has an international reputation for its impressive architectural history and character that draws tourists and residents alike to enjoy and celebrate. Much of Oxford's city centre and the medieval core of the university are designated as a Central Conservation Area (CCA) or an area 'of special architectural or historic interest, the character of which it is desirable to preserve or enhance.' The area contains 819 listed buildings and attracts over 5.5 million day and staying trips annually. The Oxford Covered Market lies squarely in the centre of the CCA as one of the city's primary cultural attractions and is located in close proximity to other well-known locations like the Radcliffe Camera and Carfax Tower. The freehold is owned and operated by Oxford City Council (OCC). Its significance spans heritage, culture, and commerce, as one of only a handful of 18th century covered markets in England which has been continuously trading since then (bar any enforced pandemic closures).

Despite its central location in the city centre of Oxford, the Grade II listed Market is facing challenges that necessitate a programme of works to improve the business environment and ensure the Market remains fit-for-purpose for the next 10-20 years and beyond.

To ensure the Covered Market remains economically viable for many years into the future and continues to provide a unique experience for residents and tourists alike, the Council must invest in a masterplan to restore and upgrade the site. The long-term vision positions the historic indoor market as an exciting, contemporary, and environmentally friendly platform for independent local businesses and dynamic start-ups.

The Market should offer a range of locally produced, high-quality and sustainable fresh produce, goods, food and drink, and host a variety of art and performance-based cultural activities to provide an original destination that evolves to meet the changing needs of Oxford's residents, workers and visitors through the day and into the evening.

To accomplish this vision, this OBC considers four identified masterplan options for OCC to review.

2.2 Site History

In 1772 the original Market Committee (comprised of 50% town residents and 50% university residents) accepted an estimate for nine hundred and sixteen pounds and ten shillings for the building of twenty butchers' shop. The Market was designed by John Gwynn, architect of Magdalen Bridge. It was officially opened on 1st November 1774. From the outset the building has been in public ownership and remains to this day with Oxford City Council as the landlord and operator. The Council provides all cleaning, maintenance and repair services to the avenues and structure, as well as providing porters who deal with housekeeping and low-level security issues.

Originally, only meat was allowed to be sold inside the market while other types of stalls were introduced gradually. The market has seen a great deal of change: It was rebuilt and enlarged in 1834-40 by Thomas Wyatt the younger. Later in the 19th century, additional roofs were constructed, and new avenues built. In 1880s and the 1890s extensive reconstruction took place, and the market was grade II listed in March 2000.

The Market was initially designed with three north-south avenues, later extended to four, all of which are cross-sected to create a grid layout. The Market is accessed from a total of nine entrances located on High Street, Market Street or through the Golden Cross on Cornmarket Street. At a high-point, the Market was comprised of 152 individual shop units, and there has been a near-continual process of changing unit layouts since the 19th century. Many of the units have been extended beyond their original building line into the Avenues and a large number have been annexed to form larger units. These changes have produced a variety of shop sizes ranging from 65 sq.ft. to 1,167 sqft. With a total ground floor retailing area of around 25,000 sqft, the average size of unit in the Covered Market based on its current configuration is 450 sqft. Now there are 65 shop fronts subject to 55 separate leases, under which tenants are responsible for internal repair of their units and maintaining shop fronts. Today, there are a number of family-run stalls who have traded for generations. For example, Cardew's opened in 1965 and has been operating from the Market for over fifty years. See the Heritage Assessment in Appendix 1 of the main cabinet paper for more detail on site history and significance.

2.3 Current Mix

The last few years have clearly been a period of dramatic change and a challenging environment for the Market and its traders: the pandemic lockdowns forced the closure of the Market, businesses adapted to take on a more delivery-focused service and wider trends towards experiences and food and beverage demand in the city centre have led to a change in the mix of traders.

The current offer, as of October 2022, summarised by retail product category, is as follows.

Product category	Number of units	Unit split
Comparison goods/service	24	37%
Convenience goods	15	23%
Food & beverage	18	28%
Vacant units	6	9%
Temporary / non-commercial use	2	3%
Total	65	

The retail landscape has changed considerably since the 2015 strategy was approved, with further impact as a result of COVID anticipated. In their November 2020 updated Leasing Strategy, the Retail Group advise that city centre customers are gravitating towards Food & Beverage (F&B) and Convenience goods which will enhance, but not replace, the traditional retail experience.

Diversity of offer is a recognised strength of the Market. All three main categories are well represented in regard to sub-categories within them, with greater diversity than when the last Leasing Strategy was produced (2015). Services are still underprovided but are a key growth

category in markets across the country. There is generally a need for consistent and collective quality across all categories in the Market to maximise trader benefit from linked trips and for strategic positioning of the Market as a multi-purpose destination that offers an alternative experience to large specialist locations like the Westgate Centre or online shopping.

The 2020 Leasing Strategy (Adopted in 2021) includes new provisions to improve the vitality of the Market and increase its attractiveness to new traders and customers.

Under the new leasing strategy, the Council will offer three types of leases for new operators in the market:

- 5 year or longer leases within the Landlord and Tenant Act for anchor status (i.e. main / bigger / established) operators, i.e. circa 20% of tenants
- Fixed 3-5year licence-based leases for the majority of operators, i.e. 60 – 70% of most tenants
- A variety of short-term leases of 3 month to 2-year licences targeted at new and start-up business, i.e. 10 – 20% of tenants.

Additionally, the Strategy includes provisions to bolster the evening economy by allowing traders to be open later or earlier than traditional trading hours of 10:00-17:30 as appropriate for their business type. The Market also seeks to trial a later opening zone, where (predominantly but not exclusively) bars, eateries and restaurants will stay open until 22.00 or 23.00. If the trial is successful, then the initiative would become a permanent customer facility. The long-term ambition is to allow all traders to open late if they want to where practical.

The Strategy also proposes reserving a few small units to be used as short-term pop-up shops for small local businesses to gain exposure and ensure the Market always has something new to offer customers.

These actions will constitute the non-structural changes to be made to the Market to ensure its long-term vitality.

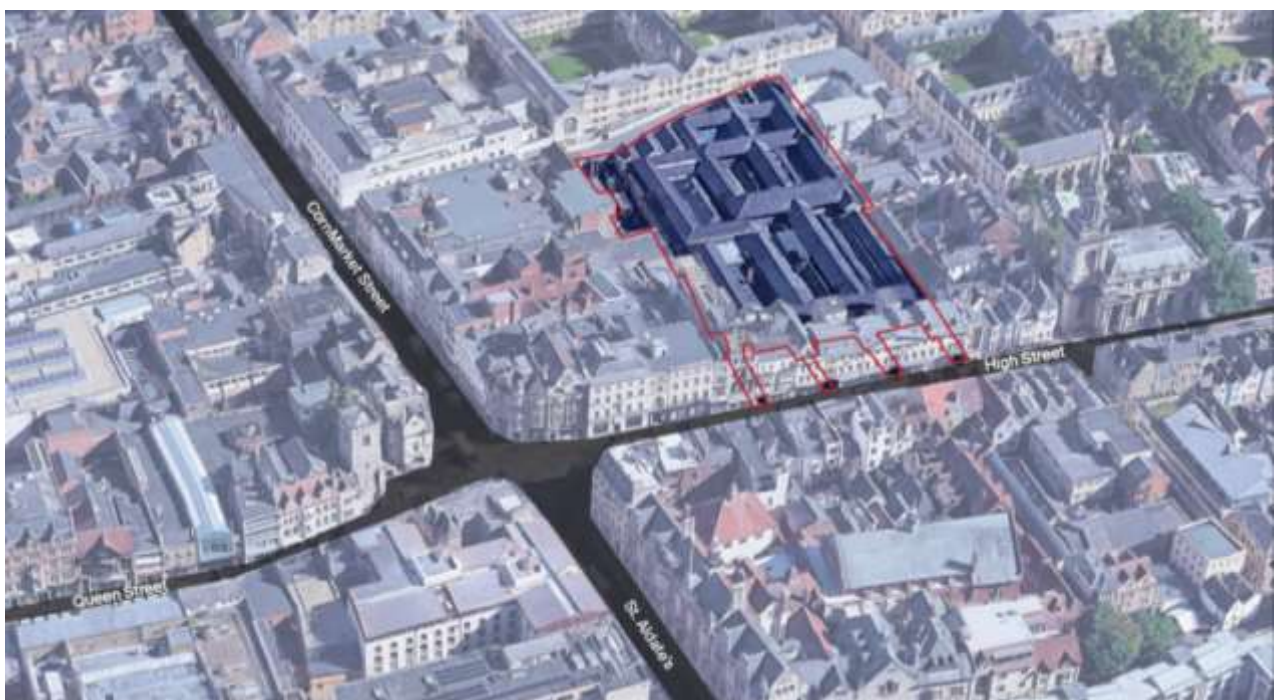


Figure 1: Site Location



Figure 2: Market Layout

2.4 Council Policies and Strategies

Oxford City Council's aim is to build a fairer, greener city in which everyone can thrive by creating successful places in which to live and work, supporting our local economy, and addressing the climate emergency.

In pursuit of the Council's wider vision and strategy, the Covered Market Masterplan programme aims to deliver on the following Oxford City Council Corporate Priorities:

- **Foster an inclusive economy:** By supporting a mix of diverse local businesses and vendors, providing employment opportunities, reprioritising road space for pedestrians, cyclists, and buses, and creating more accessible public space in the city centre, the Covered Market Masterplan will strengthen Oxford's local economy and enhance the surrounding community. The market also provides an opportunity to bolster the tourism sector by making the city centre relevant and accessible to more people. Revitalising the covered market to support a wider cultural offer and more independent retailers could encourage longer stays by tourists and reduce the impact of coaches and overcrowded streets in the heart of the city. As city centres need to become increasingly differentiated to stand out from the typical retail mix, there is an opportunity to align this historic asset with the future of the city centre through a new trading balance and an updated public realm.
- **Support thriving communities:** There is an opportunity to make this community asset more modern, better maintained and more accessible. By enhancing the facilities at the covered market and creating a new common space for community members to meet and engage in a range of cultural activities, this programme will contribute to social cohesion and enrich the day-to-day experience of living in the city.
- **Pursue a zero carbon Oxford:** The programme will contribute to a zero carbon Oxford by reconfiguring the market's delivery system and therefore reducing the number of heavy vehicles idling in the city centre, creating a more walkable, pedestrian-friendly space, and

encouraging traders who source their products locally and demonstrate sustainable practices. The programme will also help to implement the Zero Emission Zone in the city to improve air quality and encourage further take up of ultralow emission vehicles by providing bicycle and e-bike parking and some Electric Vehicle charging.

The following themes in the **Oxford Local Plan 2036** are relevant to the Covered Market regeneration and will be delivered and adhered to through the programme:

- **Building on Oxford's economic strengths and ensuring prosperity and opportunities for all:** the regeneration of the market provides an opportunity to strengthen Oxford's vibrant tourism sector and bolster its growing night-time economy. With improved wayfinding signage and a more attractive communal area, this scheme will increase the number of tourists who visit the market and consequently increase the amount of time they linger in the city centre. By enhancing the attractiveness of the market as an all-day destination, providing employment opportunities, and creating space for local businesses, the Market contributes to general prosperity in the city.
- **Making wise use of our resources and securing a good quality local environment:** the scheme will utilise sustainable design and construction principles and aid in improving city centre air quality by encouraging sustainable modes of transport like walking and cycling. The pedestrianisation component of this plan will encourage visitors to arrive by foot and discourage car use by removing automobile parking spaces and constructing new cycle parking. These efforts will reduce the environmental impact of the market while also promoting strong, vibrant and healthy communities.
- **Enhancing Oxford's unique built environment:** The scheme utilises high quality design principles which will preserve and enhance local distinctiveness and the heritage asset including permeability, accessibility of routes, wayfinding, landscaping, and complementary design. The baseline renovations will improve visibility of the historical elements of the building and draw out the history of its development over the last four centuries. The Heritage Assessment in Appendix 1 of the main cabinet paper shows how based on all the information currently available, the proposals would create significantly more benefit than harm for the Market.
- **Ensuring efficient movement into and around the city:** the scheme will prioritise walking, cycling and public transport and make the city centre more accessible for all.
- **Providing communities with facilities and services and ensuring Oxford is a vibrant and enjoyable city to live in and visit:** The regeneration of the market will preserve the vitality of the city centre and extend the night-time offer in order to facilitate longer stays and more sustainable tourism. The scheme will preserve beloved heritage assets, provide accessible community space, accommodate visitors, and inspire people to find joy in their surroundings.

Finally, the Covered Market Masterplan will contribute to the City Centre Action Plan by enhancing the prosperity of the zone and addressing the following key goals:

- As a key project towards the "Getting the Mix Right" priority by enhancing the city centre as a place to start and grow a business, visit, and play,
- Reprioritising towards pedestrians,
- Identifying sites for 'micro parks' where people can safely dwell in streets,
- Increasing public access to green space,
- Improving existing characteristics of the city that make it distinctive.

The Covered Market Masterplan will provide more spaces for people to dwell both in the communal area of the market and on a pedestrianised Market Street. This new public gathering spot will be a vibrant and unique addition to the city centre.

Finally, there are a number of strategies being developed to support the successful long-term viability of the Covered Market and its businesses. This includes a leasing and operating strategy, a masterplan, a heritage-led asset management & maintenance plan, an activation and animation strategy, a branding & marketing strategy, and an environmental sustainability strategy.

2.5 The Case for Change

The Market is at risk of entering a period of managed decline if the historical building falls into disrepair and fails to cater to the shifting demographics and priorities of its visitors. It also risks declining rental income if it does not keep pace with the needs of current and potential market traders.

Based on the commercial agent GCW's advice and discussions at December 2021 and January/February 2022 project boards, it is understood that implementing the leasing strategy adopted in 2021 (most notably evolving the mix of uses, using a wider variety of lease types and extending the opening hours) will improve the vitality of the Covered Market but will not be sufficient without the significant tangible changes to the Market included in the masterplan proposals.

From GCW's perspective, three key moves are required:

- Market Street pedestrianisation
- A large communal area
- Improved entrances on all three accessible sides of the Covered Market

The common goal of these moves is to generate **increased footfall and dwell time**, which in turn leads to the most optimistic trend in rental income. At lease renewals and at the start of new tenancies, the robust evidence for increased vitality (through increased footfall and dwell time) will be an equitable basis for increasing rents. All other project objectives (heritage, accessibility, environmental sustainability, innovation, distinctiveness) are only possible if the footfall and dwell time at the Covered Market is improved.

2.5.1 Low footfall

An initial design review found that despite being one of the primary tourist draws in the city centre, the market is not a place where people dwell. A 2021 public consultation survey conducted by Transition by Design revealed that people felt the market was difficult to navigate, not relevant or welcoming to younger people and lacked cohesive branding or a strong identity. Site analysis by Gort Scott confirmed that only one of the 3 main avenues through the market had an unobstructed view along the entire length with the other two obscured by signage and stalls. The market has 9 entrances; 4 on High Street, 4 on Market Street and one via Golden Cross. All access points suffer from a lack of visibility and have very little signage or branding to draw the eye and attract visitors into the space. As evidenced in the chart below, footfall has been impacted by Covid lockdowns and has not yet risen back to pre-covid levels. Based on current trends, footfall will not rise at the rate necessary to maintain economic viability of the market over the next decade.

Signage throughout the market is inconsistent in font, colour scheme and indeed in the name of the market itself with some branding it as 'The Covered Market' and others as 'Oxford Covered Market' or 'The Covered Market Oxford.' A lack of visual identity and dated online presence are missed opportunities to communicate the unique offer of the market and elevate it to the same level of national recognition as very successfully branded markets like Borough Market, and Altrincham Market. Collectively, these wayfinding and placemaking issues have led to lower than ideal footfall in the market which jeopardises its prospects for future economic viability.

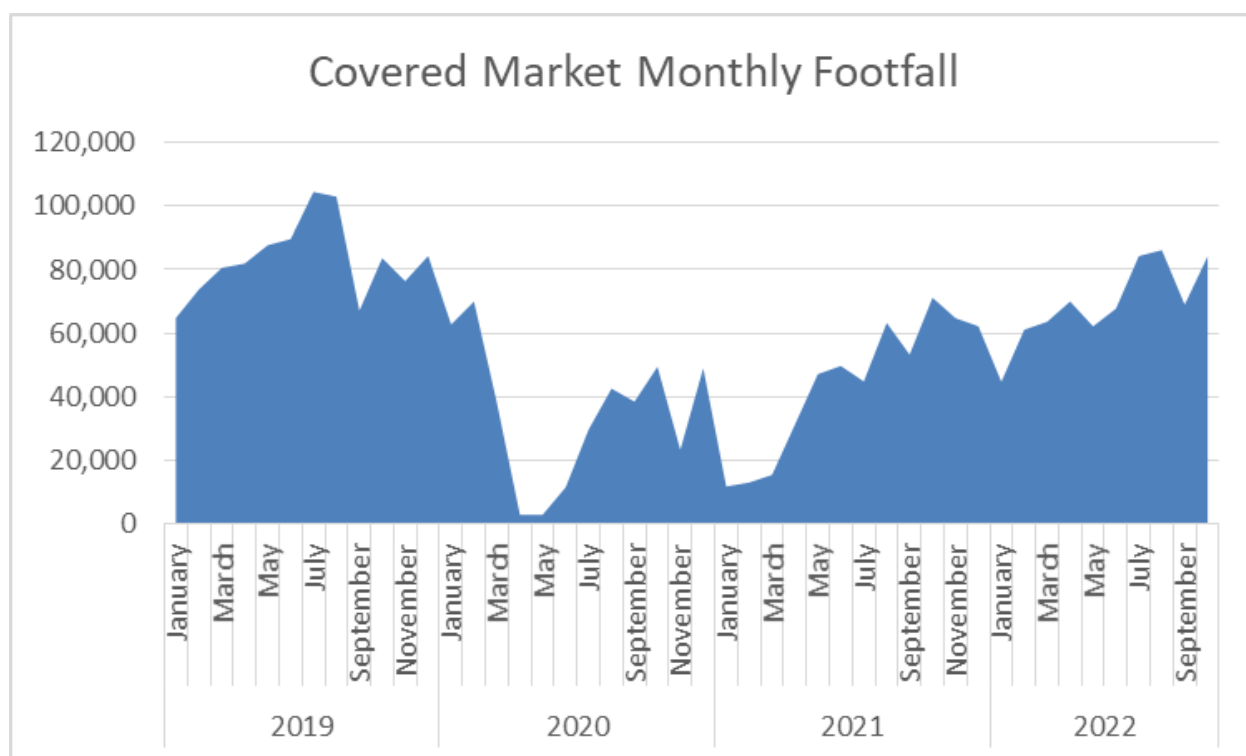


Figure 3: Footfall since January 2019, showing major impact of lockdown closures of the Market

2.5.2 Architecture & Heritage

The market is a grade two listed building and benefits from highly attractive internal architecture that reflects two and a half centuries of shifting uses and reconstruction and provides a unique visitor experience in the city centre. The ceiling and other historically significant aspects of the building are an aesthetic asset to the space; however, they are currently compromised by poor lighting and could be emphasised and drawn out to better display the building's heritage and attract more visitors and tenants. The current condition of the building, as established through survey work undertaken during the masterplan project, requires significant investment in order for the Council to adequately sustain the long-term future of this Grade 2 listed asset. Some of these works are already underway. For instance, there is a multi-year programme of major works ongoing to the exterior roof structure. A 2018 appraisal by James Macintosh Architects identified 6 different types of trusses in the roof that correspond to different periods of redevelopment of the market, and this history will now be preserved. A masterplan for the Market would similarly protect and highlight other important historic aspects of the building. There is more detail on the Heritage case for change in the Heritage Assessment in Appendix 1 of the main cabinet paper.

2.5.3 Vacancies and Tenant Mix

The market has an eclectic mix of tenants, many of whom have been trading at the market for decades. Currently, occupancy levels are hovering around 85% and comprised of predominantly independent traders. Vacant space in the market is disjointed so marketing to entice new tenants is not straightforward or quick and from a customer perspective, empty units can undermine the positive impression of the successful businesses. Vacant units present a problem for the market regardless of Masterplan objectives. With the majority of expressions of interest now relating to food and beverage, the structural and Planning restrictions around extraction are a key challenge. Equally, with much more demand from smaller start-ups, many units are too large, so the council

continues to split more units. A masterplan strategy for the market would aim to consistently reduce the number and duration of vacancies, by increasing footfall and therefore the attractiveness to prospective tenants as they become available.

The council's efforts to extend the Market's opening hours, as referenced in the leasing strategy adopted in 2021, have been complicated by the need to balance security concerns of existing daytime traders against the operational and security requirements of a late-night bar operation. A bar operator was announced in 2019 but took three years to fully open due to the pandemic but also complexities around Planning, Licensing and security. This has had knock-on effects on the other current and potential traders who are interested in longer opening hours.

The current tenant mix includes many café-style eateries but for example lacks contemporary restaurants that would attract new audiences and provide something unique to the market.

As identified in the 'current mix' section above, the use of units within the main Market for storage demonstrates that more appropriate storage is needed, especially for renting out at peak times such as Christmas.

2.6 Project Investment Objectives



Figure 4: Masterplan Investment Objectives

The Covered Market Masterplan Project Board has identified 6 primary investment objectives for the masterplan to accomplish. All of the options considered in this OBC will be evaluated based on their ability to help the Market achieve these objectives in addition to their financial viability and technical feasibility. These objectives were determined after an extensive review, including stakeholder and public feedback, undertaken by OCC.

- **Make an inclusive place:** The covered market has the potential to become an inclusive place in the heart of Oxford that is accessible for all and where everyone can insert themselves into the narrative of the city. The programme aims to provide a place where people of all ages, backgrounds, incomes and abilities can feel safe and comfortable.
- **Make the market a model for sustainability:** By minimizing energy consumption, supporting a circular economy and sustainable market ecosystem, introducing natural elements to the design plan, and facilitating low- and zero-emission movement to and from the market, this programme aims to improve the market's sustainability profile and contribute to city-wide carbon-reduction plans.
- **Support the evolution and long-term success of the market:** As the market nears its 250th year in operation, this plan will support its evolution and long-term success so it can become resilient, lively, and purposeful for many decades to come. It will be an adaptable

and innovative place that incubates new businesses and contributes positively to the local economy and regional identity.

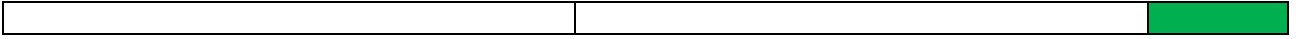
- **Encourage more people to visit the market and to stay longer:** Increasing the number of daily visitors to the market and increasing the amount of time they dwell in the space is a primary goal of this programme.
- **Reveal the heritage splendour of the market building:** The market building has historic, social, and cultural significance that should be highlighted and celebrated as a result of any interventions.
- **Strengthen the market's distinctiveness with independent local businesses:** The market aims to attract distinctive local businesses and dynamic start-ups and to be a spectacle of local skills, commerce, and ingenuity.

2.7 Project Risks & Benefits

While there are some risks associated with the project, this outline business case is predicated on the hypothesis that the risk profile of a 'Do Nothing' option far exceeds the risks associated with action. If the Council does not at minimum implement a series of maintenance and heritage works to the site, they run the risk of the Market falling into disrepair and becoming a less attractive venue for local businesses and consumers.

The primary risks associated with this project are listed below.

Risk	Mitigation	RAG rating
Disruption to Tenants The Market currently hosts 64 units occupied by local, independent businesses, many of whom have been trading at this site for decades. The proposed masterplan options could require the permanent relocation within the Market of up to 4 traders to make room for the new large communal area and to relocate the public toilets. While most traders will not be permanently relocated, they may see their business disrupted by construction and maintenance works throughout the market.	The Project Board has been carrying out extensive trader engagement throughout the masterplan development process to mitigate this risk, minimise disruptions, and incorporate trader priorities into the plans. Most traders see the long-term benefits that these upgrades will bring to the Market and understand that short-term disruptions will be necessary for long-term vitality.	
Financial Risk Any of the options pose a financial risk to OCC due to uncertainties in the potential for rental income to increase proportionately to the investment.	All of the options are assessed on potential affordability and value for money. The short-listed options undergo financial and economic appraisal including optimism bias and sensitivity analysis.	
Reputational Risk for Council Finally, the Council runs the risk of reputational damage if the programme is not delivered efficiently and responsibly. If the project is seen as unnecessarily disruptive to traders who have been operating there for decades and the public doesn't see noticeable improvements as a result of those disruptions they may lose faith in the Council's ability to deliver public improvement projects.	To mitigate this, the programme requires an effective communications strategy to convey small wins and highlight the less visible benefits of the project.	



3 Design Options (The Economic Case)

3.1 Design Options

The Project Board has undertaken a lengthy review process to narrow down a list of potential masterplan components into four distinct slates of options. Some components are the same across multiple options because their alternatives were ruled out as non-viable earlier in the appraisal process.

The alternative to a large communal area on the Northern edge of the Market was a communal area in the centre of the Market. This option was ruled out in early-2022 options appraisal because of its potential to damage heritage and structural integrity of that part of the market and because the large communal area adjacent to Market Street was determined to be crucial to the commercial success of the market.

Works to the entrances on Golden Cross and High Street were also determined to be necessary interventions and fundamental to any chosen masterplan and therefore are included in both Options 3 and 4.

Four long-list masterplan options are considered below. The options are:

1 Do Nothing
2 Do Minimum: Business as Usual
Leasing Strategy
Necessary asset management
3 Major Change: Masterplan-led works focused on ‘key moves’ <ul style="list-style-type: none">• Large communal area on Northern edge• Signage improvement to Golden Cross and more substantial improvements to High Street entrances• Light touch pedestrianisation experiment• Northwest corner works that remove no units• Do not implement capital-focused environmental strategy and do not remove shopfront encroachments• Essential baseline works• Rationalise service yard and add storage• No new build on service yard• Leasing strategy• Essential planned and preventative maintenance as part of masterplan and then medium Asset Management & Maintenance Plan ongoing
4 Maximum Change: Maximal masterplan-led works <ul style="list-style-type: none">• Large communal area on Northern edge• More substantial works to Golden Cross and High Street entrances• Full pedestrianisation works• Northwest corner works to remove units and rationalise layout• Implement capital-focused environmental strategy and remove shopfront encroachments• Medium or Maximum baseline works• New build on service yard• Leasing Strategy• Major Asset Management & Maintenance Plan

3.2 Long-list Options

Option 1: Do Nothing	
Description	<p>Under a 'Do Nothing' scenario, the Council would not invest in proactive maintenance or placemaking renovations at the market and would not carry out the 2021 Leasing Strategy. This scenario would instead introduce the likelihood of managed decline with worsening structural problems and falling rental income.</p> <p>In its current state, operation of the market is undertaken as follows:</p> <ul style="list-style-type: none"> • OCC has a limited regular commitment to revenue budget for reactive repairs. • Current MTFP has major capital repair and maintenance budget but there is no expectation that this allocation will extend beyond the MTFP • Once every few years major reactive capital projects are required such as the current 7 phase cycle for roof repair that at completion will have cost approximately £2m spread over several years when finished.
Strengths & Opportunities	<ul style="list-style-type: none"> • Avoids short-term financial pressure in the early years of the MTFP • Avoids disruption to traders • Avoids relocation of up to 4 traders
Weaknesses & Threats	<ul style="list-style-type: none"> • OCC Property Services has warned the building fabric could be at risk in future unless a planned cycle of proactive maintenance and repair becomes more routine • Heritage and Planning departments have identified risks to specific elements of heritage within the market such as the clerestory windows • Attractive internal architecture is currently compromised by poor lighting, and aesthetic features of the building would remain obscured • Without significantly improving approach to maintenance and repair, GCW forecasts rental income will continue to trend negatively • The market building has a sizeable footprint in the city centre but is still very easy to miss due to ineffective signage and inconspicuous entrances. Without intervention this will continue to prevent the market from reaching target footfall rates. • Missed opportunity for long-term profit resulting from maintenance plan • The Market is not currently taking full advantage of its prime location in the city centre and its draw as an experiential focused destination <p>The Project Board has determined that doing nothing is not a viable option. The building fabric would be at risk, and the potential impact on rental income forecast by GCW is extreme. Some form of intervention will be required to keep the market operational through the next two decades and beyond and reverse a decline in rental income.</p>
Option 2: Do Minimum – Business as Usual	
Description	<p>Option 2 is a business as usual scenario where OCC would move forward with existing plans for the Market without implementing a new masterplan. This would include the 2021 Leasing Strategy and necessary maintenance works that go beyond a 'Do Nothing' scenario. The ongoing AMMP would be more expensive than in Option 3 due to the reduced amount of up-front investment in the building.</p> <p>The Leasing Strategy is part of the 'toolkit' the Markets Manager uses to help deliver the defined vision for the Market and includes the following primary components:</p> <ul style="list-style-type: none"> • New flexible and tailored lease options • Extended trading hours

	<ul style="list-style-type: none"> Strategic approach to tenant curation to ensure incoming tenants are consistent with desired trading style, offer, skills, permissions (planning or change of use etc) and customer experience
Strengths & Opportunities	<ul style="list-style-type: none"> Contributes to the vitality of the Market by reducing vacancies and improving aesthetics of empty stalls Allows the Market to adapt to changing consumer preferences with shorter term leases Preserves the building fabric
Weaknesses & Threats	<ul style="list-style-type: none"> Would not contribute sufficiently to increase in footfall and dwell time without additional masterplan works
Option 3: Major Change – Masterplan-led works focused on ‘Key Moves’	
Description	<p>Option 3 is a ‘Major Change’ scenario, which would be carried out in conjunction with the Leasing Strategy and Medium Asset Management and Maintenance Plan (AMMP), as outlined below.</p> <p>Option 3 includes the following actions:</p> <ul style="list-style-type: none"> Create a large communal area on the northern edge of the market. Works to Golden Cross focused on wayfinding signage from Cornmarket Street and more substantial enhancements to visibility and attractiveness of High Street entrances Light touch pedestrianisation experiment Don’t do Northwest corner works that remove units Don’t do capital-intensive environmental strategy or remove encroachments Essential baseline works Rationalise service yard and add storage No new build on service yard <p>Essential planned and preventative maintenance will be a key part of the masterplan works. The AMMP includes a commitment to a major period of planned maintenance and improvement every 10 years as well as the ongoing annual budget of reactive repairs.</p> <p>The Covered Market will create pressure during the MTFP from 2023 onwards in all scenarios, however the proposal for Option 3 + Asset Management Plan creates the most optimistic trend for rental income, with the potential to generate annual net surplus for the council at the end of the MTFP. It also provides numerous placemaking and community benefits that are necessary for increasing footfall and dwell time and supporting the continued operation of the Market. Option 3 provides most of the same benefits as Option 4 but is easier to deliver and presents less risk to OCC and Market traders.</p>

<p>Strengths & Opportunities</p>	<p>Can be presented as equally spatially transformative as Option 4 with main reduction in scope in baseline works and environmental strategy and in reduced disruption to Traders.</p> <p>Requires minimal number of traders to permanently relocate: 4.</p> <p>Large communal area opening onto Market Street</p> <ul style="list-style-type: none"> ○ Commercial agent has identified the large communal area to be crucial for the future success of the market ○ Lower cost compared to the alternative option of a communal area in the middle of the market ○ Requires the loss of two retail units, which is the smallest number possible while achieving a significant, new communal space in the market ○ Contributes to rental tone uplift throughout market ○ Does not cause harm to the historical significance and integrity of that section of the market (subject to invasive surveys at next stage) ○ Critical to supporting the trend towards food and beverage by providing a seating area ○ Flexible space to be quickly and easily adapted for alternative needs like events ○ Activation of Market Street and optimised visibility into the market ○ If properly created, will function as a clearly recognisable arrival point for visitors ○ Creates the feeling of a 'heart and soul' to the market <p>Works to Golden Cross and High Street entrances</p> <ul style="list-style-type: none"> ○ One of the three key drivers of increased footfall and dwell time ○ Contributes to rental tone uplift throughout market ○ Essential placemaking and heritage improvement works ○ Spread uplift evenly throughout southern and western edges of the market to balance significant investment in northern edge. ○ Reduces financial expense of the Council on third party asset (Golden Cross) compared to Option 4 <p>Light pedestrianisation experiment</p> <ul style="list-style-type: none"> ○ One of the three key drivers of increased footfall and dwell time ○ Contributes to rental tone uplift throughout Market ○ High impact and deliverable quickly when compared to full pedestrianisation works ○ Less risky than full works because it is not predicated on additional investment or borrowing ○ Timed deliveries and traffic reduction will reduce pollution and noise around the Market <p>Northwest corner minimal works</p> <ul style="list-style-type: none"> ○ Does not remove any traders and minimises stakeholder engagement challenges ○ Lower impact on annual rental income than alternative <p>Don't do full environmental strategy or remove encroachments</p> <ul style="list-style-type: none"> ○ Easier to show how the masterplan is targeting short-term realities as well as long-term sustainability ○ Avoids significant cost & deliverability challenges ○ Some sustainability goals are still achieved with EV charging infrastructure and bicycle parking and transport restrictions on Market Street <p>Necessary baseline works – minimal intervention</p> <ul style="list-style-type: none"> ○ Achieves significant uplift without interfering with occupied units ○ Implementable in the short term ○ Contributes to rental tone uplift throughout Market
--	---

	<p>Rationalise service yard</p> <ul style="list-style-type: none">○ Provides space for electric vehicle and electric cargo bike charging○ Contributes to sustainability objectives○ Provides valuable storage space for traders
--	---

<p>Weaknesses & Threats</p>	<p>Works to Golden Cross</p> <ul style="list-style-type: none"> ○ Reduced scope compared to Option 4 will likely lead to a smaller increase in footfall from this western entrance into the Covered Market <p>Light touch pedestrianisation</p> <ul style="list-style-type: none"> ○ Introduces the perception that traders are taking on more risk than OCC ○ Reduced impact on rental tone compared to full pedestrianisation ○ Unlikely to enhance heritage significance ○ Risk of long-term full works never being realised <p>Northwest corner – minimal works</p> <ul style="list-style-type: none"> ○ Does not provide the rental income benefits that full works would provide <p>Don't do environmental strategy or remove encroachments</p> <ul style="list-style-type: none"> ○ Weakens the masterplan's heritage benefits ○ Missed opportunity to contribute to Net Zero Oxford efforts and frame the Market as a leader in sustainability ○ Poses reputational risk <p>Necessary baseline works – minimal intervention</p> <ul style="list-style-type: none"> ○ More extensive works would contribute to larger rental uplift ○ Significantly weakens heritage case ○ Increases planning risk by not being heritage led
<p>Option 4: Maximum Change – Maximal masterplan-led works</p>	
<p>Description</p>	<p>Option 4 is a 'Maximum Change' scenario. This option includes the following actions as well as the Major AMMP:</p> <ul style="list-style-type: none"> ○ Large communal area on Northern edge ○ More substantial works to Golden Cross as well as High Street entrance ○ Full pedestrianisation works ○ Northwest corner works to remove units and rationalise layout ○ Environmental strategy and remove encroachments ○ Medium or Maximum baseline works ○ New build on service yard <p>The Major AMMP entails a series of more extensive maintenance and refurbishment works in addition to the basic maintenance plan that would be carried out in options 2 or 3. This AMMP was developed in 2021 by Marcus Beale Architects with input from Property Services, Corporate Property and Heritage, and Planning. This plan will:</p> <ul style="list-style-type: none"> • Install new safe roof access • Remove existing clerestory roofs and replace with glazing • Repoint external and internal walls • Repair floor and restore to historical condition over 4 years • Inspect and refurbish roof lighting • Repair gates, grills, and doors • Maintenance & repairs of market stalls between tenancies • Maintenance followed by full refurbishment of public bathrooms (every 10-15 years) • Full lighting replacement • Upgrade sprinklers, fire alarm • Drainage below ground – retain, repair, and adapt <p>The Major AMMP includes works that contribute to investment objective #5 to preserve heritage, but without an accompanying placemaking and pedestrianisation strategy it does not significantly contribute to any of the other investment objectives. Costing £1m / year ongoing, the project board has concluded that the Major AMMP cannot be taken forward.</p>

	<p>The additional rental income and heritage benefits provided by Option 4 are not proportionate or great enough to justify pursuing this option over the more immediately deliverable and affordable Option 3. However, many of the interventions in Option 4 could be pursued as a 'Phase 2' after the initial benefits of Phase 1 are realised, especially if more grant funding becomes available in future.</p>
Strengths & Opportunities	<p>Closest option to a heritage-led approach</p> <p>Holistic option that addresses all major risks associated with 'Do Nothing'</p> <p>Same advantages as Option 3 regarding large communal area and upgrades to entrances (apart from also would be expected to lead to an increased positive impact on footfall from the western entrance through Golden Cross).</p> <p>Full pedestrianisation</p> <ul style="list-style-type: none"> ○ One of three key drivers of increased footfall and dwell time ○ Part of wider case for higher rental tone uplift throughout market than if light touch ped experiment pursued ○ Consistent, high quality, and permanent approach throughout Market Street is necessary given the narrowness of the street, high volume of traffic and importance/quality of architecture ○ Improve trader stakeholder perceptions of the project by placing more risk on OCC <p>Northwest corner baseline works and layout rationalisation</p> <ul style="list-style-type: none"> ○ Improves the way some market stalls relate architecturally to the market structure and main building ○ Total forecast revenue is higher than under minimal works option <p>Environmental strategy</p> <ul style="list-style-type: none"> ○ Part of the wider case for a higher rental uplift compared to if not done ○ Provides heritage benefits by improving electrical supplies and weak points in the building fabric ○ Contributes to the project objective #2 of making the Market a model for sustainability and contributing to Oxford's Zero Emission Zone. <p>Necessary baseline works – maximum intervention</p> <ul style="list-style-type: none"> ○ Part of the wider case for greatest rental uplift ○ Essential for masterplan to be more heritage-led ○ Reduces planning risk <p>New build on service yard with risk averse massing</p> <ul style="list-style-type: none"> ○ Increases the amount of active façade on Market Street ○ Provides new workspaces to attract local talent

Weaknesses & Threats	<p>Significantly more costly than Option 3 without providing significant additional benefits</p> <p>Golden Cross entrance</p> <ul style="list-style-type: none"> Significant expense on third party asset which can't be justified, as many benefits would accrue while only spending less (as per Option 3) <p>Full pedestrianisation</p> <ul style="list-style-type: none"> Less deliverable and not necessary to achieve increase in footfall <p>Northwest corner rationalisation</p> <ul style="list-style-type: none"> Would permanently relocate up to 8 traders, causing a significant stakeholder relations issue <p>Environmental strategy</p> <ul style="list-style-type: none"> Works will likely impact all traders without providing any specific benefit for them Implementation of AMMP could achieve most heritage objectives without needing to do full environmental strategy <p>Necessary baseline works – maximum intervention</p> <ul style="list-style-type: none"> Affects all traders to some extent due to insulation and encroachment works and more of the building fabric being affected <p>New build on service yard</p> <ul style="list-style-type: none"> Requires significant investment but does not significantly contribute to footfall/dwell time Unlikely to get planning approval
----------------------	---

3.3 Investment Objectives

Option	Option 1: Do Nothing	Option 2: Do Minimum – Business as Usual	Option 3: Major Change	Option 4: Maximum Change
Inclusivity	Option 1 does not contribute to inclusivity goals.	Option 2 contributes to the inclusivity objective by expanding the service options at the Market through the Leasing Strategy.	<p>By creating a large communal area that opens onto a lightly pedestrianised Market Street, Option 3 creates a new community gathering space and provides a vibrant place for residents and tourists to enjoy. The space would be accessible to everyone and provide a comfortable place for all to relax in the city centre.</p> <p>It also contributes to the inclusivity</p>	Option 4 provides the same benefits as Option 3.

			objective by remodeling the Market's public bathrooms and making them more physically accessible and accessible to people of all genders.	
Sustainability	Option 1 provides minimal sustainability benefits.	Option 2 provides minimal sustainability benefits.	Option 3 contributes to the sustainability objective by installing bicycle parking areas, e-cargo bike charging stations and electric vehicle charging stations at the Market. By creating a pedestrianised area it also encourages people to walk instead of drive in the city centre and supports Oxford's Zero Emission Zone. The new timed delivery schedule will also reduce the number of heavy duty vehicles idling nearby.	Option 4 provides the same sustainability benefits as Option 3 but additionally carries out a series of retrofit works to the building fabric to increase its energy efficiency and thermal efficiency.
Evolution	Option 1 would not support the evolution and long-term success of the Market. Without a masterplan regeneration, the Market will fail to evolve into a resilient, purposeful and lively place.	Option 2 would support the evolution of the Market by ensuring the building fabric continues to be fit for purpose and allowing the tenant mix to adapt to consumer preferences.	Option 3 ensures the long-term success of the Market by creating new community gathering spaces and refurbishing the Market to be a place that lives up to its status as a historical landmark in the city centre of a tourist hotspot. The flexibility of the light pedestrianisation experiment allows for	Option 4 provides the same benefits as Option 3 and additionally provides an aspect of permanence to the pedestrianisation that could be more resilient to future changes in city priorities.

			innovative placemaking efforts like street fairs, food trucks, and pop-ups and can continually be adapted and changed as community needs change.	
Increasing Footfall	Option 1 would not increase footfall at the Market	Option 2 would ideally drive footfall by increasing the attractiveness of the tenant mix; however, the extent to which it would increase is unknown.	Option 3 would significantly increase footfall and encourage more people to visit the Market and stay longer. Specifically, efforts to improve entrances and wayfinding signage would bring more visitors. The large communal area would allow people to linger and stay longer by giving them a place to eat food bought from traders. The pedestrianised street would improve connections with surrounding streets.	Option 4 would provide the same benefits as Option 3 and additionally a larger and more permanent pedestrianised zone would encourage slightly more people to linger at the Market.
Heritage	If the Market continues without any intervention, the building fabric will be at risk of further deterioration and will not be preserved for future generations to enjoy. This option provides few heritage benefits.	Option 2 provides some heritage benefits, as it assumes that there is ongoing budget for planned repair and maintenance of the Covered Market into the future. Disrepair is avoided, but no improvement from a heritage	Option 3 would provide heritage benefits through the planned and preventative maintenance included in the masterplan, the revealing of heritage splendour through the masterplan changes and the ongoing commitment to planned and	Option 4 is a fully heritage-led approach that would carry out the maximum works possible to restore, highlight and preserve the heritage aspects of the building fabric.

		perspective is possible.	preventative major works every decade.	
Distinctiveness	Option 1 would not do anything to strengthen the Market's distinctiveness, attract new local businesses or appeal to Oxford's diverse communities.	Option 2 would strengthen the distinctiveness of the Market by creating a more attractive and unique tenant mix.	Option 3 would increase the distinctiveness of the Market by raising its profile in the community and creating a more attractive and unique offer for visitors. The pedestrianised area would also allow more local businesses and organisations, to engage with the Market.	Option 4 would create the same distinctiveness benefits as Option 3

3.4 Options Appraisal

As a result of the appraisal below, Option 3 has been identified as the preferred way forward. Option 2 has also been carried forward for evaluation in the economic and financial cases.

Option	Option 1 – Do Nothing	Option 2 – Do Minimum	Option 3 – Major Change	Option 4 – Maximum Change
Fit with investment objectives How well the option delivers the investment objectives identified above	L	L	H	H
Strategic fit How well option fits with national, regional and local strategies	L	L	M	H
Benefits optimisation How well option optimises return on expenditure and improves value for money	L	L	H	M

Potential achievability Whether OCC can manage the required change, including managing risks, access to necessary skills and political acceptability (see Management case for more detail)	H	H	H	L
Potential affordability Whether OCC can fund the required level of capital and revenue expenditure	H	H	M	L
Conclusion	Discounted	Carried Forward	Preferred Way Forward	Discounted

3.5 Options Short-list

The Project Board has identified Option 3 as the only feasible option in the near term, based on extensive stakeholder consultations and architectural assessments and the consideration given to numerous design options over the past two years. It provides maximum social, economic, and heritage benefits while remaining deliverable and financially viable. Option 3 is a combination of the most necessary, achievable, and beneficial design components.

Option 4 represents a slate of changes that, while desirable, do not provide the most optimal return on investment or proportional additional benefits when compared to their high cost. They are also not deliverable due to major issues around finance, ownership and disruption. The Project Board has left open the possibility that these two options be pursued as a 'Phase 1' and 'Phase 2' rather than as strict alternatives. Some components of Option 4, such as a full pedestrianisation project, could be pursued in the future if the initial pedestrianisation experiment proves successful. Similarly, the environmental strategy and associated works could be pursued if Phase 1 improves the financial outlook of the Market.

The impacts of pursuing Option 1 (financially, economically, socially and in heritage and cultural terms) would be so disastrous, realistically termed 'managed decline', which is not a future that the Council can allow to happen for the Covered Market. Therefore it is discounted as a viable option.

Option 2 is therefore the only plausible alternative to Option 3 at this stage. It involves a commitment to running the Market well and looking after it, with decreased up-front financial risk. However, it carries a longer-term financial and economic sustainability risk for the Market, because it doesn't involve doing anything strategic or proactive to improve the Market.

As a result, Option 3 has been identified from the options appraisal as the preferred way forward. Option 2 has also been carried forward for evaluation in the economic and financial cases.

3.6 Preferred Way Forward

The primary components of the preferred way forward are visualised on the following pages, which are a summary excerpt from the Masterplan Final Report from Gort Scott (**Appendix 1** to the Cabinet report).

Key moves on one plan

Key move 1: Market Street Management Strategy Pedestrianisation of Market Street with the implementation of scheduled deliveries

Key move 2: Reorganised service yard Rationalisation of service yard with addition of E-vehicle and electric cargo bike charging. New trader storage and facilities.

Key move 3: Northern edge New communal opening onto Market Street, relocated public WCs and new public cycle store

Key move 4: Improved entrances Refurbishment of entrances to High Street & Cornmarket Street

Key move 5: Key Supporting works Asset Management Works Making good of ground, redecorating, etc (throughout)



Figure 6: Masterplan Overview

1. Light Touch Pedestrianisation

The proposal for Market Street attempts to balance stakeholder need with realising the potential for new public dwell space in the heart of Oxford.

In the first instance, due to the amount of operational changes required, a timed and experimental management strategy is proposed. This will support manageable behaviour change by stakeholders and will therefore primarily be light touch infrastructure changes, with more of an onus on management strategy. The proposals will require ongoing traffic and other monitoring and consultation to ensure feasibility and necessary adjustments can be made.

Market Street proposed works:

- 1 Removal of street markings
- 2 Removable bollard to allow management vehicular access
- 3 Temporary electrical supply for occasional pop-up market stalls
- 4 Temporary external lighting
- 5 Paint new street markings retaining existing road line
- 6 Large potted trees
- 7 New bike stands
- 8 Collapsible market stalls, tables and chairs, to be stored on site when not in use
- 9 Jesus College requires access to bin store



All drawings to be reviewed by transport engineer and by council. All proposals require trial and traffic monitoring to assess feasibility of number of delivery bay and timings. Proposed road widths and parking space sizes are no worse than existing condition and compliance to be confirmed by transport engineer and highways authority.

Figure 7: Summary of Market Street proposal

The 'back entrance' to the Market will be transformed into an attractive publicly accessible dwell space in the city centre with the introduction of planters, seating and outdoor stalls. It will rely on creating a period in the day when vehicles (apart from emergency services) will not be able to access this space. The City Council is working with traders and other Market Street stakeholders, as well as the County Council, in order to establish a practical plan, which achieves the vision while managing day-to-day business operations.



Figure 8: Market Street Vision

2. Reorganised service yard

The proposal for the service yard has been developed with input from Market traders and ODS. ODS require a like-for-like replacement of space for waste management, cleaning management. There are also additional demands for ODS and trader storage which are not being met by the existing service yard.

The proposal optimises the service yard layout, consolidates market trader facilities and provides necessary space for storage and other market functions.

Key to optimising the service yard is the inclusion of a lightweight 2-storey steel structure which will accommodate new trader storage and facilities.

- | | |
|---|--|
| <ul style="list-style-type: none"> 1 Strip-out of service yard; railings, rain canopy etc. 2 Removal of existing markings and painting of new markings on service yard ground 3 Infill of fire escape (allow for stone on external) 4 Removing walls reconfiguring toilets and storage rooms 5 New women trader's bathroom 6 Strip out and fit out existing trader bathroom | <ul style="list-style-type: none"> 7 New accessible bathroom for traders 8 Side hung gate with wicket door fire exit and foldable element 9 Electrical vehicle charging bay 10 2 no. cargo bikes charging points with canopy 11 7 no. double stacked trader bike parking with canopy 12 Static steam cleaner 13 Mini compactor 14 Bin push compressor 15 Flexible storage area 16 Hoover Storage 17 Waste storage area 18 Lightweight 2-storey covered steel structure for storage and trader facilities. Open sided at ground level. 19 Access stair to storage and trader facilities. 20 Scissor lift for goods lift roughly 1500mm x 2000mm 21 Furniture Storage 22 Access road for vehicles 23 1.5m pedestrian route to fire exit |
|---|--|



Figure 9: Reorganised service yard

3. Improvements to the northern edge, including a large Communal Area and relocated public toilets

The proposal for the northern edge includes a large new entrance to the market with open public space and seating. The space is flexible, allowing daytime and evening events and encourages more visitors. The space is visible from and has a direct connection to Market Street driving footfall and encouraging spill-out. Removing the block of units and WCs reveals the Market's historical structure as well as creating a light-filled public square

- Demolition and making good buildings to form new open courtyard
- 1 New glazed roof over courtyard to allow light into the centre of market whilst protecting the space from adverse weather.
- 2 New flooring
- 3 New internal wayfinding and signage
- 4 Restoration of historic walls
- 5 New extra large entrance
- 6 New gates and signage
- 7 Collapsible furniture to allow for flexible use.
- 8 New location for public WCs
- 9 New public bike storage



Figure 10: proposed northern edge plan

During public consultation efforts, the Project Board heard that people find the city centre alienating with a lack of places to stop, sit, eat and relax. The large communal area on Market Street aims to address these issues by creating a welcoming, flexible event space or 'public square' for people to gather and spend time at the Covered Market. With generous amounts of seating, it will be easier for visitors to eat food they purchase from traders and create a more vibrant atmosphere at the Market. Sympathetic architectural changes at this end of the Market will also reveal and protect the building's heritage. .



Existing view in Market

The Market will have a new, welcoming and more visible entrance and flexible event space or 'public square', opening out onto the improved Market Street. With generous amounts of seating and other furniture, it will be much easier for visitors to spend more time in the Covered Market. Sympathetic architectural changes will reveal and protect the building's heritage splendour for future generations of shoppers and traders.



View of proposed communal opening

4. Improved Entrances via High Street and Golden Cross



Existing view of High Street entrance

Improved entrances on all sides of the market will encourage more visitors to walk through from popular shopping areas nearby. The City Council will work with the adjacent landowners who own the entrance ways into the Market, in order to make mutually beneficial improvements to their buildings.



View of proposed improvements to High Street entrance

As noted in the Case for change, the market entrances are uninviting, inconspicuous and lack appropriate wayfinding signage. Improved entrances on all sides will encourage more visitors to come from nearby shopping areas. The City Council is currently working with adjacent landowners who control portions of the entryways to the Market to develop a mutually beneficial workplan.

The Golden Cross landowner is supportive of the Council's proposed masterplan and the significant investment associated with it, however it is not currently in a position to fund improvement works to the flooring, decoration and seating under its ownership. In Option 3, the Council is therefore

reducing the committed works to the absolute minimum required by the Covered Market and suitable for Council financial contribution (signage from Cornmarket Street). Other recommended works to the Golden Cross, would be subject to ongoing discussion between the parties as the masterplan project continues towards implementation. It is hoped that the Golden Cross will be able to make comparable improvements to its asset before the Covered Market intends to conclude its own period of major improvements in the 2025-26 financial year.

All Souls College owns the High Street frontages connected with 3 out of the 4 avenue entrances into the Covered Market (with Lincoln College owning the fourth). As per the Golden Cross, the colleges are strong supporters of the Council's proposed improvements to the Covered Market. After discussions throughout 2021 and 2022, the project team's view is that the benefits for the Covered Market from the proposed works to the High Street entrances are direct and significant enough to warrant the budget allocation within the masterplan project. Therefore, they are included in Option 3. Ongoing dialogue between the Council and the landowners in 2023 and beyond will be essential to resolve detailed plans for the frontages and the Covered Market in a mutually beneficial way and with the right timing.

5. Essential Planned Maintenance and baseline works

Through the development of the masterplan, the need to undertake key supporting works alongside the more transformative spatial changes became apparent – especially to help the Market to be resilient to future changes. Elements include: Drainage; Services replacement; Decoration; Strip-out and making good; Basement remedial work; New furniture; Wifi; Lighting.

Commercial Approach (The Commercial Case)

The purpose of the commercial dimension case is to demonstrate a viable procurement strategy between the public sector and service providers is in place for the preferred option.

Procurement Strategy and Route

For stage one, it is expected that Oxford Direct Services Limited will be commissioned as general contractor with a budget allocation for them to sub-contract the necessary design and transport consultancy services. For stage two, the type of work expected to be procured includes design, heritage, costing, project management, construction, and fit out. The procurement strategy for the preferred option will follow Oxford City Council's standard procurement route and contract rules.

4 The Financial Case

This is in **Exempt Appendix 3 – Not for Publication**, as it contains confidential and commercially sensitive information.

5 Implementation Approach (The Management Case)

The purpose of the Management Case is to set out how the preferred option will be managed, associated timescales, how benefits will be monitored and achieved, and the risk management approach.

5.1 Phased Approach (Twin Tracks)

The management and delivery of this masterplan is recommended to include a decoupling of two of the primary actions identified in the preferred option. It should be noted that these phases would commence simultaneously and the final decision about whether to take the “twin track” approach should be included early in the next phase of work.

A **Stage 1** workplan will include the light touch pedestrianisation experiment on Market Street because this component of the masterplan can be delivered quickly, with minimal investment, and without significant planning hurdles. The pedestrianisation plan does not include any changes to the fabric of the building which, due to its listed status, will need a longer time frame for approval of significant works. The pedestrianisation plan can provide a quick win to demonstrate the value of the Market and intentional placemaking in the city centre. Non-invasive works to the building entrances may also be included in Stage 1 of the plan.

The goal of implementing this pedestrianisation experiment quickly and successfully will be to provide supporting evidence for an application to the local highway authority (Oxfordshire County Council) for a permanent change to Market Street before the conclusion of an 18-month Experimental Traffic Regulation Order. The permanent scheme may have a different balance of space for parking versus pedestrian-friendly dwell space and other details to be determined through experimentation.

Stage 2 of the delivery would include undertaking planned maintenance works within the overall budget allowance and other essential building fabric works throughout the Market, the demolition of trading units to create the large communal space at the North end of the Market, as well as works to improve the southern entrance into the Market from the High Street. The planning approval process for this phase is likely to take much longer and require a more extensive design review than Stage 1. It will also rely on more complex stakeholder engagement, coordinating a proposed programme of works to best fit with the Market and its Traders, as well as adjacent landowners.

A key aspect of this management approach is that while the two stages are distinct, they will be moved through the development process concurrently. Stage 1 is likely to be approved before Stage 2 but they will be brought forward at the same time.

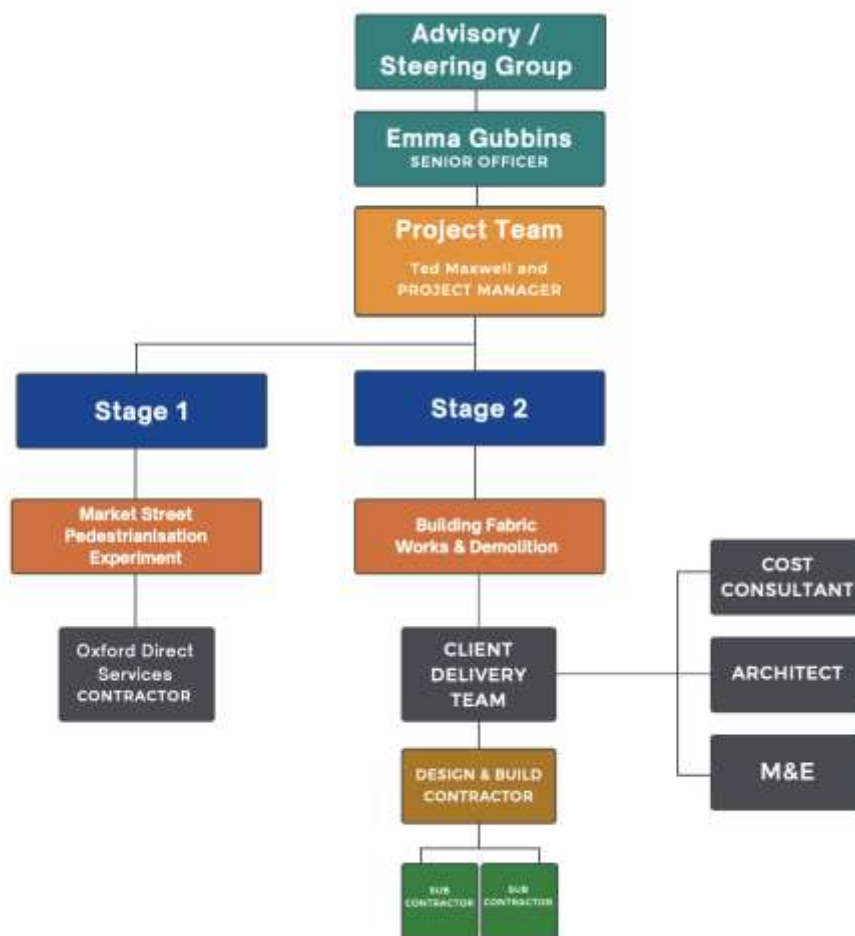
The phased approach is presented here with the caveat that the Project Board must undertake careful planning to ensure that building works in Stage 2 do not significantly impact the streetscape experience of the pedestrianised zone created in Stage 1. If construction equipment and heavy-duty vehicles need access to the site via Market Street, the benefits of the scheme may be diminished, and the experiment may not provide an adequate representation of what full pedestrianisation could look like. It should also be noted that without the large communal area planned for the Northern edge of the Market, the initial experiment will not demonstrate the full placemaking benefits of the plan from the outset.



Figure 5: Phased Approach (Twin Tracks)

5.2 Project Structure

The Council's Regeneration service area and Oxford Direct Services will lead Stage 1 of the project while Stage 2 will be carried out by a larger client team as it is more complex to deliver. The project structure is visualised in the diagram below.



Timescales (The Management Case)

The proposed timescales below indicate a phased approach with both phases running simultaneously as described above in the approach. A milestone programme is pictured below and a detailed programme plan will be developed by the client delivery team in the next phase.

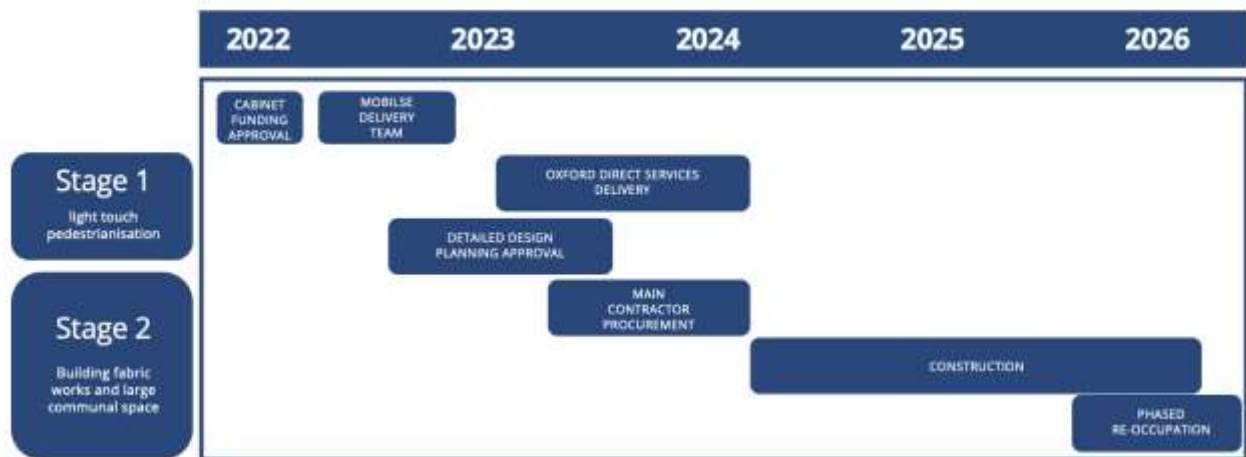


Figure 6: Milestone Programme

Benefits Realisation

The benefits of the masterplan – explained in the economic case above – will be monitored and reviewed using a Benefits Realisation strategy. This strategy will set out KPIs to ensure benefits are realised and tracked. At a minimum, the benefits measured will include footfall, dwell time, vehicle movements on Market Street, low/zero emission movements, periods of enforced closure of businesses, etc. The framework will require an environment that allows the monitoring process not only during the two development stages, but also during long-term occupation. There is already a data collection process in place in the market which will continue and feed into the benefits strategy for indicators like footfall.

Risks (The Management Case)

The risks to the project are described in **Exempt Appendix 7 – Not for Publication**, as they contain commercially sensitive information. This risk register will be continually updated through out the delivery of the project.

6 Findings and Recommendations

Overall, this business case recommends that the “Major Change” option is progressed in order for the Market to remain vibrant and economically viable for many decades into the future. This option includes three key masterplan works: pedestrianisation of Market Street, improved entrances and wayfinding, creation of a large communal area. This option best balances the Council’s financial considerations, investment objectives and heritage preservation. The preferred option requires significant short-term investment but eventually pays for itself in a reasonable period of time and starts generating a revenue surplus. This option is the only masterplan option with a reliably positive financial outlook across the lifespan of the long-term fiscal plan. The phased delivery strategy outlined in the management case should begin at the same time in order to deliver all three components at pace.

This page is intentionally left blank

Appendix 4

Covered Market Traders

1. The project team shared a “Trader Charter” with Traders in June and July 2022 and these principles have guided and would continue to guide our engagement with Traders in future stages of the project:
 - The Council will invest to improve the overall trading environment in the Market.
 - We will work to ensure that the limited number of Traders who need to relocate are offered an alternative option within the Market.
 - Where there is disruption, we will support the most affected Traders on a case-by-case basis.
 - While there may be periods where part of the Market is inaccessible due to construction, we will work to minimise this disruption as far as possible.
 - We will work to ensure, where possible that the most disruptive works happen outside of key trading period of mid-Oct to Xmas and as where possible avoiding secondary peak of April to July.
 - We will keep Traders up to date with plans as they develop and will continue to work with Traders that may be affected.
 - We will work with Traders to ensure that deliveries in and out can be maintained, although this may be restricted at different points of the day and we will support Traders on an individual basis to manage this change.
2. Covered Market Tenants have received bespoke and prioritised engagement throughout the project. They have consistently been the first people outside of the Council to receive information about the project and the project manager has met with them virtually and in person at the regular monthly meetings, as well as at project-specific workshop sessions in 2021 and 2022.
3. Over 2021 and 2022, 35 Traders have contributed to the project, either at meetings, over email or by responding to the public consultation. This is well over half of the Traders in the Market. Traders who have not engaged will all be aware of the important information, which has been shared over email and at meetings.
4. In June 2022, when the Council first spoke to external parties about the Masterplan proposals involving the “three big changes”, the first people to hear about this were the four Market Traders whose businesses would need to relocate due to the proposed new communal area and the relocation of the public toilets. Conversations with Alpha Bar, Leonard Jay, Auto Models and Cardews have all progressed positively, with individual proposed solutions in place in order to keep the businesses trading within the Market even if the proposals are delivered. Each business’s situation is unique and the terms of any agreement reached following a Cabinet decision would be confidential.
5. The other Traders who have required considerable attention by the project team and consultants are those who make the most use of Market Street for servicing their business and for customer deliveries. Many Traders receive limited amounts of deliveries and do not make deliveries to customers, therefore the proposed vehicle

restrictions on Market Street outlined in the Masterplan proposals (Appendix 1 of the cabinet paper, the Gort Scott final report) do not present significant challenges to them – and the benefits of the proposed changes in terms of a likely increase in customers is significant. However, there is a sizeable minority of Market Traders who receive a significant number of bulky deliveries, as well as making deliveries out to customers throughout the day.

6. Therefore, in July, September and November 2022, the project team ran detailed workshop-style sessions which focused specifically on the Market Street implications of the proposals. The final proposals for the experiment have revised significantly based on these sessions, so that the operational changes required by Traders are more manageable than the original proposal. While this compromises the envisaged placemaking and public realm benefits in the initial experiment, the project team could not recommend proposals which would create unmanageable challenges for the operation of any Market Traders. The “sweet spot” the project is aiming for should not lead to any Traders perceiving that the overall proposals are a net negative for their business. However, it is understood by all Traders who have engaged with the project, that everyone will need to make some compromises and adjustments in order to support the greatest overall benefit.

Adjacent Landowners

7. The Market is surrounded by adjacent landowners, therefore engagement with them in developing the proposal and understanding the best path to implementation has been important.
8. To the north, Jesus College has been a key stakeholder due to its long-standing ownership but also because of its more recent development of the Northgate House site (now called the Cheng Building). They are supportive of the Council's proposals and have contributed in particular to the conversations around Market Street – sharing their operational concerns and those of the new GP surgeries, as well as their interest in coordinating the long-term improvements to the street, including funding and Planning commitments relating to their own development. The latest project meeting with senior college representatives in November 2022 concluded with agreement around the latest Market Street proposals.
9. To the west, the Golden Cross landowner is supportive of the Council's proposed masterplan and the significant investment associated with it, however it is not currently in a position to fund improvement works to the flooring, decoration and seating under its ownership. In the recommended masterplan, the project team is therefore reducing the recommended committed works to the absolute minimum required by the Covered Market and suitable for Council financial contribution (i.e. signage from Cornmarket Street and wayfinding within Golden Cross). Other recommended works to the Golden Cross, would be subject to ongoing discussion between the parties as the masterplan project continues towards implementation. It is hoped that the Golden Cross will be able to make comparable improvements to its asset before the Covered Market intends

to conclude its own period of major improvements in the 2025-26 financial year, but this is beyond the Council's control.

10. To the south, All Souls College owns the High Street frontages connected with 3 out of the 4 avenue entrances into the Covered Market (with Lincoln College owning the fourth, as well as the Turl Street buildings which flank the Market to the east and a portion of Market Street). As per the Golden Cross, the colleges are supporters of the Council's proposed improvements to the Covered Market. After discussions throughout 2021 and 2022 between the City Council and All Souls College, the City Council project team's view is that the benefits for the Covered Market from the proposed works to the High Street entrances are direct and significant enough to warrant the budget allocation within the masterplan project. Therefore, they are included in the recommended option. Ongoing dialogue between the Council and the landowners in 2023 and beyond will be essential to resolve detailed plans for the frontages and the Covered Market in a mutually beneficial way and with the right timing.

Market Street GP surgeries

11. Three GP surgeries (King Edward Street, 27 Beaumont Street and 28 Beaumont Street) have co-located in the basement floor of the Cheng Building since spring 2022. The building and their use of it is subject to car-free planning conditions, however they also require adequate access for time-sensitive deliveries (such as for vaccines) and as convenient as possible location for disabled or physically frail patients' drop off and pick up by car or taxi. Market Street is already a challenging and constrained environment and the GPs are aware of the commitment by both the City and County councils for Market Street to become more pedestrian-friendly and less vehicle-dominated. As with Traders and Jesus College, the latest proposed design arrangement and operating plan for Market Street seeks to mitigate concerns raised by GPs. The current proposals rely on manageable compromises from all parties, a shared commitment to keeping vehicle movements to an absolute minimum during pedestrian-friendly hours and for a transparent process of information-sharing during any experimental period, where close monitoring would be essential.

Oxford City Council Pre-application advice

12. With most of the Covered Market Masterplan addressing the building of the Grade-II-listed Market itself, Planning advice has been integral to the project development to date and would continue to be so. Planning and Heritage officers have informally contributed to the project's development since the start and there have been two formal moments where pre-application advice has been given, one in 2021 and most recently in November 2022.
13. The summary of advice in November 2022 is, "It is considered and appreciated that the proposed masterplan is essential to secure the future viability of the Covered Market not only as a destination for shopping, eating and evening entertainment but also as a heritage asset. The impact on the listed building should be at the forefront of any decisions and any harm to the heritage asset would need to be fully justified. In

general, officers are broadly supportive of the approach and progress to date but further consideration and detail needs to be given to the areas highlighted in the report.”

14. The conclusion of the advice in November 2022 is, “It is considered that the proposed masterplan is essential to ensure the continued maintenance of the building and future use. The masterplan originally started with the vision that it would be a heritage led masterplan. This original vision appears to have been lost and the benefits of heritage led regeneration should not be downplayed. Many of the heritage benefits of the scheme which may have the potential to be used to justify any harm of the scheme have been moved to phase 2 or the maintenance plan to which there is no guarantee that they benefits would come forward. It is recommended that further investigations and details of the proposal and brought forward through project meeting and a 3rd pre-app so further advice can be given on the level of harm that would be caused by the proposal and whether the public benefits of the scheme would outweigh the harm to the designated heritage assets (listed building, setting of neighbouring listed buildings and the Central Conservation Area).”
15. Subject to this Cabinet paper’s approval, the project team is therefore recommending further pre-application advice once more detail is available from surveys and other work, including discussions with County Council Highways Officers to finalise details about vehicular movements, timings and operations in Market Street. Planning colleagues would be able to give more advice on issues above and included in their November letter. The project team would also seek to demonstrate to Planning colleagues that while operating under significant financial and other constraints, the project continues to be heritage-led and strategic, even if the scope of heritage-led improvements has had to reduce during the project’s development.

Oxfordshire County Council Pre-application advice

16. If only changes to the operation or traffic management layout of Market Street are sought, then decision-making for any change to Market Street will only sit with the County Council, as the Highway Authority. Whereas, if there is a change of use of development, then it will generally also require planning permission from the City Council.
17. Planning and transport strategy officers from the County have therefore been engaged throughout the Masterplan project. There was informal engagement in early 2021, attendance at a transport workshop in October 2021 and then formal pre-application advice was given in August 2022.
18. County officers’ advice was clear at the August 2022 meeting that an Experimental Traffic Regulation Order would be an appropriate first step for changes to Market Street, due to the amount of inevitable uncertainty around the transport and servicing impacts of the proposed changes. Furthermore, any permanent changes would be more appropriate after the County Council has updated its movement and connectivity strategy for the city centre. Much like the “Broad Meadow” City Council project on Broad Street in 2021 and the County’s newer, larger trial on Broad Street in 2022, a

temporary scheme would enable the City and County councils and other stakeholders to assess details before reaching a more settled approach and a permanent arrangement.

19. County officers commented that more significant vehicle restrictions on Market Street (in terms of time and space) than currently included in the project team's recommendations should be carefully considered. This would enable better tie-in with other city centre restrictions e.g. the 10am to 6pm loading ban on Cornmarket/Queen Street. This would make enforcement easier and Market Street safer and more attractive for pedestrians and cyclists. The latest proposal to start the restrictions later in the morning is due to the ongoing engagement undertaken in 2022 with Market Street stakeholders and the objective of finding a deliverable set of changes which relies on manageable compromises by all parties and stepping stones towards more permanent changes. Engaging with County transport strategy and planners would be a key step in the next phase of the project. Naturally, the County Council, as highway authority, may revisit traffic management arrangements on Market Street at a later date.

Historic England

20. The project team engaged with Historic England and National Amenity Societies in April 2022. Historic Buildings & Places, Victorian Society and Council for British Archaeology contributed views at a meeting. In October 2022, Historic England's latest response was:

Firstly, Historic England continue to support the aims of the Council to upgrade and breathe new life into the Cover Market building, which has been in need of focus and investment for some time. The plans are an exciting opportunity to see the fabric and use of the building made fit for purpose for the next decade or more.

Whilst the consultation was, very understandably, user and trader-focussed, as custodians of this important listed building I would like to see a clear understanding of the significance of the covered market taken into account, carefully conserved and enhanced where opportunities exist, undertaken by appropriately experienced heritage specialists. This should be made clear within the Masterplan documents. Details of how the building will be upgraded will of course be needed, and we are interested to see these as they develop, alongside a clear understanding of why the building is so special. A key aim of the project should be a robust management plan for the future conservation-sensitive maintenance of the building (a good example of this was the Heritage Partnership Agreement for Kings Cross station https://www.mcaslan.co.uk/files/kings_cross_hpa_agreement_context_march_2020.pdf which dealt with all things ranging from M&E, timber repairs, paint colours and more), with easy to understand guides for shop lessees and for the Oxford City Council property management team. It may be that at masterplan stage something akin to a design code would be useful, to establish principles. Overall, these things

would help protect, long-term, the investment that is to be made into the listed building.

And it remains really disappointing to see Market Street largely unchanged – this is a considerable missed opportunity to transform the approach and environs to the market place which in placemaking terms is critical to changing the perceptions of the market as a whole. Without this the masterplan cannot hope to reach anywhere near full potential, despite fairly ambitious proposals to transform areas within the building itself, and we believe the Council should look again at how more could be done there.

21. Engaging with Historic England and the National Amenity Societies will be an important part of the ongoing strategy.

Summary of all stakeholders engaged during the Masterplan project 2020-2022

The following organisations have contributed to the project's development, either at meetings, over email or by responding to the public consultation. More organisations have been contacted.

22. Covered Market Traders:

- Nothing
- Next to Nothing
- iScream and Wicked Chocolate
- Auto Models
- The Cake Shop
- Ansari and Burrows & Hare
- Cardews
- Browns
- Colombia Coffee
- Taylors
- The Garden
- David John
- Alpha Bar
- Covered Arts
- Oxford Soap Company
- Market Barber
- Brothers
- Pieminister
- Fellers
- Leonard Jay
- Oxford Sandwich Company
- Donburi Inn
- Sofi de France

- Sasi's Thai
 - Teardrop Bar
 - Bonner's
 - Blueblood Sports
 - Jemini
 - Oxford Cheese Company
 - YOU Underwear
 - The Hat Box
 - Wool Hound
 - Gulp Fiction
 - John Gowing
 - Sartorelli's
23. Emergency services:
- Thames Valley Police
 - South Central Ambulance Service
 - Oxfordshire Fire & Rescue
24. City ward and County division councillors (in addition to relevant cabinet members):
- Cllr Lizzy Diggins, Cllr Alex Hollingsworth, Cllr Michael O'Connor
25. Adjacent landowners and operators:
- All Souls College, Jesus College, Lincoln College, Exeter College, Oriel College, Trinity College, Brasenose College and the Conference of Colleges
 - Golden Cross Shopping Centre
 - Boot's
 - Objects of Use
 - Shepherd & Woodward
 - Northgate (Market Street) GP centre surgeries: King Edward Street, 27 Beaumont Street and 28 Beaumont Street
 - St Michael's at the North Gate church
26. Local interest and advocacy groups and other business and transport groupings:
- City Council's Inclusive Transport & Movement Focus Group
 - City Council's "City Centre Taskforce" and "Talk of the Town" business engagement forums
 - Oxford Preservation Trust
 - Oxford Civic Society
 - Oxford University Student Union
 - Experience Oxfordshire
 - Oxford Bus Company
 - Stagecoach
 - COLTA (hackney carriage trade) and private hire firms
 - Coalition for Healthy Streets and Active Travel
 - Cyclox

- Oxford Pedestrians Association
- 27. Historic England and National Amenity Societies:
 - Historic Buildings & Places
 - Victorian Society
 - Council for British Archaeology

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?

The overall aim of the Covered Market masterplan is to make the covered market easier to find and more comfortable to spend time in. A new communal area will significantly increase the amount of free sheltered seating in the city centre while replacing and upgrading the public toilets facilities is a key improvement for all.

We are going to focus on improving signage and wayfinding will make it easier to find the market and to move around it which again has been focused around various vulnerabilities and needs. Making Market Street pedestrian-friendly will make it a safer, calmer and more welcoming space for many hours of the day, and we can look at different opening hours at different times of the year

One of the six project aims is: to make an **inclusive** place in the heart of Oxford that is accessible for all, where everyone feels welcome and part of the city

The NHS provides 6 key categories and these have allowed us to work through the changes suggested across those groupings and risk assess the progress and costs and value for money.

Behaviour and Emotional (Neurotypical) – noise in the market, lack of space, feeling of being enclosed, poor lighting, everything packed in together with lots of visually competing signs and information. Poor orientation and exit options in emergency. These are key triggers for autism and ADHD and a range of other sensory processing disorders.

Hearing – echoing spaces, music not clearly heard, competing noises, poor audio equipment for community events, poor sound for emergency announcements, lip-reading difficulties, no written options, no audio options for headphones, no quiet time choices and timetables – these will affect those totally deaf, partially deaf and a range of different hidden disabilities

Memory or ability to concentrate, learn or understand (Learning Disability) – information leaflets too complex, signs not clear, poor wayfinding options, lack

of support for enquiries – no check on market as is for those with lived experience

Mobility and Gross Motor Skills - inability for wheelchair users and those using different support aids to manoeuvre around signs and pavement clutter, no seating suitable for a range of disabilities, too cold therefore not comfortable for walking around, no escape from external elements.

Uneven flooring creating trip hazards, steps which have not been considered creating “no-go” areas, no consideration for disabled parking options, need to understand how far things are and options for emergencies.

Sight – Poor lighting, inability to see the floor clearly, uneven flooring, unable to read signs, clutter for guide dogs to work round, market entrance remaining “concealed”, no easy access to seating as needed, wayfinding concerns and no consideration for enabling independence – need lived experience check.

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

The majority of the proposed changes will be of benefit to the groups highlighted and as we go through the project we will be able to risk assess in more detail. Proposals so far have been put through the Inclusive Transport and Movement Focus Group, which highlighted the importance of varied and accessible seating options, the value of improving the floor surfaces and making Market Street more pedestrian-friendly.

The current proposals are at a ‘concept masterplan’ level, so more details would be forthcoming in a future phase of work. The feedback received so far about equality impacts has therefore not changed the current proposals significantly, but it will be usefully added to the list of issues to address and resolve in more detail in future if and when there is high level approval for the project and its budget. The timetable is to be confirmed, but it can generally be assumed to be the responsibility of the project manager during 2023.

The key issues to understand and investigate further from an equalities impact perspective are:

- accessible toilets functioning for all
- Adequate lighting, potentially different in different spaces
- Level flooring and access
- A range of seating types for different heights and abilities, including spaces for wheelchairs within the central areas and not just at the edge
- Wheelchair accessibility, removing signage clutter / blockages
- Clear signage

- Braille wayfinding, Coloured flooring, Audio support
- Longer opening times, possible quiet times
- Support Dog access places
- Electric charge points for scooters and bikes
- Warm areas
- Disabled Parking, ensuring convenient access to the Covered Market and GP surgeries is retained
- Alcohol licensed areas, respecting religion and cultural preferences

The list of accessibility information gathered to date, which should be considered in the next phase includes:

- Report by Transition by Design from early 2021
- Slides for the Inclusive Focus Group in October 2022
- Relevant excerpt from public consultation results in September and October 2022

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 decision making

The City Council's Inclusive Transport and Movement Focus group (which includes representatives of disability charities and those with lived experience of disability) have been kept very well informed during 2021 and 2022 and are the same group who contributed to the award-winning Broad Meadow design from an equalities perspective.

The Covered Market masterplan project team would continue to engage with the focus group in advance of key milestones and decisions around design which could have an equalities impact.

The new GP surgeries on Market Street, who have a significant proportion of patients with protected characteristics, have also been engaged on the proposals for Market Street, which have revised accordingly. They must continue to be engaged on the resolution of details in a future phase of work.

There will also be site visits and at least one more period of statutory public consultation connected to the approvals required for the building works and for Market Street.

Updates on the project's development will be shared on the Covered Market's website and social media.

The scope of the next phase of work should involve an accessibility expert, subject to budget availability.

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?

No, there is no option for doing nothing measured or assessed here for this level of project and planned expenditure.

The adverse impacts of not making this fully inclusive would be:-

- Loss of earnings
- Reputational damage
- Retrofitting works to comply with Equalities Act 2010
- Subject Access Requests to review the nature and level of consultation
- Legal Review across funding decisions made
- Members and CMT review of decisions made
- Court cases

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 Covered Market Proposals are regularly brought up across the Equality Steering Group of Oxford City Council, and remain under the review of both the Disability Equality Inclusion Specialists and the Accessibility Champion within the council for both formal and informal sense checking of progress, costs, timelines, architectural planning and public consultation and points raised there. The Inclusive Transport and Movement Focus Group will also continue to review the project at key points.

We will need to conduct consultations around who currently uses the market and for what reasons and what disabilities are currently missed from our EQIA.

The next formal review will occur in the early stage of the next phase of the project, subject to the Cabinet decision in February 2023, so that the Accessibility ambition of the project remains integral to the project's development.

Where implementation may be on an experimental basis (most notably on Market Street) close monitoring will be particularly important, to establish the

effectiveness and what needs to be changed in advance of any permanent change.

Post Implementation a review will be made via a separate project of instant feedback from disabled market users and traders.

Lead officer responsible for signing off the EqlA: Ted Maxwell

Role: Regeneration Manager

Date: 29 November 2022

Note, please consider & include the following areas:

- Summary of the impacts of any individual policies
- Specific impact tests (e.g. statutory equality duties, social, regeneration and sustainability)
- Consultation
- Post implementation review plan (consider the basis for the review, objectives and how these will be measured, impacts and outcomes including the “unknown”)
- Potential data sources (attach hyperlinks including Government impact assessments or Oxfordshire data observatory information where relevant)

To: Cabinet
Date: 8 February 2023
Report of: Executive Director (Communities and People)
Title of Report: Allocation of Preventing Homelessness Grant 2023/24

Summary and recommendations	
Purpose of report:	To approve the grant allocations for 23/24
Key decision:	Yes
Cabinet Member:	Councillor Linda Smith, Cabinet Member for Housing
Corporate Priority:	Thriving Communities
Policy Framework:	Housing & Homelessness Strategy 2018-21 (extended)
Recommendations: That Cabinet resolves to:	
<ol style="list-style-type: none"> 1. Approve the allocation of Preventing Homelessness funds to commission homelessness services in 2023/24 as outlined in paragraphs 18 to 20 and in Appendix 2 of the report; 2. Approve the requested carry forward of the underspend in the 22/23 budget of £41,164; and 3. Delegate to the Executive Director (Communities and People), in consultation with the Cabinet Member for Housing, the discretion to revise the intended programme within the overall budget if required. 	

Appendices	
Appendix 1	Review of allocated homelessness funds 2022/23
Appendix 2	Proposed allocation of homelessness funds 2023/24
Appendix 3	Risk Register
Appendix 4	Allocation of Rough Sleeping Initiative Funding 2022-25

Introduction and background

1. The Preventing Homelessness Grants (PHG) budget provides funding to help alleviate and manage rough sleeping. It is the main way we seek to achieve the rough sleeping related objectives in the current Housing and Homelessness Strategy 2018-2021 (extended) as well as the Council's future ambitions in this area. Primarily this is to minimise the time people spend rough sleeping by ensuring access to accommodation from the street, to provide longer term supported accommodation for those who need it, and to fund preventative services to both prevent homelessness in the first place as well as supporting recovery from rough sleeping.

2. This report presents an overview of how the funding allocated in 2022/23 has been spent and makes recommendations for the allocation of funding in 2023/24 to provide services for rough sleepers and single homeless people in Oxford. The report also provides an update on developments this year. Organisations which we fund, as well as those we do not fund, have continued to work tirelessly and in partnership to reduce rough sleeping and support people to return to independent living.

Context and key developments 2022/23

3. The Oxfordshire Homeless Alliance launched in April 2022, bringing together the majority of commissioned homelessness services in the county. This includes outreach services for rough sleepers, accommodation services and prevention services. The service are jointly commissioned by all Oxfordshire councils and the Berkshire, Oxfordshire and Buckinghamshire Integrated Care Service (replacing the Clinical Commissioning Groups for these areas). The alliance of providers comprises St Mungo's, Homeless Oxfordshire, Connection Support, A2 Dominion, Elmore Community Services and Aspire.
4. The Alliance aims to transform the delivery of homelessness services minimising the time people have to spend rough sleeping, and prioritising the rapid rehousing of people into mainstream accommodation, with the right support, as quickly as possible. Support will be delivered in a psychologically and trauma informed manner, with service development being client led. An Alliance Leadership Team has been set up to oversee the development of the Alliance and the service transformation. This comprises leads from the six providers as well as commissioning representations from the City and County councils.
5. At the time of writing the Alliance is working on its Year Two budget. Like most organisations it is having to deal with significant costs pressures, made more challenging by the provision of a flat budget for the contract.
6. Unfortunately we have seen an increase in the number of rough sleepers during the year from the low 20's at the start of spring, peaking at 53 during the summer. By December this had reduced to the low 30's. At any given time, approximately a third of people sleeping out either have no recourse to public funds (which severely limits their accommodation options) or have accommodation available to them. This shows that a lack of suitable, affordable accommodation is not the only challenge in reducing rough sleeping numbers. The increase in rough sleepers is partly due to the closing of Everyone In accommodation, with Oxford YHA closing in February 2022. However it has also been driven by high volumes of people becoming street homeless during Spring and Summer.

In March 2022 we commenced the delivery of our Housing First project. This has provided social tenancies to long term rough sleepers and those with the most complex needs, with bespoke support provided to make these tenancies a success. At the time of writing 13 units had been occupied. Its early days for the project but so far all the tenancies have been maintained successfully, and we have taken all long term rough sleepers off the street.

Floyds Row

7. A little over three years ago the council opened the Engagement and Assessment Centre at Floyds Row which was intended to support our aim to end the need to rough sleep in Oxford, by providing up to 40 spaces of accommodation for people who would otherwise need to rough sleep. Unfortunately the pandemic resulted in the capacity

being reduced from 40 bed spaces to a maximum of 18. Floyds Row receives significant funding from the Department for Levelling Up, Housing and Communities (DLUHC) and at the start of the year officers were advised that DLUHC were unwilling to fund a return to the pre-pandemic model of 40 spaces as this model utilised communal sleeping arrangements.

8. During the year officers have been engaged with DLUHC advisers to explore alternative options for Floyds Row. This has resulted in DLUHC agreeing to a temporary increase of 10-12 bed spaces at Floyds Row, utilising communal sleeping arrangements, meaning a maximum of 28-30 bed spaces will be available. This is only until 31 March 2024. By the end of June 2023, officers need to submit a plan to DLUHC to show how services will be provided from 2024, in line with the requirement to reduce the capacity at Floyds Row back to 18.
9. There is a shortfall in funding for Floyds Row of £80,000 for 2023/24. This relates to the expected income from the lease for the building of £180,000. Income from Housing Benefit will contribute to these costs. Officers are seeking ways to mitigate the remaining shortfall of £80,000 and have requested contributions from the other local authorities in Oxfordshire as well as the Integrated Care Service (ICS) (formerly Clinical Commissioning Group). These partners have previously contributed funding due to the countywide nature of the services delivered from Floyds Row. The situation is currently being progressed by Officers and likely to change prior to publication of this report.

Ensuring sufficient provision to meet Oxford City's needs

10. Under the new countywide service all 236 beds are available to anyone from Oxfordshire. In addition, the City Council still directly commission 105 beds for use by city residents:
 - Settled Oxfordshire: 47 units, including 17 self-contained one bed accommodation units and 10 three-four bed HMO's dispersed across Oxford (the properties in this scheme are funded by a social investment of £6million with £2 million contributed by each of the City Council, DLUHC and social investors)
 - Housing First: 40 units split into two lots of 20 units, the service providers for each are A2 Dominion and St Mungo's.
 - Becket Street: 18 beds made up of one 12 bed mixed property and one 6 bed female only property.

This means that city residents can potentially access 341 beds in total.

11. Demand for supported accommodation remains high, particularly since the exit from "Everyone In" accommodation in 21/22 and the rise in rough sleeper numbers in recent months. Weekly meetings are held with accommodation providers to agree how to allocate void spaces. This process has been expanded since the launch of the Alliance in order to work on a countywide basis.

Further funding opportunities

12. The City Council has made several successful bids for DLUHC funding in 22/23. The Council led a countywide bid into the Rough Sleeping Initiative. This resulted in an award of £5,195,889 across a 3 year period from 2022-2025. Appendix 4 provides a breakdown of the funding award.
13. The Council were successful in a bid for £155,083 of Additional Pressures funding from DLUHC to be spent in 22-23. Table 1 below outlines the allocations of this funding.

Table 1. Allocation of Additional Pressures funding

Provider	Award	Service
Oxford City Council	£70,000	Hotel placements to avoid rough sleeping
All Oxfordshire District Councils	£43,750	As above but for people with a connection to a different Oxfordshire district.
St Mungo's	£7,833	A co-ordinator to manage the above placements
Aspire	£35,200	To refurbish and manage three properties in Aspire's social lettings project.
Total	£155,083	

14. In December DLUHC notified us that a bid into the Accommodation for Ex-Offenders programme had been successful. This will provide £168,800 from 2023 to 2025 (£84,400 each year) to provide 15 units of accommodation in the private rented sector, with floating support, to people who have recently been in prison.
15. Bids for SHAP (Single Homeless Accommodation Programme) funding will also be possible from January 2023 onwards. This funding will provide capital and revenue funding and will prioritise target areas for funding in respect of two target groups: long term rough sleepers (or those with the most complex needs) and young people who are rough sleeping or at risk of homelessness.

Use of Preventing Homelessness Grant in 2022/23

16. Last year's report by the Head of Housing Services on the allocation of homelessness prevention funds indicated that a total of £1,941,310 of PHG funding had been allocated for the delivery of services and support for rough sleepers and single homeless people in 2022/23. This comprised of the following:
- Core Preventing Homelessness Grant - £1,095,533
 - Community Services Voluntary Grants - £442,279
 - Homelessness Prevention Grant - £86,630
 - Next Steps Accommodation programme - £316,868
17. The Next Steps Accommodation programme funding was used to ensure the safe exit from "Everyone In" accommodation, and ensured that reductions in core funding did not lead to a reduction in services at this critical time. The contribution from the Homelessness Prevention Grant (HPG) has been used to fund prevention activities and these are shown in Table 3 below. Any developments that have affected actual spending and resource allocation in 2022/23 are summarised below.

Day Services

Previous day service provision at O'Hanlon House was brought to a planned end at the end of 2019/20. Oxford Winter Night Shelters (OWNS) day services project, The Living Room (which opened in 21/22) alongside established day service provision from The Porch and The Gatehouse along with the development of the Woman's Hub has been sufficient to continue to meet client need. An allocation was retained in this area to ensure there was provision to meet additional need if required, however this has not been the case. As such there is an underspend of £41,164 for this service and Cabinet

are requested to approve carry forward of this amount to support service delivery in 2023/24.

Acacia

This project is now delivered by the Alliance, and funding for Acacia is included within our contribution to their budget.

Allocation of Homelessness Prevention Funds 2023/24

18. The Council's budget for 2023/24 allocates £1,670,994 for spend in 2023/24. This is a reduction in comparison with last year's funding which included additional funding from the Next Step's Accommodation programme. This year's funding comprises the following:

- Core Preventing Homelessness Grant - £1,100,921
- Community Services Voluntary Grants - £442,279
- Homelessness Prevention Grant - £86,630
- Carry forward from 2022/23 - £41,164

19. In recent years £142,000 has been taken from the PHG budget reducing the overall funding envelope. The savings were taken from the following areas:

- Mayday Supported Housing - £20,000
- Welfare Reform team staffing - £81,000
- Day Services Provision - £40,000

Due to underspends and significant additional Covid related funding such as the Next Steps Accommodation programme, this has not needed to result in any reductions in service provision as a result of the reduction in the PHG budget. Without the additional contribution that we were able to make for 22/23 from the Next Steps Accommodation Programme (see paragraph 17 above) there is now a need to reduce some services entirely or in part, as outlined below. A planned £47,000 saving which was due to be taken in 2023-24 as part of the original Medium Term Financial Plan has been withdrawn in order to minimise the service reductions required.

20. The proposed allocations for 2023/24 are shown in Table 3 below, with more details on the areas of commissioning at Appendix 2. In summary, it is proposed to prioritise the Council's contribution to the Alliance, and other accommodation services supported by this budget. There is a partnership agreement in place with the co-commissioners of the Alliance committing the Council to provide funding for the duration of the contract. The changes to funding of other services are summarised in Table 2 below.

Table 2. Changes to PHG allocations for 2023/24

Service	Funding Change	Impact/Mitigation
Acacia	Moved into Alliance	Service will continue to be delivered
Elmore	Reduction of £17,815	Elmore manage an ongoing caseload of 12 people so this change will reduce that support to 6 people.
Tenant Ready Scheme	Reduction of £16,000 which means the service will not be delivered	In Q2 of 2022/23 5 people accessed the course costing £800 per client so this does not offer good value.

Thames Valley Police	Reduction of £30,000 which means the service will not be delivered	The police have struggled to staff this role in the last two years. Despite this reduction in funding they are committed to close partnership working.
City Centre Ambassadors	Reduction of £17,500	This will reduce the funding for this internal service and was part of the planned reduction in funding for next year.
Day Services	Reduction of £41,164 which means service will not be delivered	See paragraph 17 above
Greater Change	Reduction of £25,000 which means service will not be delivered	Funding has been provided in the last two years primarily to support with the move on from Everyone In which has now ended.
OxThink* (rough sleeping database)	Increase of £2,000	The development of this database to support the Alliance will require a increase in licence costs.
Severe Weather emergency protocol	Reduction of £15,000	Additional DLUHC funding is made available in winter which can be used to support this provision.
Aspire education, training and employment service	Reduction of £24,525	Funding has been reduced by £24,525 to meet the reduced funding envelope

Table 3. – Expenditure on Homelessness Prevention 2022-23 and 2023-24

Service	Current Provider/Supplier	Cabinet Report Allocation 22/23	Allocation spend 22/23	Proposed Allocation 23/24
Matilda House	A2Dominion	£266,000	£266,000	£266,000
Acacia	Response	£95,700	£95,700	£0 (in Oxfordshire Homeless Alliance)
Additional complex beds	Connection Support	£19,500	£19,500	£19,500
OCC Contribution to pooled budget (including Floyds Row)	JMG/County	£968,580	£968,580	£968,580
Severe Weather Beds	Various providers	£30,000	£30,000	£15,000

Rough Sleeping & Street activity service	Thames Valley Police	£30,000	£30,000	£0
City Centre Ambassadors	Oxford City Council	£17,500	£17,500	£0
Day Services	None currently	£41,164	£0	£0
Gatehouse Café	Gatehouse	£5,580	£5,580	£5,580
The Porch Day Centre	The Porch	£55,000	£55,000	£55,000
ETE Workers	Aspire Oxford (part HPG funded 23/24)	£77,623	£77,623	£53,098
Tenancy Sustainment	Elmore Community Services	£35,630	£35,630	£17,815
OxTHINK	Real Systems	£0	£0	£7,000
Women's Hub	Aspire/Gatehouse (HPG funded 23/24)	£7,500	£7,500	£7,500
Target Hardening Scheme	OCC (HPG funded 23/24)	£30,000	£30,000	£30,000
Access to leisure services	OCC	£5,000	£5,000	£5,000
Greater Change	Greater Change	£25,000	£25,000	£0
Tenant Ready Scheme	Connection Support	£16,000	£16,000	£0
Rough Sleeping Team	Oxford City Council	£215,533	£215,533	£220,921
	Total:	£1,941,310	£1,900,146	£1,670,994

21. It is requested that Cabinet delegates to the Executive Director for Communities and People, in consultation with the Portfolio Holder, the discretion to revise the intended programme within the overall budget.

Financial implications

22. The council will spend £1,629,830 on managing the impact of, and preventing rough sleeping in 2023-24 which is shown in table 3 above. Overall the council continues to be successful in grant applications to DLUHC for homelessness spend, including the three years of funding from the new Rough Sleeping Initiative programme from DLUHC as outlined in paragraph 12.
23. Unspent budget allocations in one year's budget are normally considered for carry forward at year end once the out turn for the financial year has been ascertained. Whilst Cabinet can agree to earmark underspends prior to the year end it should be understood that this constitutes a forward commitment and if the Councils budget is overspent overall then it will need to be drawn from reserves to fund.

Performance monitoring

24. In distributing this budget, the Council will ensure that there are clear outcomes and targets in each organisation's service specification which are reported on quarterly. Officers will schedule quarterly, 6-monthly or annual performance monitoring meetings with all services to ensure that outcomes and targets are achieved and issues are addressed in a timely and professional manner.

Legal issues

25. All services funded from Preventing Homelessness Grant should have legal agreements in place setting out the service provider's obligations for services as well as consequences for not fulfilling these obligations.
26. The procurement, commissioning and award of contracts for the provision of services should be undertaken in compliance with the Council's contract rules contained in part 19 of its Constitution.

Level of risk

27. The Risk Register is attached as Appendix 3.

Equalities impact

28. All services in receipt of funding are subject to monitoring which includes equality and diversity.

Report author	Francesca Barr
Job title	Senior Rough Sleeping Officer
Service area or department	Housing Needs
Telephone	01865 252582
e-mail	fbarr@oxford.gov.uk

Background Papers: None

Appendix 1 – Review of allocated homelessness prevention funds 2022/23

Service areas	Provider	Allocation 2022/23	Forecast to year end	Purpose
Supported accommodation		£1,379,780	£1,379,780	
Contribution Oxfordshire Pooled Budget for the Adult Homeless Pathway	Oxfordshire AHP / Oxfordshire CC commissioner	£968,580	£968,580	Provision of supported housing.
Acacia existing x 5	Response	£95,700	£95,700	The Acacia Project builds on the Housing First model and has developed as a result of recognition by housing and mental health service commissioners that there is an increasing number of people who “fall between the gaps” of mental health services and homelessness services, and getting ineffective support from either or both due to their needs.
Matilda House	A2Dominion	£266,000	£266,000	Funding for 22 units of supported accommodation for people with complex needs and 15 units move on accommodation.
Severe Weather Beds - various	Various including Homeless Oxfordshire, St Mungo's, Aspire, A2Dominion	£30,000	£30,000	Funding to provide additional emergency bed spaces in periods of severe weather for all rough sleepers who need them.

Additional complex beds	Connection Support	£19,500	£19,500	Funding to support an additional three bedroom property.
Street Engagement		£47,500	£47,500	
Rough Sleeping & Street activity service - TVP	Thames Valley Police	£30,000	£30,000	Funding for TVP City Centre Unit to provide targeted support to reduce rough sleeping through outreach, enforcement, tackling begging and anti-social behaviour. TVP City Centre Unit has a dedicated police constable for the purpose of this work.
City Centre Ambassadors	Oxford City Council	£17,500	£17,500	This funding supports the work of our Community Response Team. They assist people with enquiries, liaise with businesses to keep the city centre clean and litter free, and work closely with the police to spot and deter anti-social behaviour. They engage with homeless people, referring them into the appropriate support services.
Preventing homelessness		£81,630	£81,630	
Tenancy Sustainment Officer - Elmore	Elmore Community Services	£35,630	£35,630	Funding for 1 FTE specialist sustainment officer to support residents in Oxford City Council accommodation to maintain their tenancies. (Allocated to Homelessness Prevention Grant in 2022/23)
Tenant Ready Course	Connections	£16,000	£16,000	Funding to provide courses to help people develop a range of skills that will enable them to become tenancy ready. Connections are able to deliver this course digitally as well as face to face, enabling it to be delivered during periods of lockdown. (Allocated to Homelessness Prevention Grant in 2022/23)

Target Hardening/Sanctuary Scheme	Oxford City Council	£30,000	£30,000	Funding provided for a post in the Anti-Social Behaviour Team to support victims of domestic abuse and enable them to stay in their own homes. (Allocated to Homelessness Prevention Grant in 2022/23)
Positive activities & help to get into work		£186,867	£145,703	
Day Services	To be confirmed	£41,164	£0	Funding for provision of day services – showers and laundry facilities as well as breakfast and lunch and any other activities taking place – for individuals rough sleeping in the City and working with outreach services to access suitable accommodation.
Gatehouse Café	Gatehouse	£5,580	£5,580	Core funding for the Gatehouse café, to support and engage people sleeping rough to access accommodation and specialist support.
The Porch Day Centre	The Porch	£55,000	£55,000	Core funding for The Porch (formerly known as Steppin' Stone) daycentre to support rough sleepers and those vulnerably housed through a range of activities, training and education and where appropriate sign post clients to more appropriate services.
Aspire	Aspire Oxford	£77,623	£77,623	Funding for 2 FTE Education, Training and Employment workers to provide training and employment opportunities for homeless and/or vulnerably housed individuals in the City. Aspire is a social enterprise working towards becoming self-sufficient.
Women's Hub	Aspire Oxford/The Gatehouse	£7,500	£7,500	Service to provide advice and support for women on a broad range of issues, not just on homelessness, but with a focus on supporting women who may be homeless, at risk of homelessness, or recovering from homelessness.
Other		£245,533	£245,533	

Single Homelessness Team (current arrangements)	Oxford City Council	£215,533	£215,533	Funding contribution towards the Council's Rough Sleeping and Single Homelessness Team.
Greater Change	Greater Change	£25,000	£25,000	Greater Change provide funding to support interventions to help people experiencing homelessness find settled accommodation and to also help prevent homelessness. Our funding is match on a £ for £ basis.
Access to leisure services	Fusion	£5,000	£5,000	To support former rough sleepers to access the Council's leisure facilities free of charge. As leisure centres have been unavailable for the majority of the year, there has been no take up of this provision. (Allocated to Homelessness Prevention Grant in 2022/23)
Total allocated/committed		£1,941,310	£1,900,146	

Appendix 2 – Proposed allocation of homelessness prevention funds 2023/24

Service areas	Provider	Proposed Allocation 2022/23	Purpose
Supported accommodation		£1,269,080	
Contribution to Oxfordshire Pooled Budget for the Countywide Homelessness Service (CHS)	Oxfordshire CHS / Oxfordshire CC commissioner	£968,580	Provision of supported housing within the Countywide Homelessness Service
Matilda House	A2Dominion	£266,000	Funding for 22 units of supported accommodation for people with complex needs and 15 units move on accommodation.
Severe Weather Beds - various	Various providers	£15,000	Funding to provide additional emergency bed spaces in periods of severe weather for all rough sleepers who need them.
Additional complex beds	Connection Support	£19,500	Funding to support an additional three bedroom property sourced in 2021/22
Preventing homelessness		£47,815	

Target Hardening/Sanctuary Scheme	Oxford City Council	£30,000	Funding provided for a post in the Anti-Social Behaviour Team to support victims of domestic abuse and enable them to stay in their own homes.
Tenancy Sustainment Officer - Elmore	Elmore Community Services	£17,815	Funding for 1 FTE specialist sustainment officer to support residents in Oxford City Council accommodation to maintain their tenancies.
Positive activities & help to get into work		£121,178	
Women's Hub	Aspire/The Gatehouse	£7,500	New service to provide advice and support for women on a broad range of issues, not just on homelessness, but with a focus on supporting women who may be homeless, at risk of homelessness, or recovering from homelessness.
Gatehouse Café	Gatehouse	£5,580	Core funding for the Gatehouse café, to support and engage people sleeping rough to access accommodation and specialist support.
The Porch Day Centre	The Porch	£55,000	Core funding for The Porch daycentre to support rough sleepers and those vulnerably housed through a range of activities, training and education and where appropriate sign post clients to more appropriate services.
Aspire	Aspire Oxford	£53,098	Funding for Education, Training and Employment support to provide training and employment opportunities for homeless and/or vulnerably housed individuals in the City.
Other		£232,921	
OxTHINK licences	Real Systems	£7,000	Funding required due to the increase in licence cost incurred as part of Oxfordshire's Homeless Alliance.

Single Homelessness Team (current arrangements)	Oxford City Council	£220,921	Funding contribution towards the Council's Rough Sleeping and Single Homelessness Team.
Access to leisure services	Fusion	£5,000	To support former rough sleepers to access the Council's leisure facilities free of charge. As leisure centres have been unavailable for the majority of the year, there has been no take up of this provision
Total allocated/committed		£1,670,994	

This page is intentionally left blank

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
Delivery of Service	Commissioned services don't deliver expected outcomes	Opp	Inadequate monitoring or inappropriate service measures applied	Potential increase in rough sleeping	15/12/2022	Francesca Barr	3	3	3	1	3	1		Service measures agreed in partnership with providers. Robust monitoring regime put in place and regularly reviewed	1/4/23	In Progress	75	Francesca Barr
New demands	Changing circumstances during the year require different services to be delivered.	threat	Always a risk, but our experience with Covid demonstrated the significant changes that are sometimes	Increase in rough sleeping.	15/12/2022	Francesca Barr	4	3	4	3	3	2		Power delegated to vary services. Working in partnership with service providers encourages flexibility on their part.	1/4/23	In Progress	50	Francesca Barr
Increase in rough sleeping	An increase in rough sleeping puts pressure on services funded by this grant	threat	The increase in cost of living is likely to lead to an increase in rough sleeping.	Services unable to meet demand	15/12/2022	Francesca Barr	3	3	3	3	2	2		Ensure prevention work is funded, not just support for rough sleepers. Adopting a system wide approach to managing homelessness.	1/4/23	In Progress	0	Francesca Barr/Brendan Lewis
Severe Weather Emergency Protocol	SWEP will be difficult to deliver in 23/24 if suitable accommodation/staffing is not sourced.	threat	Lack of planning	Rough sleepers may be unable to access emergency provision in spells of cold weather	15/12/2022	Francesca Barr	4	3	3	2	2	2		Work with the Alliance and partners to find locations and agree staffing arrangements for next winter during this spring and summer.	1/10/23	Not started	0	Brendan Lewis

This page is intentionally left blank



UNDER EMBARGO: ROUGH SLEEPING INITIATIVE 2022-25 AWARD

Dear Colleague,

I want to start by thanking you for your efforts and engagement with the coproduction process for the Rough Sleeping Initiative (RSI) 2022-25. This was a considerable amount of work, particularly during a time when you were continually called on to respond to the ongoing challenges of the pandemic. Thank you also for your patience in waiting to hear the outcome of your application.

The RSI is crucial to ensuring we end rough sleeping, and we are pleased to confirm allocations for the RSI 2022 to 2025.

We now have a real opportunity, with a multi-year programme, to end rough sleeping. The 2021 snapshot of 2,440 people sleeping rough marks a fall in rough sleeping numbers for the fourth year in a row from its peak in 2017. By giving local authorities the certainty of a three-year funding settlement, we expect to see a long term, strategic approach to ending rough sleeping in every area. This investment will allow you to build on the progress of recent years, moving increasingly from a focus on intervention to supporting long term recovery and preventing rough sleeping.

To support you we will be developing our engagement, monitoring and reporting of the RSI and we look forward to working with you and your partners over the coming years.

This letter is issued under strict embargo until further notice of a public announcement. We will write to you to update you on plans for a formal announcement in due course.

RSI 2022-25 Allocations – Oxford City Council

We are pleased to inform you that your bid has been successful in securing £5,195,889 from the RSI 2022 to 2025.

The services that this award will fund are detailed in ANNEX A, along with any specific conditions relating to delivery.

We have set out some key principles for RSI 22-25 in ANNEX B, these principles reflect the guidance we provided in November 2021, and set out the principles by which we will support you and monitor your success.

In addition, we expect you to engage fully with us to develop annual delivery plans and operational targets, and to report on progress, risks, and issues in a timely and candid manner. An overview of programme management arrangements and details of the payment schedule can be found in ANNEX C. We will share further details of these arrangements in due course.

All RSI funding is subject to the conditions set out in Annex D, which will also be set out in the grant determination.

Thank you once again for your work to support rough sleepers and we look forward to working with you on your plans to support vulnerable people and end rough sleeping in your area.

Kind regards,

A handwritten signature in black ink, appearing to read 'I Connell', written in a cursive style.

Isabella Connell, Deputy Director, Homelessness and Rough Sleeping Directorate

Annex A - Breakdown of funding

Funding has been agreed for the following services:

	Year 1 - Final	Year 2 - Final	Year 3 - Final	Total - Final	Staff Funded 22/23	Staff Funded 23/24	Staff Funded 24/25
Oxford City Council	£1,802,946	£1,901,996	£1,490,947	£5,195,889	40.75	38.00	30.25
Additional Outreach, Navigators and Complex Case Support	£370,562	£370,562	£336,750	£1,077,874	9.00	9.00	8.00
CDC Co-ordinator	£36,000	£48,000	£12,000	£96,000	0.75	1.00	0.25
CDC Housing First	£50,000	£50,000	£50,000	£150,000	0.00	0.00	0.00
Complex Needs Prevention Officer (WODC)	£16,500	£16,500	£16,500	£49,500	1.00	1.00	1.00
Database Developer & Analyst	£33,334	£50,000	£50,000	£133,334	1.00	1.00	1.00
Legal costs for normalising immigration status	£0	£10,000	£10,000	£20,000	0.00	0.00	0.00
Mawle Court	£100,000	£100,000	£100,000	£300,000	2.50	2.50	2.50
Multi Disciplinary Team	£170,000	£119,000	£0	£289,000	3.00	2.00	0.00
Non-UK National Worker	£53,765	£0	£0	£53,765	1.00	0.00	0.00
Off the street accommodation offer	£60,000	£35,000	£0	£95,000	0.00	0.00	0.00
Off the Street offer Transition Costs	£0	£210,000	£210,000	£420,000	0.00	0.00	0.00
Old Court House	£65,000	£65,000	£65,000	£195,000	1.50	1.50	1.50
Personalisation Funds	£60,000	£60,000	£60,000	£180,000	0.00	0.00	0.00
Pre-Recovery Project	£79,037	£79,037	£79,037	£237,111	2.00	2.00	2.00
RSI Programme lead	£56,000	£56,000	£0	£112,000	1.00	1.00	0.00
Single Homeless Specialist Post	£40,000	£40,000	£0	£80,000	1.00	1.00	0.00
Social Lettings	£46,500	£62,000	£62,000	£170,500	2.00	2.00	2.00
Specialist Single Homeless Options Officer (Oxford City Council)	£49,237	£49,237	£0	£98,474	1.00	1.00	0.00
SSTS Clients	£30,000	£30,000	£30,000	£90,000	0.00	0.00	0.00
Supported Accommodation Co-Ordinator	£42,000	£42,000	£0	£84,000	1.00	1.00	0.00
Supported Lettings (Oxford City Council)	£35,351	£0	£0	£35,351	1.00	0.00	0.00

Triage and Off the Street Service (Somewhere Safe to Stay)	£345,000	£345,000	£345,000	£1,035,000	10.00	10.00	10.00
Women's Project	£64,660	£64,660	£64,660	£193,980	2.00	2.00	2.00

Funding has been allocated on the condition(s) that:

Not Applicable

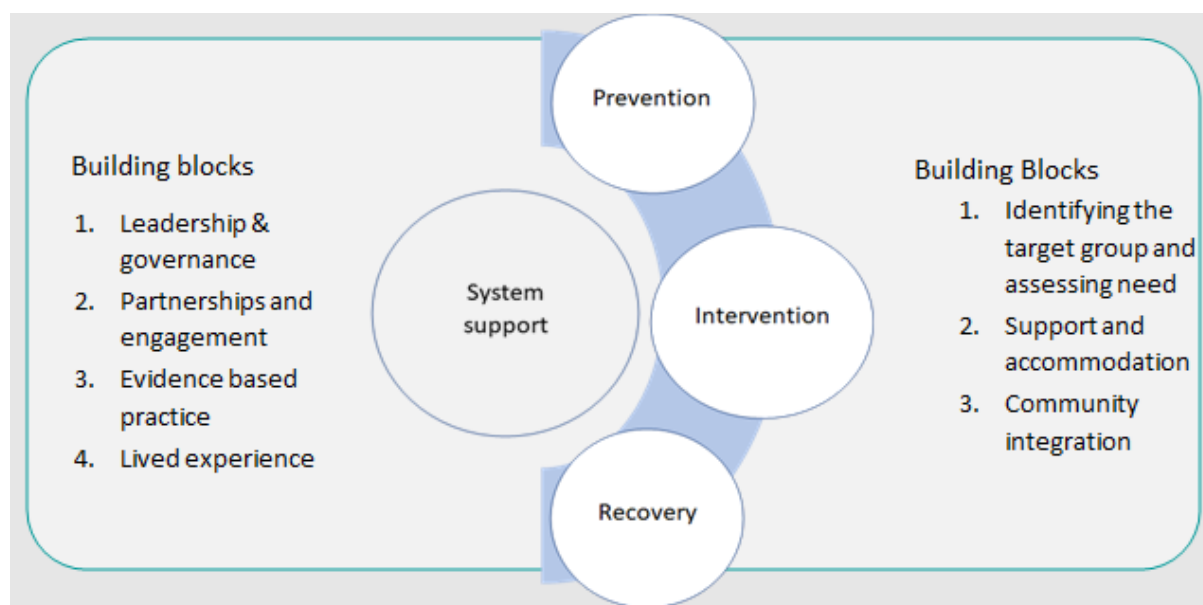
ANNEX B – PRINCIPLES OF RSI 22-25 FUNDING

RSI 2022 – 25 will be governed by the following principles built on the guidance issued in November 2021 and the four key approaches (Intervention, Recovery, Prevention & Systems Support) outlined in the self-assessment form as part of your application.

- 1) That local authorities work with DLUHC, public bodies, the VCS (Voluntary & Community Sector) sector and your local community for a continued focus on an end to rough sleeping.
- 2) Local rough sleeping services will mature over the lifetime of RSI, developing approaches from emergency accommodation and crisis interventions towards a sustainment of a life away from the streets and preventing people rough sleeping for the first time.
- 3) Interventions supported by the RSI should work with those people sleeping rough who have the highest/most complex need (including Target Priority Groups), finding innovative and assertive ways to support these people off the streets.
- 4) Local authorities should consider how their interventions can be flexible and respond to seasonal demands, including winter and other surge provision (with no expectation of additional funding from the Department for this purpose in year).
- 5) Rough sleeping is resolved through a partnership response. RSI will be most effectively used when it is delivered in partnership with other agencies, the VCS sector, and the local community. Local authorities should actively develop and be able to evidence ongoing engagement with partner agencies including health, substance misuse, criminal justice services and the voluntary sector in local rough sleeping responses.
- 6) Services can be improved and targeted where they are most needed through shared intelligence, data, and information. Local authorities will be expected to provide regular information on the performance of services, local rough sleeper numbers and the emergency of issues for DLUHC's attention.

Annex C – Programme management overview and payment schedule

As set out in the RSI self-assessment, completed as part of your application for funding, we see the following four approaches as key to tackling rough sleeping effectively: prevention, intervention, recovery, and system support. In the RSI 22-25 guidance and self-assessment toolkit, we set out 'building blocks' and described what an embedded, matured response would look like. During the RSI 2022 to 2025 we will ask you to evaluate and report on how funding is helping you develop these building blocks.



We anticipate the following monitoring schedule and will provide details shortly.

Activity	Justification	Frequency	When
Delivery Plan Your delivery plan will build on your self-assessment, submitted with your RSI application. This will be co-produced with your RSI adviser, including individualised outcomes and success measures, maturity ratings (developing, established, embedded), review of your Target Priority Group/Target 1000 and revised operational targets. The level of detail required will be proportionate to your RSI funding.	This provides a holistic assessment, acting as an opportunity to review your achievements and areas for development, progress against operational targets and maturation of your pathway. It also outlines individual outcomes and success measures.	Annually	Year 1: by 1st Oct 2022 Year 2: May 2023 Year 3: May 2024
Engagement with DLUHC Advisers Regular contact with your RSI Adviser to review progress against your delivery plan and impact of the work to reduce	Providing support and challenge on delivery of RSI interventions, identifying risks /	Will be agreed with your Adviser and be proportionate	TBC

and end rough sleeping in your local authority	issues and sharing good practice.	to local challenges	
RSI progress report 'Light touch' reporting on delivery of RSI interventions. Submitted online.	Providing assurance on delivery of RSI interventions, any conditions, and risks/issues.	Quarterly	End of each fiscal quarter
Declaration of spend in line with ringfencing and declaration of underspend.	To allow for payment in line with delivery.	Six monthly	At each tranche payment
Final declaration of spend	To allow for payment in line with delivery.	End of programme	April 2025
Deep dive Some areas receiving RSI funding will be invited to engage in at least one 'deep dive' over the RSI period. This will involve a full review of programme delivery. Selection for deep dive will be proportionate to RSI funding.	This allows for full engagement on delivery, providing an opportunity to explore what is working well, and any risks or issues. It will be a constructive exercise.	n/a	Once or twice during the programme for higher bid areas.
Additional review All areas may be subject to desk-based review, visits or deep dive requests subject to performance or other issues. Criteria for review will be shared with you, and will include: <ul style="list-style-type: none"> • Failure to meet conditions of the funding agreement. • Significant delays to delivery or underspend • Concerns with numbers on the street, (or in surge accommodation), e.g., where numbers show an increase based on similar periods in preceding years. • Concern about performance or delivery. • In response to any serious local incidents • Events beyond LAs control leading to increased pressure on RSI interventions. The outcome of the review will be a description of remedial action taken or an agreement for remedial action.	<p>For areas where delivery or other risks and issues have been identified and more detailed understanding is needed and agreement on action to resolve issues.</p> <p>Enables a review of payments, requests to repurpose funds, or additional funding where LAs face significant unforeseen pressures.</p>	As required	As required

The above is in addition to your monthly reporting via DELTA. Recipients of funding must complete quality assured information returns, provided by DLUHC at monthly intervals. The data must be submitted by a date to be specified by DLUHC and must include emergency accommodation and rough sleeping management information. Areas that reported rough sleeping numbers of 15 and over at an Annual Count must ensure they are conducting regular rough sleeping counts, until the next annual count shows a count of less than 15.

The payment schedule for the RSI 2022 – 2025 is as follows:

Tranche 1 payment: Summer 2022
Tranche 2 payment: Autumn 2022
Tranche 3 payment: Spring 2023
Tranche 4 payment: Autumn 2023
Tranche 5 payment: Spring 2024
Tranche 6 payment: Autumn 2024

RSI4 underspend will be deducted from your Tranche 1 payment.

From tranche 2 onwards, payments are dependent on the mobilisation and delivery of services, engagement with monitoring processes, and a statement of expenditure.

ANNEX D: General conditions of funding

The grant funding confirmed within this letter is ring-fenced for the sole purpose of providing Rough Sleeping Initiative funded services that were approved by DLUHC.

Payment of subsequent tranche funding is dependent on whether the agreed conditions upon which the grant is being paid have been complied with.

The agreed conditions are covered below. If an authority fails to comply with any of the conditions, DLUHC may reduce, suspend, or withhold grant; or require the repayment of the whole or any part of the grant.

Conditions are:

1. Funding has been used to establish or continue Rough Sleeping Initiative services agreed by DLUHC to immediately intervene in, prevent and reduce rough sleeping in fiscal years 2022/23 - 2024/25. If repurposing of funding is required, the authority must engage with their adviser and DLUHC for prior written approval to agree where services need to change to best meet need and end rough sleeping in the area.
2. The Chief Executive, section 151 officer, or Chief Internal Auditor of each of the recipient authorities must, in advance of tranche payments, sign and return a declaration in the following terms:

“To the best of our knowledge and belief, and having carried out appropriate investigations and checks, in our opinion, in all significant respects, the conditions attached to Rough Sleeping Initiative No XX/XXXX have been complied with.”
3. The funding is delivered in accordance with the principles outlined in ANNEX B.
4. Recipients of funding must discuss and engage in communications on the RSI programme where requested, including regular meetings with their Rough Sleeping Initiative Adviser, and reporting as set out in Annex C above.
5. There is satisfactory response to, and resolution of, any actions or agreements resulting from an additional review as outlined in Annex C.
6. Where alternative funding for interventions or outcomes supported by RSI 22-25 is made available, we expect LAs to pursue these funding opportunities and DLUHC may review continued funding if alternative or more appropriate funding from other public sources is available.
7. Ensure that support offered to non-UK nationals who are not eligible for homelessness assistance due to their immigration status complies with any legal restrictions (for example, the restrictions contained in Schedule 3 to the Nationality, Immigration and Asylum Act 2002).

This page is intentionally left blank

To: Cabinet
Date: 8 February 2023
Report of: Executive Director - Development
Title of Report: Oxford Local Plan 2040 Focused Consultation on Housing Need

Summary and recommendations	
Purpose of report:	The Cabinet is requested to approve the Oxford Local Plan 2040 Housing Numbers Consultation Document (Regulation 18 part 2) for consultation. This supplements the Preferred Options Consultation that took place in autumn 2022 with additional evidence about housing need. Cabinet is also requested to approve the associated adjustments to the Local Plan programme in the Local Development Scheme.
Key decision:	Yes
Cabinet Member:	Councillor Alex Hollingsworth, Cabinet Member for Planning and Housing Delivery
Corporate Priority:	Support thriving communities, Deliver more affordable housing Enable an inclusive economy; Pursue zero carbon Oxford;
Policy Framework:	Development Plan Document

Recommendation(s): That Cabinet resolves to:	
1.	Approve the Oxford Local Plan 2040 Housing Numbers Consultation Document (Regulation 18 part 2) for public consultation;
2.	Approve the associated update to the Oxford Local Development Scheme 2023-28; and
3.	Authorise the Head of Planning Services, after consultation with the Cabinet Member for Planning and Housing Delivery, to make any necessary editorial corrections to the documents and the supporting evidence base prior to going out to consultation.

Appendices	
Appendix 1	Oxford Local Plan 2040 Housing Numbers Consultation Document (Regulation 18 part 2)
Appendix 2	Local Development Scheme
Appendix 3	Equalities Impact Assessment
Appendix 4	Risk Register

Introduction and background

1. The purpose of this report is to seek approval for the Oxford Local Plan 2040 Housing Numbers Consultation Document (Regulation 18 part 2) (Appendix 1) to go out to consultation. A Preferred Options consultation was undertaken last autumn 2022. That consultation sought to gather views about potential policy approaches to the issues previously identified.
2. It was made clear in that consultation that a further consultation would be undertaken early in 2023 focused on housing need. Housing need was discussed in general terms in the Preferred Options document, but no figure of need was included. That was because the Oxfordshire Plan 2050 was intended to determine the housing need for Oxfordshire and apportion that to the districts, based on a spatial strategy. It had also been agreed by all of the Oxfordshire Local Planning Authorities that the Oxfordshire Growth Needs Assessment (OGNA), originally undertaken in 2019 to inform the Oxfordshire Plan, was out of date and needed updating, and work had commenced jointly on this. However, work ceased on the Oxfordshire Plan and the updated OGNA shortly before the Oxford City Council's Local Plan Preferred Options consultation, and there was not time to collect alternative housing need evidence before that consultation took place.
3. After work ceased on the joint OGNA evidence base on housing need for Oxfordshire, it was necessary to re-commission this part of the evidence base. Oxford City Council and Cherwell District Council partnered to jointly commission this work, called the Housing and Economic Needs Assessment (HENA¹ (Cambridge Econometrics, Icen, JG Consulting, available from the list of evidence studies on this page www.oxford.gov.uk/localplan2040). This has now been completed to inform the consultation document for the additional Regulation 18 (Part 2) consultation, and will be published alongside it, as well as the Green Belt Assessment of Additional Sites².
4. Given that the housing requirement in the local plan was likely to be capacity-based, the other preferred options and proposed site allocations would not be significantly affected by the housing number. Therefore, consultation went ahead on the Preferred Options document as planned, with this further, focused consultation to follow once the evidence was prepared.

¹

https://www.oxford.gov.uk/downloads/file/8338/oxfordshire_housing_and_economic_needs_assessment_%E2%80%93_2022

²

https://www.oxford.gov.uk/downloads/file/8339/oxford_local_plan_green_belt_assessment_of_additional_sites_-_january_2023

Housing Needs Consultation Document

5. The Oxford Local Plan 2040 Focused Consultation on Housing Need (Appendix 1) explains the methodology used in the HENA and the outcomes. It discusses considerations around identifying the appropriate housing need figure and compares that to the assessed housing capacity of the city to give an idea of the level of unmet need. Consultation questions are posed throughout regarding decisions that have been made about the methodology and scenario that is appropriate.
6. The Standard Method is the starting point for calculating housing need. Alternative methods to calculate housing need can be used, but a departure from the standard method must be justified. Any alternative approach must reflect current and future demographic trends and market signals.
7. The HENA considers 4 scenarios for calculating housing need. These scenarios look at the need for housing based on the anticipated additional population and formation of households. The first two scenarios are based on demographic projections, with affordability considerations also factored in. The projected population increase is then used to estimate the number of additional households. The other two scenarios consider how many additional jobs may be created. From this, the population needing homes is estimated (with an assumption about how many will be commuting into the county and therefore not needing homes in the county), and from that the number of additional households and therefore homes required is calculated.
8. These scenarios are:
 - the Standard Method (the method set out by Government, to be used unless there are exceptional reasons that justify an alternative approach. Based on 2014 population projections and factors in affordability ratio);
 - a Census-adjusted Standard Method (standard method updated in the HENA to apply demographic factors based on the 2021 Census);
 - Cambridge Econometrics Baseline Trend (based on economic forecasts for a broad range of sectors, aggregated);
 - Economic Development-Led (based on the LEP's Local Investment Plan that supplements the Local Industrial Strategy, developed before the recent economic downturn)
9. The HENA scenarios calculate housing need for Oxfordshire, not just Oxford. This is because Oxfordshire operates as a Functional Economic Market Area (FEMA) and Housing Market Area (HMA). The individual districts do not operate as self-contained areas within which people live and work and carry out their daily lives- instead the labour and housing markets function over the whole Oxfordshire area (with some in-commuting also).
10. The other advantage of calculating need for Oxfordshire is that this ironing out issues with calculations by district. Applying the standard method and even the Census-adjusted standard method to each district individually factors in part suppression of household formation due to a lack of available and suitable land. This is very evident in Oxford particularly, where the limited land supply has suppressed household formation over a long period of time. As such, looking at Oxfordshire as a whole provides a far more robust figure of housing need.

11. Of the four scenarios, the CE Economic Baseline Trend scenario (based on Cambridge Econometrics Forecasts) is considered to give the most appropriate estimate of housing need to inform the Plan. The Standard Method is clearly not based on up-to-date demographic data. It underestimates the need for homes and if applied strictly as intended to Oxford only it factors in significant historic suppression of household formation due to lack of supply. The scenario based on the Local Investment Plan estimates the highest housing need. Given the potential downside risks to economic growth, the on-going impact from macro-economic events, and public funding constraints to slow down or prevent realisation of projects, the more cautious approach built into the Cambridge Econometrics model seems advisable at the current time.
12. The two middle scenarios (the Census-adjusted Standard Method and the CE Baseline Trends) give very similar results. This is not at all surprising because they both use past trends to consider future need. The robustness of these scenarios is demonstrated by their similarity. It is considered that either could be selected as an appropriate scenario for identifying Oxfordshire's housing need. Because the census releases are not complete, and because one reason for departing from the standard method is that it does not directly account for economic needs, the Economic Baseline Trend scenario is considered to be most appropriate.
13. Once a housing need figure for Oxfordshire is established, a method is then needed to divide this between the districts. The HENA explores several ways of doing this. The proposed method is to apportion the need by the forecast distribution of jobs across Oxfordshire in 2040 (the end of the proposed local plan period). The reasoning is explained in the HENA and consultation document. The following table shows the resulting need figures from each scenario by this means of apportionment, with the Economic Baseline Trends scenario highlighted. The need for Oxford is 1,322.

Distribution of District Housing Need by Distribution of Employment in 2040

		Housing Need Scenario			
CE Baseline Trend Employment Based Distribution		Standard Method	Census-Adjusted SM	CE-Baseline	Econ Dev't-led
Projected (2040) Distribution					
Oxfordshire	100%	3388	4721	4406	5830
Cherwell	22.9%	776	1081	1009	1335
Oxford City	30%	1016	1416	1322	1749
South Oxfordshire	18%	610	850	793	1049
Vale of White Horse	16.2%	549	765	714	944
West Oxfordshire	12.8%	434	604	564	746

Housing and Levelling up Bill and Written Ministerial Statement

14. The Government is proposing changes to the planning system in the Levelling up and Regeneration Bill, with consultation currently underway on the first release of

details in a proposed update to the NPPF³, which affect the calculation of housing need. The Government has said that housing need should still be understood as a 'starting point' for local plans. It is then said that this should be informed by what can realistically be developed, without the need to look at Green Belt, push densities or build in flood plains. These proposals do not change the general approach in Oxford. The HENA is the right starting point, as it explores housing need. In Oxford, it was never likely that the housing need could be met, because of capacity constraints, and it was highly likely that we would have a capacity-based housing requirement in the Local Plan 2040. Aspects of the Government's proposals are discussed in more detail in the consultation document (Appendix 1).

Implications of housing need for plan making

15. The Local Plan 2040 must set out a total housing requirement for the plan period, setting out the number of houses that are required to be delivered each year. Currently, the Government checks delivery of housing in each planning authority in the Housing Delivery Test and there are sanctions if the requirement is not met. The Secretary of State's statement about planning reform has said that the housing need figure is a starting point, and there may be legitimate reasons not to use this figure as the ultimate target in the plan. In Oxford it has been argued successfully for a long time, in successive plans, that the housing requirement should be less than the identified need because of capacity constraints.
16. An interim Housing and Economic Land Availability Assessment (HELAA) was undertaken to inform the Preferred Options consultation that took place in October-November 2022. The interim assessment of capacity is c.9,147 over the plan period, or 457 dwellings per annum. The HELAA will be updated to support the draft local plan to be consulted on towards the end of 2023. The updated HELAA will need to reflect the proposed policies of the new local plan. The interim HELAA relied on existing policies. However, it is clear that the housing capacity of Oxford remains very significantly below the need. The housing need has been identified and there are clear negative impacts to sustainability and quality of life if it is not met. Further updates from the Government on planning reforms and the implications for unmet housing need will need to be monitored, but this is an important issue to continue to discuss with our neighbouring authorities.

Sustainability Appraisal

17. At the preferred options stage, a sustainability appraisal was carried out to assess the options against the sustainability objectives. This was developed from the Sustainability Appraisal Scoping Report which was published as part of the Issues Consultation last summer 2021. The Sustainability Appraisal was published alongside the Preferred Options Document and formed part of the consultation. The Sustainability Appraisal considered options for housing need, including setting a constraint-based housing requirement in the Plan. The draft Plan to be consulted

3

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1126647/NPPF_July_2021_-_showing_proposed_changes.pdf
<https://www.gov.uk/government/consultations/levelling-up-and-regeneration-bill-reforms-to-national-planning-policy/levelling-up-and-regeneration-bill-reforms-to-national-planning-policy>

on towards the end of 2023 will be supported by an updated Sustainability Appraisal.

Local Development Scheme

18. The Oxford Local Development Scheme (LDS) is a project plan that sets out timescales for the preparation and revision of documents forming part of Oxford City Council's Development Plan and other planning policy documents. The Local Plan is the name for the document that contains the majority of the Council's statutory planning policies. The LDS provides details on what the Development Plan documents will contain and the geographical areas they will cover.
19. The LDS is an important tool to enable local communities and interested parties to keep track of the Development Plan documents' progress and to ensure that they are aware of when opportunities for involvement are likely to arise. It is a statutory requirement that all local planning authorities prepare and maintain a LDS. An update to the LDS is required because of this second Regulation 18 consultation, which is not shown in the current LDS. To accommodate the second Regulation 18 consultation in early 2023 will require the consultation on the draft submission plan (Regulation 19) to be pushed back a few months from June-July 2023 as is shown in the current LDS to November-December 2023. This also delays the intended date of submission of the plan for examination from December 23 to March 24, with consequential delays to the expected hearing dates. The West End SPD has been removed from the LDS because it is now adopted, and the Oxfordshire Plan 2050 has been removed because it is no longer being pursued.
20. The Oxford Local Plan 2040 will need to be adopted by 2025 at the latest in order for it to have 15 years to run from adoption and to meet the legal requirements to complete a review within 5 years of adopting a development plan. In the LDS 2023-27 the following is therefore proposed for the next stages of production of the Oxford Local Plan 2040:

Local Plan Stage	Programme LDS 23-28
Consultation on housing needs (Reg18 part2)	February-March 23
Consultation on Draft Plan (Reg19)	November-December 23
Submit Plan for examination	By end March 24

Consultation

21. The consultation responses provide important input in forming and shaping the local plan. Consultation so far has involved the Issues consultation in summer 2021 and the Preferred Options consultation (Regulation 18 part 1) in October-November 2022. Engagement and consultation on the Local Plan 2040 Preferred Options Document will be consistent with the [Statement of Community involvement in Planning](#) and appropriate to the stage.
22. The consultation period for this housing need consultation will commence on 13th February 2023 and will run for six weeks until 27th March. An online campaign will run throughout the six-week consultation period. Statutory and non-statutory groups and businesses will be contacted during this time period too, alongside contacting all those previously involved in the Local Plan and those who have registered interest in planning documents.

23. There will be a further round of consultation, known as the 'proposed submission' plan (under Regulation 19). The proposed amendment to the Local Development Scheme envisages the proposed submission plan being published for consultation in November 2023.

Financial implications

24. The costs associated with the production of the Local Plan, including consultation, are being met through the annual Local Plan budget (with relevant carryovers as the spend profile is not even across the multiple years of the project), with additional funds asked for in the budget to take the Local Plan through to adoption. As the Oxfordshire local planning authorities have been unable to agree and progress the Oxfordshire Plan, more focus will now be on individual Local Plans. There are additional costs to the Local Plan associated with this approach, including the commissioning of the HENA that has informed this focused Housing Consultation Document. However, a budget had been set aside for the Oxfordshire Plan which can be used to meet these costs.

Legal implications

25. There are no specific legal implications arising from the recommendations set out in this report. There are legal requirements that must be followed through the production of the Local Plan, which will be considered by the Inspector at Examination.
26. The process for preparing the Local Plan is set out in the Planning and Compulsory Purchase Act 2004 (as amended) and the Town and Country Planning (Local Planning) (England) Regulations 2012. Under Regulation 18 of the 2012 Regulations the Council must notify those who have an interest in the local plan and invite each of them to make representations. The consultation will include local residents, businesses, adjoining local authorities and other statutory bodies. In preparing the plan, the Council must consider any representation made to them in response to the invitations. The approach recommended in this report will meet the requirements set out in Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 for this stage of consultation.

Level of risk

27. The completed Risk Register is attached as Appendix 4.

Equalities Impact

28. Equalities impact is attached as Appendix 3.

Environmental Impact Assessment

29. 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 Oxford Local Plan 2040 has sustainability, climate change and climate adaptation and mitigation as core themes

running throughout the plan. The Preferred Options document seeks to reflect this across all the chapters whether it is through design policies, parking policies, flooding, drainage or how to ensure the most efficient use of land. The draft Local Plan will be supported by a Sustainability Appraisal and Habitat Regulations Assessment.

Report author	Sarah Harrison
Job title	Planning Policy Team Leader
Service area or department	Planning policy
Telephone	01865 522015
e-mail	sbharrison@oxford.gov.uk

1. INTRODUCTION

1.1 Oxford has acute housing pressures that need to be addressed. The city has an urgent need for more housing, and it is widely recognised that demand continues to outstrip supply. Meeting the needs of those in high housing need, or those who may struggle to afford to remain in the city, is important in order to meet social objectives such as overcoming inequalities and improving health and wellbeing. Equally, Oxford is an international city with a world-renowned university and hospitals, and it is an important part of the knowledge economy; increasing the supply of available and affordable housing is a priority in supporting the economy, including the healthcare and education sectors, because it means that staff can be both attracted and retained more readily. It is also important in terms of sustainability, as providing homes near to jobs minimises the need to travel by less sustainable modes.

1.2 The National Planning Policy Framework (NPPF) makes it clear that the Government has an objective to boost the housing supply and that to achieve this sufficient land must come forward for homes where it is needed. A local housing needs assessment should determine the minimum number of homes needed, which should then inform strategic policies. This needs assessment should be conducted using the Standard Method that the government sets out in national planning guidance, unless exceptional circumstances justify an alternative approach. Any alternative approach must reflect current and future demographic trends and market signals.

1.3 The Oxford Local Plan 2040 was to be informed by the Oxfordshire Plan 2050. Housing need for each Oxfordshire authority was to be set by the Oxfordshire Plan. After work on the Oxfordshire Plan ceased, work was commissioned jointly by Oxford City Council and Cherwell District Council to determine the housing need in Oxfordshire and from that the need for Oxford and Cherwell. The Housing and Economic Needs Assessment 2022 (Cambridge Econometrics, Icen, JG Consulting) (HENA) has informed and is published alongside this consultation paper.

2. ASSESSING OUR HOUSING NEED

Standard Method for assessing housing need

2.1 The Government sets out a Standard Method for calculating housing need.

Paragraph 61 of the NPPF says: ‘To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the Standard Method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals.’ The Standard Method projects forward household growth, and factors in an affordability ratio.

Reason for using an alternative approach to the Standard Method

2.2 There is clearly a housing crisis in Oxford. The housing crisis exacerbates inequalities by leading to high property prices (to buy and rent) and a limited supply of affordable housing. It can result in some residents being forced into overcrowded and unsuitable accommodation. Many are unable to access housing in the city, which for some, means moving out of the city and commuting in to work, which has associated environmental impacts and additional costs. For others, it means leaving the area altogether in search of a more affordable area to live and work. As such, some employers experience high staff turnover and vacancy rates which can affect their operation. This is particularly apparent in the city’s schools, hospitals, care homes, public transport services, the building industry, the service and retail sectors and the universities.

2.3 The Standard Method, by looking mainly at demographic factors in the city and historic household formation, effectively factors in historic suppression of household growth (i.e. households that would have formed but were unable to because of the unaffordability or unavailability of suitable housing, which is an effect particularly seen within Oxford. The Standard Method does not yet reflect the releases of updated demographic information from the 2021 Census. Equally, the Standard Method does not account for actual economic trends or strategies that reflect the importance of Oxford and Oxfordshire to the regional and national economy.

2.4 The HENA begins by comparing the mid-year population estimates that the Standard Method relies on to what has actually happened in terms of population growth (as shown by the Census). This shows that population growth in Oxfordshire is not as had been predicted in the ONS 2014-based population projections that feed into the Standard Method, but is 18,700 higher. This in itself is an exceptional circumstance that justifies a departure from the Standard Method, as it is clearly not based on up-to-date demographic data.

Alternative scenarios for calculating need

2.5 The HENA has considered 4 scenarios for calculating the housing need. These scenarios look at the need for housing based on the anticipated additional population and formation of households. The first two scenarios are based on demographic projections, with affordability considerations also factored in. The projected population increase is then used to estimate the number of additional households. The other two scenarios consider how many additional jobs may be created. From this, the population needing homes is estimated (with an assumption about how many will be commuting into the county and therefore not needing homes in the county), and from that the number of additional households and therefore homes required is calculated.

2.6 The HENA scenarios calculate housing need at an Oxfordshire level. This is because Oxfordshire operates as a Functional Economic Market Area (FEMA) and Housing Market Area (HMA). The individual districts do not operate as self-contained areas within which people live and work and carry out their daily lives- instead the labour and housing markets function over the whole Oxfordshire area (with some commuting into and out of the county also). The other advantage of calculating need for Oxfordshire is that this irons out issues with calculations by individual district. Applying the two demographic projection scenarios to each district individually factors in part suppression of household formation. This is very evident in Oxford particularly, where the limited land supply has suppressed household formation over a long period of time. Looking at Oxfordshire as a whole provides a far more robust figure of need. The scenarios explored in the HENA are:

2.7 **The Standard Method** The Standard Method was introduced by Government in 2018. It uses a formulaic approach to calculate housing need. The Standard Method takes data from the 2014-based Household Projections for individual districts, which is used to calculate the average annual household growth. A percentage uplift is then applied based on the latest median house price-to-income ratio for the area, based on the extent to which an area's median house price-to-earnings ratio is above 4 (it is 12 in Oxford). A cap is applied to this affordability uplift in some circumstances to ensure the figures derived are deliverable. This Standard Method collated figure for Oxfordshire shows a need for **3,388 dwellings per annum**

2.8 **The Census-adjusted Standard Method** This scenario adjusts the Standard Method to reflect the release of the population results from the 2021 Census. The 2021 census data has shown issues surrounding Oxfordshire's population estimates. The Census has shown the County's population to be 18,700 higher than projected in the ONS 2014-based population projections which feed into the Standard Method. The Census-adjusted Standard Method scenario Oxfordshire shows a need for **4,721 dwellings per annum**

2.9 Cambridge Econometrics baseline trend scenario Cambridge Econometrics have used their model to forecast jobs growth from which the level of associated housing need is derived. This looks at the performance of a very broad range of economic sectors and makes an individual forecast for each of these, which is then aggregated. The 2022 update of Cambridge Econometrics' (CE) projection of economic growth for Oxfordshire, which is what has been applied, takes into account the level of uncertainty associated with the current downturn and the unpredictability of the recovery. The new projection, while accounting for the County's strong past performance (and as a general rule, factors that lead to strong local economic performance such as high skill labour markets, high rates of innovation and investment tend to remain strong and support ongoing growth), also reflects negative GDP shock of the Covid-19 pandemic, plus the economic uncertainties surrounding 'Brexit'. The CE baseline trend scenario for Oxfordshire shows a need for **4,406 dwellings per annum**

2.10 Economic development-led scenario. This scenario starts with an anticipated jobs growth based on the Local Investment Plan (LIP) that supplements the Local Industrial Strategy (LIS). From the predicted jobs growth, the level of associated housing need is derived. The NPPF, in Para 82, says that in setting out an economic vision, planning policies should have regard to local policies for economic development and regeneration. It is a valid exercise to assess the needs of a growth-focussed development strategy.

2.11 The LIS was pre-Covid, but the more recent Local Investment Plan (LIP) followed the LIS in late 2020. That means it was produced before the more recent economic downturn. The LIP cites a modest goal to add £1.2bn to Oxfordshire's annual GVA by 2030. In effect, the LIP halves the GVA growth target originally outlined in the LIS. This £1.2bn increase is based upon only the more concrete economic development and investment plans in the area that have either already begun or are close to coming forward. The £1.2bn increase in GVA by 2030 has been modelled within Cambridge Econometrics projections to produce corresponding growth and employment outputs, aiming to show the housing and employment impacts of a realistic, growth-led scenario. The Economic Development-led scenario for Oxfordshire shows a need for **5,830 dwellings per annum**

2.12 The four scenarios tested cover the realistic range. The Standard Method represents the low end of the range and the economic development-led scenario represents the highest realistic level of growth, and there are two scenarios in between.

Q1-Are there other ways of identifying housing need that should have been considered?

Q2-Do you have any comments on the methodologies used in the HENA?

Q3-Do you have any other comments on the Scenarios?

Most appropriate housing need scenario

2.13 The new Census data shows there has been a clear underestimate of population growth in Oxfordshire over the period since the previous Census. The Standard Method is based on the now shown to be inaccurate 2014 household projections. The Census-Adjusted Standard Method for Oxfordshire is a much better estimate of need than the Standard Method. The Standard Method is not considered to lead to a good approximation of need in Oxford (or Oxfordshire). The Standard Method, based on out of date demographic data and also, when applied strictly to each district rather than the whole FEMA and HMA, does not give a good estimate of housing need, so there are exceptional circumstances for departing from it.

2.14 The HENA considers two employment-led scenarios for identifying housing need. One of these is the economic development-led scenario, the objective of which is to estimate and understand the development needs associated with a realistic expectation of Oxfordshire's economic development goals and projects set out in the LEP's Investment Plan. These projects are important to Oxfordshire and of national significance and value. However, there are potential downside risks to economic growth and it remains possible that macro-economic events and funding constraints may slow projects down or lead to some not progressing. Given the current economic uncertainties, this scenario is not considered to be the most appropriate housing need scenario.

2.15 The two middle scenarios- the Census-adjusted Standard Method and the CE Baseline Trends forecast- give very similar results. The robustness of these scenarios is demonstrated by their similarity. Either could be selected as an appropriate scenario for identifying Oxfordshire's housing need. On balance, because the Census releases are not complete, and because one exceptional circumstance that justifies departing from the Standard Method is because it does not directly account for economic needs and therefore runs the risk of making existing housing shortages worse, the economic baseline trend scenario is the most appropriate scenario.

Q 4 -Do you have any comments about the reasoning for selecting the most appropriate scenario of housing need?

2.17 Once a need figure for Oxfordshire is established, it is necessary to apportion that to each district, in order for it to inform development of local plans. There are a

number of possible ways to apportion the need. When the Oxfordshire Plan was still in progress, the intention was that a need figure would be calculated for Oxfordshire and then assigned to districts based on the spatial strategy that was to be developed. In the absence of an Oxfordshire Plan, and in order to try and assign the need to where it arises, alternative means of apportionment have been developed as part of the HENA.

2.18 The HENA explores ways of apportioning need. One of these is based on the proportion of each district's Standard Method need calculation. This approach essentially apportions need by existing patterns of development. This builds-in the flaws of the Standard Method and therefore misdirects housing need towards the districts because of household formation suppression. The alternative approach to apportionment is to apportion need by the distribution of jobs. The HENA explores two ways of apportioning by jobs, one is to look at the current distribution of jobs and the other is to look at the forecast distribution of jobs in 2040. The employment led distributions represent a fairer approach of those considered for distributing Oxfordshire's housing need, given that the geography of employment growth will influence that of housing need and the link to balancing the provision of homes and jobs. Assumptions about homeworking have been factored into the forecasts. The homeworking assumption made in the HENA is that 20% of workers are fully remote, 30% are hybrid and 50% are fully workplace based. This is based on an ONS survey, recognising that that was carried out in 2020 when lockdowns were implemented, and also recognising that fewer people in Oxford and Cherwell, where jobs are weighted, are home-based. Whilst the shift to modern working practices expedited through the Covid pandemic has changed many working patterns, there are still a vast range of jobs in Oxfordshire where travelling to the workplace is essential (e.g. hospitals, laboratories, drivers, those in service industries, etc.) or has continued.

2.19 While the Standard Method and current employment-based distribution are similar, the assumption of a static distribution through the plan period does not reflect the dynamic nature of the labour market and geography of expected employment growth. Specifically, it does not account for the baseline forecast that Oxford and Cherwell are set to further develop as the drivers of the wider FEMA economy. The two districts are projected to represent well over half of the FEMA's employment by 2040. Furthermore, given that the Local Plan is looking to 2040, and that it has been forecast how jobs will be distributed at this time, it makes sense for housing need to be distributed in the same pattern, putting the housing need where the jobs are. This recognises the role which the geography of future job creation will have on that for housing need. Table 2.1 shows the results of apportioning the housing need calculated by each of the four scenarios to all the districts by forecast job distribution in 2040. Appendix A shows the results of the two alternative means of apportioning that were explored in the HENA.

Table 2.1: Distribution of District Housing Need by Distribution of Employment in 2040

CE Baseline Trend Employment Based Distribution Projected (2040) Distribution		Housing Need Scenario			
		Standard Method	Census-Adjusted SM	CE-Baseline	Econ Dev't-led
Oxfordshire	100%	3,388	4,721	4,406	5,830
Cherwell	22.9%	776	1,081	1,009	1,335
Oxford City	30%	1016	1,416	1,322	1,749
South Oxfordshire	18%	610	850	793	1,049
Vale of White Horse	16.2%	549	765	714	944
West Oxfordshire	12.8%	434	604	564	746

Q 5 -Do you have any comments about the methods for dividing the Oxfordshire housing need between the districts, leading to the need figure of 1,322 for Oxford?

Specialist housing need

2.20 As well as assessing overall need for housing, the NPPF also asks that: *...the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes (paragraph 62). It goes on to say that: Where a need for affordable housing is identified, planning policies should specify the type of affordable housing required, and expect it to be met on-site unless: a) off-site provision or an appropriate financial contribution in lieu can be robustly justified; and b) the agreed approach contributes to the objective of creating mixed and balanced communities.*

2.21 In addition to the overall need for housing, the HENA considers the appropriate mix of housing needed, with a particular focus on the sizes of homes required in different tenure groups for new development, and considering affordable housing. Separately to the HENA, assessments of the need for gypsy and traveller accommodation, boat dwellers and student accommodation are underway and these will inform the drafting of policies in the Oxford Local Plan 2040.

Affordable housing need

2.22 The HENA works through various stages of analysis to estimate the need for social/affordable housing, based on the methodology in the PPG. Final figures are provided as an annual need (including an allowance to deal with current need), and compared with likely delivery. The current need for affordable housing has been based on considering the likely number of households with one or more housing problems. Analysis also includes consideration of the number of households who

cannot afford to own, despite it being their aspiration. The affordable housing need is shown in table 2.2.

Table 2.2: Affordable housing need per annum

	Current need	Newly forming households	Existing households falling into need	Total Gross Need	Relet Supply	Net Need
Cherwell	128	659	161	948	288	660
Oxford	255	567	188	1,010	270	740
South Oxon	91	520	88	700	199	501
VoWH	79	567	110	756	259	497
West Oxon	76	365	69	510	142	368
Oxfordshire	629	2,678	616	3,924	1,157	2,767

2.23 Oxford has a very high need for affordable housing. Standard Method calculations are intended to factor in the need because of the application of an affordability ratio. Affordability is different to affordable housing need. The affordability is measured by the ratio of house prices to earnings. The affordable housing need assesses how many households require affordable housing to be able to live in the area. A cap is applied in the Standard Method in some circumstances (including in Oxford) to ensure that the housing need number remains deliverable. Only a small proportion of homes can realistically be added to the housing stock in any year.

2.24 Affordable housing need is not used as the basis of a scenario. Now that affordable housing can only be required on larger sites of 10 or more units, there are fewer schemes overall that deliver affordable housing. Delivery of affordable housing generally only happens when required as part of a scheme that also includes market housing (although sometimes grant funding and other resources may allow 100% affordable schemes). The number of homes overall that would need to be delivered in order to achieve the 740 per annum affordable units required would clearly be well over the 1,749 units that the top-end scenario of maximum economic/jobs growth would need to be supported by. The affordable need is not the basis of a scenario because of the challenges of creating a housing need scenario based on affordable housing need it is not used as the basis of a scenario, but it is an important 'check and challenge' that does enable consideration of the degree to which each scenario could meet affordable housing need.

Housing mix

2.25 The HENA also looks at the spread of different sized units (by bedrooms) needed for market and affordable housing. It uses a model that starts with the current profile of housing in terms of size and tenure. Information is available about

the age of households and the typical sizes of homes they occupy. By using projections for demographic growth linked to core scenarios it is possible to see which age groups are expected to change in number, and by how much. On the assumption that occupancy patterns for each age group (within each tenure) remain the same, it is therefore possible to assess the profile of housing needed over the assessment period (Table 2.3, below).

Table 2.3: Mix of dwelling size need

	1-bedroom	2-bedrooms	3-bedrooms	4+-bedrooms
Market	11%	36%	37%	16%
Affordable home ownership	26%	39%	22%	14%
Affordable housing (rented)	32%	37%	25%	6%

Source: Housing Market Model (with adjustments)

2.26 Older and disabled persons housing need

The housing needs of the elderly and those with some form of disability are also considered in the HENA. Table 1.4 shows that, once existing supply is taken into account, there broadly remains a significant future need in all areas. However, whilst there is a significant future need for most types of accommodation, there is an over-supply of affordable housing with support in Oxford and Cherwell. An important consideration that will inform policy is whether this existing stock, which should be enough in terms of quantity, is fit for purpose.

Table 1.4: Net need for specialist housing for older people (2022-2040)- CE Baseline

	Tenure	Cherwell	Oxford
Housing With Support	Affordable	-577	-272
	Market	1,693	924
Housing With Support Total		1,116	652
Housing with Care	Affordable	93	164
	Market	1,021	700
Housing with Care Total		1,114	863
Residential Care		244	25
Nursing Care		98	37
Care Bedspaces		342	62

Q 6 -Do you have any comments about the housing mix including the need for specialist housing and affordable housing?

3. ASSESSING OUR CAPACITY FOR HOUSING

3.1 We may not be able to meet all the housing need in Oxford so the calculated need won't necessarily be the housing requirement that is set as the housing target in the Plan. The Oxford Local Plan 2040 must set out a total housing requirement for the plan period, setting out the number of homes that are required to be delivered each year. Currently, the Government checks delivery of housing in each planning authority in the Housing Delivery Test and there are sanctions if the requirement is not met.

Capacity constraints

3.2 The Secretary of State's statement about planning reform has said that the housing need figure is a starting point, and there may be legitimate reasons not to use this figure as the ultimate target in the plan. In Oxford successive plans have set a housing requirement less than the identified need because of capacity constraint, and this has been justified through local plan examinations.

3.3 An interim Housing and Economic Land Availability Assessment (HELAA) was undertaken to inform the Preferred Options consultation that took place in October-November 2022. This was an interim HELAA, with a new draft to be produced to support the draft Oxford Local Plan to be consulted on towards the end of 2023. The updated HELAA will need to reflect the proposed policies of the Plan. The interim HELAA relied on existing policies, but the proposed policy approaches in the Preferred Options do not suggest that an update as we draft policies for the Oxford Local Plan 2040 will result in significant changes to the capacity estimate of the HELAA.

3.4 The Government is consulting currently on reforms to the Planning System, including plan-making. However, currently the proposals do not seem to impact on the approach suggested for calculating housing need or using an assessment of capacity to set a lower housing requirement in the local plan.

3.5 The HELAA currently rejects sites for a number of reasons, for example because they are functional flood plain, because they are of biodiversity interest, because they are sports pitches where no alternative means of provision has been proposed, parks and allotments. The densities assumed for calculating capacity are the highest possible to make efficient use of land, whilst taking account of the need to maintain character, and are based on an assessment of best practice and examples across the city.

3.6 Green Belt has been assessed to inform the update to the HELAA and the site allocations. The Green Belt assessment is published alongside this consultation paper. None of the sites assessed are considered suitable for development.

3.7 Most Green Belt parcels were not included in the assessment because they are protected for reasons in addition to the Green Belt, such as because they are playing pitches (that had not been promoted with proposals for their replacement), of biodiversity value, or of functional flood plain. This means that few parcels were assessed. 9 sites (some of which are divided into smaller parcels) were reassessed to check the results from the previous Green Belt assessment were still applicable. 10 new sites were assessed.

3.8 Nearly all sites were assessed to have a moderate-high or high negative impact on the Green Belt if they were to be removed. The negative impacts their removal would have on remaining Green Belt are not considered to be outweighed by the need for housing, therefore none of these sites are proposed for removal from the Green Belt. Three of the sites were found to make a low or moderate contribution to the Green Belt. However, the nature of these sites means that they are not being considered for a Green Belt review, as explained in Table 1.5. Therefore, the intention is to propose no review of Green Belt boundaries in the draft plan.

Table 1.5: Sites with low or moderate impact on Green Belt if removed

Site name and GB assessment conclusion	Comments	Conclusion
153-a Wildlife corridor at River Cherwell (moderate)	Site 153 is a long thin site adjacent to the River Cherwell, to the east of Summer Field School playing fields. For the purposes of the Green belt assessment it is divided into two parcels because of a variation in character. 153a was assessed as making a less important contribution to the Green Belt. However, the parcel is small and without clear access.	Do not consider review of Green Belt in this location.
118 Land rear of Wolvercote Social Club (low)	The majority of this site is not in Green Belt. A review of the Green Belt could not be justified to release the tiny amount of Green Belt within this site as it would not be needed to unlock the site and it would not itself deliver homes as it is too small.	Do not consider review of Green Belt in this location.
159 Wildlife corridor adjacent to Duke's Meadow (moderate)	This is a narrow strip of land adjacent to the railway and with no means of achieving access.	Do not consider review of Green Belt in this location.

Q7 -Do you have any comments about the assessment of housing capacity?

Conclusion

The housing need in Oxford is for 1,322 dwellings per annum. This need is greater than the capacity of the city to deliver this need. The interim assessment of capacity is c.9,147 over the plan period, or 457 dwellings per annum. If it is appropriate, a stepped trajectory will be proposed whereby a greater number of homes are required in some years of the plan than others.

Delivery of housing is a priority, and in drafting policies and allocating sites for the Oxford Local Plan 2040 we will maximise housing delivery, while meeting other needs and protecting what is important. The assessment of housing capacity in the HELAA will be refined as policies are drafted. The housing requirement set out in the draft Oxford Local Plan 2040 will match this assessment of capacity.

We will be monitoring further updates from the Government on planning reforms and the implications for unmet housing need. Most if not all of the proportion of unmet need implied by the need figure compared to the estimated capacity is likely to have been already provided for in existing allocations in neighbouring Council's local plans. This will depend on the deliverability of those sites, and the quantum of housing and timescales for delivery, which is a matter for the relevant Local Planning Authority. The City Council will work closely with our neighbours as we and they continue to refine proposals for our respective local plans.

We will continue to look to maximising our capacity within the city. This will be achieved by:

- a) making site allocations in the Plan
- b) promoting the efficient use and development of land/sites, including highest appropriate densities and building heights in appropriate locations; and
- c) ensuring that all new housing developments contribute to the creation and/or maintenance of mixed and balanced communities.

Q8 -Do you have any comments about this conclusion to our approach to assessing housing need and setting a housing requirement in the Oxford Local Plan 2040?

Appendix A

Results of 2 alternative approaches to distributing Oxfordshire's housing need between the districts

Table A.1: Distribution of District Housing Need by 2014 based Standard Method

		Housing Need Scenario			
2014 Based Standard Method Distribution		Standard Method	Census Adjusted	CE Baseline	Econ. Dev't Led
Oxfordshire / FEMA	100%	3388	4721	4406	5830
Cherwell	21.9%	742	1034	965	1277
Oxford City	22.5%	762	1062	991	1311
South Oxfordshire	18.9%	641	893	834	1103
Vale of White Horse	19.5%	661	921	860	1137
West Oxfordshire	17.2%	582	811	757	1001

Table A.2: Distribution of District Housing Need by Distribution of Employment in 2021

		Housing need Scenario			
CE Baseline Trend Employment Based Distribution Current (2021) Distribution		SM	CA	CE-B	ED
Oxfordshire	100%	3388	4721	4406	5830
Cherwell	21.5%	728	1015	949	1253
Oxford City	26.7%	905	1261	1176	1557
South Oxfordshire	19.5%	661	921	857	1137
Vale of White Horse	18.5%	627	873	817	1079
West Oxfordshire	13.8%	468	651	607	805

Oxford City Council

Local Development Scheme
2023 - 2028

Planning Policy Team
Planning Services
Town Hall
St Aldate's
Oxford
OX1 1BX

E: planningpolicy@oxford.gov.uk
T: 01865 252847
W: www.oxford.gov.uk/planning/lds

Contents

Introduction.....	3
What is the Local Development Scheme?	3
Oxford's Development Plan.....	3
Documents in Oxford's Development Plan.....	3
Oxford Local Plan 2036	3
Neighbourhood Plans	4
Other Documents	4
Statement of Community Involvement in Planning (SCI)	4
Annual Authority Monitoring Report	5
Work Programme for 2023-2028	6
Development Plan documents	6
Local Plan 2020-2040	6
Other documents	7
Annual Authority Monitoring Report	7
Appendix 1: Gantt chart of the LDS work programme	8

Introduction

- 1.1. The Planning and Compulsory Purchase Act 2004 introduced the requirement for councils to prepare and maintain a Local Development Scheme (LDS). The LDS specifies which local development documents are to be development plan documents and sets out the work programme for the preparation of documents to be included in the Development Plan. This document supersedes the Oxford 2022-2027 LDS.

What is the Local Development Scheme?

- 1.2. This LDS is a five-year project plan for preparing documents and provides the starting point for the local community, businesses, developers and other interested parties to find out what the City Council's current planning policies are for the area. It includes 'milestones' to inform the public about opportunities to get involved with the plan making process and to let them know the likely dates for involvement. The LDS is published on the City Council's website at www.oxford.gov.uk/lDs.

Oxford's Development Plan

- 2.1. Oxford's Development Plan contains a range of documents to guide development within Oxford. Applications for planning permission are to be determined in accordance with the Development Plan unless material considerations indicate otherwise. Council-produced documents within the statutory Development Plan are subject to extensive community and stakeholder involvement, and an independent examination by an Inspector to ensure that the necessary legal requirements for the preparation of the document have been met and the document is 'sound'. All these documents are subject to the European Strategic Environment Assessment Directive and will incorporate a sustainability appraisal to ensure that they accord with the principles of sustainable development. They must be consistent with the National Planning Policy Framework (NPPF).
- 2.2. Supplementary Planning Documents (SPDs) provide further details and guidance to supplement policies. SPDs are adopted by the City Council following public consultation, and are not part of the statutory Development Plan.

Documents in Oxford's Development Plan

- 2.3. Currently, the statutory Development Plan consists of:
 - Oxford Local Plan 2016-2036 (June 2020)
 - Barton Area Action Plan (December 2012)
 - Northern Gateway Area Action Plan (July 2015)
 - Headington Neighbourhood Plan (July 2017)
 - Summertown and St Margaret's Neighbourhood Plan (April 2019)
 - Wolvercote Neighbourhood Plan (June 2021)

Oxford Local Plan 2036

- 2.4. The Oxford Local Plan 2016-2036 was adopted in 2020 and superseded the following documents:
- Saved policies of the Oxford Local Plan 2001-2016 (November 2006)
 - Oxford Core Strategy (March 2011)
 - Sites and Housing Plan (February 2013)
- 2.5. The Adopted Policies Map (2020) illustrates graphically the policies and proposals of the adopted Local Plan. The Policies Map (2020) has been revised and updated to reflect the new policies that have been adopted.

Neighbourhood Plans

- 2.6. The Localism Act introduced new rights and powers to enable communities to get directly involved in planning for their areas. Neighbourhood planning allows communities to come together through a parish council or formal neighbourhood forum and produce a neighbourhood plan. Neighbourhoods can decide what they want to cover in their neighbourhood plan. They may allocate land for development, or influence the type and design of development that comes forward. Neighbourhood plans must however be in general conformity with the strategic planning policies already adopted by the City Council. They should not promote less development than set out in the Local Plan and/or undermine its strategic policies. They are also subject to an independent examination and need to be approved by a majority vote in a local referendum.
- 2.7. Once plans are adopted they will become part of the Development Plan. To date, Oxford City Council has formally designated four neighbourhood areas where plans are being led by neighbourhood forums. Three Neighbourhood Plans, Headington, Wolvercote and Summertown and St Margaret's, are made.

Oxfordshire Plan

- 2.8. The previous LDS included mention of the Oxfordshire Plan 2050. This Plan had gone through several stages of consultation and the intention was that it would become a part of the Oxford Development Plan. However, work on this plan has now ceased.

Other Documents

- 2.9. In addition to the Oxford Development Plan there are several other important planning documents:
- Community Infrastructure Levy (CIL) Charging Schedule (October 2013)
 - West End SPD (2022)
 - Jericho Canalside SPD (December 2013)
 - Diamond Place SPD (July 2015)
 - Statement of Community Involvement in Planning (2021)

Statement of Community Involvement in Planning (SCI)

- 2.10. The Statement of Community Involvement in Planning sets out how the Council will involve the community in the planning process, including Local Plans and

Development Management. It sets out the activities that the Council will undertake to reach stakeholders and the public during the various stages of preparation of Local Plan documents. The most recent SCI was adopted at Cabinet on 16th June 2021. It can be viewed at www.oxford.gov.uk/sci.

Annual Authority Monitoring Report

2.11. Each year the City Council produces an Authority Monitoring Report, which is approved at the City Cabinet in the autumn. The Authority Monitoring Report has the following main functions:

- to measure progress made in respect of the planning documents being prepared;
- to review the effectiveness of the adopted planning policies;
- to monitor the extent to which policies and targets in adopted documents are being achieved against a range of indicators.

2.12. All of the Authority Monitoring Reports produced by the City Council can be viewed on the City Council's website at www.oxford.gov.uk/amr.

Work Programme for 2023-2028

- 3.1. During the period covered by this LDS, the City Council will commence / continue work on the following documents:

Development plan documents

- Oxford Local Plan 2020-2040
- Neighbourhood Plans

Other documents

- Annual Authority Monitoring Report

Development Plan documents

Local Plan 2020-2040

- 3.2. The Local Plan 2016-2036 was adopted on 8th June 2020 and contains policies based on relatively recent evidence and is compliant with current guidance. However, government guidance requires that all Plans are reviewed every 5 years. That is to say that the Plan must have been reviewed by the date 5 years after adoption. Given that a Local Plan takes considerable time to produce, a review must be started a relatively short time after adoption of a Local Plan.
- 3.3. The Oxford Local Plan 2040 will replace the Oxford Local Plan 2036. The Barton and Northern Gateway AAPs will remain relevant to those sites if they are not yet fully built out, although some policies may be superseded. These documents, as well as any neighbourhood plans, will form the statutory Development Plan. Following the council meeting to approve the pre submission draft, that draft will be used as a material consideration for development management decisions on planning applications; its weight will be limited initially, but increases as it proceeds towards adoption.
- 3.4. The Oxford Local Plan 2016-2036 has a great deal of flexibility in order to deal with a twenty-year period and many of the policies within it place Oxford in a strong position to effectively manage growth and change that will face the City over this period. The Inspectors' report in paragraph 39 says that: 'the examination hearings took place before the Covid-19 epidemic. Whilst the short-term effects are here for all to see, there is currently no evidence that the fundamental assumptions and requirements of the plan in respect of housing need, or indeed any other strategic matter, will be affected to the extent that its soundness will be undermined.'
- 3.5. Although the Oxford Local Plan 2036 will already help us carefully manage change and assist the city to "build back better" it will be important for the new Local Plan 2040 to actively look at the issues the pandemic will leave with us and to consider if any alterations of policies are required as a result. The effectiveness of policies are always monitored and this will be important in understanding the scope of the new Local Plan. We need to give enough time to understand how our new policies are working and better understand any challenges posed by Covid-19 before taking action. Through the process of producing another local plan the needs and opportunities that emerge can be understood properly

considered collectively and ensure that the response to the crisis is not reactionary. It can also seek to balance carefully issues such as the route to zero carbon, inequalities and the quality of the built and natural environment as the existing Local Plan does and seek to build upon these comprehensively.

- 3.6. In order for the Oxford Local Plan 2040 to have 15 years to run from adoption, adoption will need to be in 2025 at the latest. Therefore, the plan will need to be submitted to the secretary of state in early 2024, based on the timescales from the Oxford Local Plan 2036 that was submitted in March 2019 and adopted in June 2020. Because of the uncertainty of the current time, significant stakeholder engagement and input will be needed in the early stages to try and clarify what the plan needs to address.
- 3.7. Early, non-statutory engagement took place in summer 2021. The Preferred Options Regulation 18 consultation took place in October/November 2022. Work ending on the Oxfordshire Plan 2050 affected the evidence base for the Oxford Local Plan 2040, and some work has had to be recommissioned and evidence gathered in a different way. This meant that the preferred options consultation went ahead before the evidence base on housing need was complete. Instead, an additional regulation 18 consultation is to take place, focused on housing need only. That is intended to take place in February/March 2023. This means that the consultation on the draft plan and then the submission are pushed back by a few months. Engagement on the pre-submission draft of the Local Plan will be in November/December 2023, with the expectation to submit the plan for examination by the end of March 2024. Once submitted for examination the timetable is not within the council's control. Based on the timescales for the examination of the Oxford Local Plan 2036 we have allowed 15 months from submission to adoption. This would mean adoption would be expected in June 2025.

Neighbourhood Plans

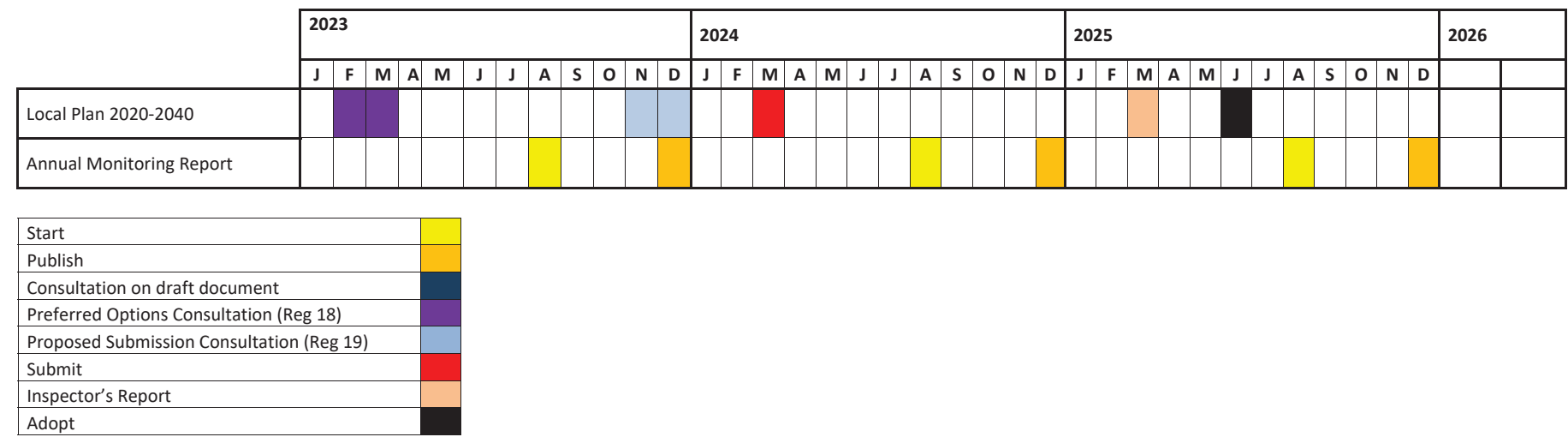
- 3.8. One neighbourhood plan area has been defined but does not yet have a made neighbourhood plan, which is Littlemore

Other documents

Annual Authority Monitoring Report

- 3.9. Each year the City Council produces an Authority Monitoring Report. This will be taken for Cabinet approval in November 2023 for publication in December 2023. The Authority Monitoring report published in December 2022 will be reporting on the monitoring year 2022/23.

Appendix 1: Gantt chart of the LDS work programme





Appendix 3

Appendix 3 Equalities Impact Assessment

Service Area: Planning		Section: Planning policy	Date of Initial assessment: 27/07/2022	Key Person responsible for assessment: Rachel Williams	Date assessment commenced: 27/07/2022
Name of Policy to be assessed:			Oxford Local Plan 2040 Regulation 18 part 2 consultation document		
1. In what area are there concerns that the policy could have a differential impact			Race	Disability	Age
			Gender reassignment	Religion or Belief	Sexual Orientation
			Sex	Pregnancy and Maternity	Marriage & Civil Partnership
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 reason for the Impact Assessment.			The main Preferred Options Document has already been consulted on. It set out proposed planning policy direction for the Oxford Local Plan 2040, but was not able to give an indication of housing need because the evidence base work was not completed. It could and did, however, give an indication of capacity. The Local Plan will have a material effect on the amount and type of housing (including affordable housing), the number and type of jobs, the location and nature of future development and the protection of open space among other aspects. The scope of the Local Plan and the 20 year time span mean that this document will have a significant impact on the lives of those who live and work in or visit the city. Important choices will be made between competing		

	<p>demands and limited resources will be allocated. The Local Plan will seek to address inequalities but the policies will need to be assessed for unintended consequences for equality issues. The Preferred Options Document included several policy options that are proposed for guiding development in Oxford. It is considered that the potential impacts of these policies on the nine primary equality strands that should be evaluated as the Local Plan project progresses. To allow the best use of resources and ensure that Equality Impact Assessments (EqIAs) effectively influence policy development it is proposed to take a two-phase approach to assessing the Local Plan. The first phase comprises of the initial assessment of the policy areas within the Preferred Options Document that was undertaken at for the Preferred Options consultation. The second phase of the Assessment will look at the policies as they will be drafted in the Proposed Submission Document (draft Local Plan). Consultation on this phase of the EqIA will be combined with the public consultation in autumn 2023. After this stage, changes to the policy should only be minor and not materially alter the policy. If significant changes are needed a further phase of the EqIA may be required.</p>
<p>3. Methodology and Sources of Data:</p> <p>The methods used to collect data and what sources of data</p>	<p>The policy options of the PO Document were based on an evidence base comprised of studies on topics such as housing and employment including the Housing and Employment Land Availability Assessment (HELAA) and the Employment Land Availability (ELA), Green Infrastructure Study, Townscape assessment and the Infrastructure Delivery Plan (IDP) and conversations with the County Council, landowners and infrastructure providers including education, health and the hospital trust. Other sources of data included the Census data, Indices of Deprivation, Oxford City Council Housing data and other national, regional and local sources. The process for producing a Local Plan places great weight on the quality of the evidence supporting policy decisions. The evidence base will be tested through public examination by an independent Planning Inspector appointed by government before the Local Plan can be adopted by the Council. The evidence base now also includes the Housing and Economic Needs Assessment, which has informed this second Regulation 18 consultation document, focused on housing need. Other studies are underway to inform the detailed drafting of policies.</p>
<p>4. Consultation</p> <p>This section should outline all the consultation that has taken place on</p>	<p>Oxford City Council intends that all sectors of the community can have their say in how their community is planned and developed, irrespective of race; disability; age; religion or belief; gender reassignment; pregnancy and maternity; sex and sexual orientation. Efforts have been made to ensure that the engagement and consultation process should be an inclusive one that involves a</p>

<p>the EqIA. 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>wide range of community groups. All consultation in relation to the Local Plan involves a variety of methods of public engagement and aims to reach a range of groups within the community. This includes publicising information through various traditional and social media channels. The analysis of responses influences the development of policies. Further consultation on the EqIA will take place during the next consultation scheduled for the autumn 2023.</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><tr><td>Race</td><td>Disability</td><td>Age</td></tr><tr><td>Neutral</td><td>Neutral</td><td>Neutral</td></tr></table>	Race	Disability	Age	Neutral	Neutral	Neutral
	Race	Disability	Age				
	Neutral	Neutral	Neutral				
	<table><tr><td>Gender reassignment</td><td>Religion or Belief</td><td>Sexual Orientation</td></tr><tr><td>Neutral</td><td>Neutral</td><td>Neutral</td></tr></table>	Gender reassignment	Religion or Belief	Sexual Orientation	Neutral	Neutral	Neutral
Gender reassignment	Religion or Belief	Sexual Orientation					
Neutral	Neutral	Neutral					
<table><tr><td>Sex</td><td>Pregnancy and Maternity</td><td>Marriage & Civil Partnership</td></tr><tr><td>Neutral</td><td>Neutral</td><td>Neutral</td></tr></table>	Sex	Pregnancy and Maternity	Marriage & Civil Partnership	Neutral	Neutral	Neutral	
Sex	Pregnancy and Maternity	Marriage & Civil Partnership					
Neutral	Neutral	Neutral					

	<p>Race: No equalities impact identified. This issue will be the subject of further consideration in the full EqlA of the Proposed Submission Local Plan.</p> <p>Disability: gathering of evidence in the HENA the Council has considered: the need to ensure that services and facilities are accessible to all and the need for accessible and adaptable dwellings.</p> <p>Age: gathering of evidence in the HENA has included the need for elderly persons accommodation. The issue will be the subject of further consideration in the full EqlA of the Proposed Submission Local Plan.</p> <p>Gender reassignment: No equalities impact identified.</p> <p>Religion or Belief: It is considered that the Local Plan will have a neutral effect on people due to their religious beliefs. The main issue is considered to be the likely implications of the Local Plan for the completion and provision of religious buildings in Oxford as well as the protection of existing community facilities that may be used as places of worship.</p> <p>Sexual orientation: No equalities impacts identified.</p> <p>Sex: No equalities impacts identified.</p> <p>Pregnancy and Maternity: No equalities impacts identified.</p> <p>Marriage & Civil Partnership: No equalities impacts 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 Preferred Options Document was informed by the separate Sustainability Appraisal of the Local Plan. The Draft Sustainability Appraisal considers the social, economic and environmental effects of the Local Plan, and ensures that, as far as possible, it accords with the principles of 'sustainable development'. A number of the sustainability objectives relate to relevant social issues, such as meeting local housing needs by ensuring that everyone has the opportunity to live in a decent, affordable home; improving health and well-being and reducing inequalities in health; reducing poverty and social exclusion; reducing disparities in education, developing opportunities for everyone to acquire the skills needed to find and remain in work; reducing crime and the fear of crime; and creating and sustaining vibrant communities. The Proposed Submission Document will set out the proposed final policies of the Plan, which will be further influenced by the Final Sustainability Appraisal and the full EqlA. This final EqlA will look at all individual planning policies in the Pre-Submission Document and will identify any policies and proposals that could have a differential impact on the nine equality strands. The final policies will be included in the Proposed Submission Local Plan after having due regard, as required by section 149 of the 2010 Equality Act, to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.</p>
<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>A general monitoring framework to check the implementation of the Local Plan will be set out in the Proposed Submission Document. The Council will monitor the implementation and impact of the Local Plan through the Annual Monitoring Report. In addition, on-going community engagement through the implementation of the Local Plan (e.g. through developer engagement at pre-application/application stages) will help to provide a greater understanding of the potential impacts on equalities groups, to inform the final design options and details.</p>

7. Date reported and signed off by City Executive Board:					
8. Conclusions: What are your conclusions drawn from the results in terms of the policy impact		Because the Local Plan will seek to deliver specific types of development and at a specific location, then there is the potential for the policies to have differential impacts on different equalities groups. Development at a site could have equality implications for new residents and users/workers within the site, and communities in adjoining areas. Overall, at this stage of the Plan preparation, 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 as a result of the policies and development proposed in the Local Plan. The policies of the Plan are likely to have some positive effect on the following equality strands: age and disability.			
9. Are there implications for the Service Plans?	No	10. Date the Service Plans will be updated	N/A	11. Date copy sent to Equalities Lead Officer	
13. Date reported to Scrutiny:	6th September for PO 1st Feb 23 for Reg 18pt2	14. Date reported to Cabinet:	14th September 2022 for Preferred Options, 8 th Feb 23 for Reg18pt2	12. The date the report on EqlA will be published	

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

Appendix 4 : Risk Register for the Oxford Local Plan 2040 Preferred Options Document

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
Option not tested	The policy proposals and conclusions in the Regulation 18 part 2 doc do not cover an option that is taken forward	Document doesn't contain an option for the final policy	Final policy approach was not identified as a potential option at this stage	May need to re-run part of the options testing process including Sustainability Appraisal if not already covered	03.01.23	Head of Planning Services	4	3	4	2	4	2	Reduced risk by close working with key stakeholders, barrister and consultants to sense check options	Reduce				Head of Planning Services
Delays	The timetable for the Local Plan production is very tight- any delay may have knock-on consequences	Delays to process	Delays could result from lack of access to evidence, delay to input from outside bodies	If delay cannot be absorbed, may need to review the timetable moving forward	03.01.23	Head of Planning Services	3	3	3	2	3	2	Reduce risk by making all parties aware of timetable and key dates well in advance and monitor progress	Reduce				Head of Planning Services
Unexpected delays affecting the LDS programme	There is potential for unanticipated delays in document production.	Threat	Delays may be a result of a number, or combination, of factors (for example, external agencies or consultants maybe unable to fit in with timescales, issues may be more complex to understand/resolve than anticipated, or there may be a lack of resources available to complete the programme).	LDS timescales for document production are not met.	03.01.23	Head of Planning Services	3	3					Compliance with LDS timescales will be reported in the AMR. Maintain awareness of potential causes of delay- maintain continuous contact with consultants and managers to check necessary resources are in place and work is being produced to detailed work programmes.	Reduce				Head of Planning Services
Changes to the planning system at the national level	Changes to national legislation, policy and guidance may alter the process that needs to be followed in producing new documents, or may mean that the focus or approach of documents needs to be altered.	Threat	Changes to national legislation, policy and guidance by Central Government.	LDS timescales for document production may not be met. The LDS may need to be amended if additional documents need to be reviewed in order to maintain compliance with national policy	3.01.23	Head of Planning Services	2	4					Compliance with LDS timescales will be reported in the Annual Monitoring Report. Maintain awareness of potential changes at the national level as they arise so that appropriate responses can be planned in advance in order to minimise negative impacts.	Reduce				Head of Planning Services

This page is intentionally left blank

To: Cabinet
Date: 8 February 2023
Report of: Executive Director (Development)
Title of Report: Approval of additional loan finance to OXWED LLP (OXWED) to support the redevelopment of Oxpens

Summary and recommendations	
Purpose of report:	To secure a budget to allow the City Council to lend OXWED up to £750,000 to support continuing work on the Oxpens project and in particular preparing (and subject to LLP Member approval and planning permission) implementing the Delivery Strategy for the Oxpens development.
Key decision:	Yes
Cabinet Members:	Councillor Ed Turner, Deputy Leader and Cabinet Member for Finance and Asset Management 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 2016-2036
Recommendations: That Cabinet resolves to:	
<ol style="list-style-type: none"> Recommend to Council that it includes £750,000 in its capital budget to allow the City Council to loan these funds to OXWED to continue work on the Oxpens project in accordance with the LLP Members agreement, and in particular preparation and (if planning permission is granted) implementation of the Delivery Strategy; and Delegate authority to the Head of Financial Services / S151 Officer in consultation with the Deputy Leader (Statutory) – Finance and Asset Management to agree terms and draw down the up to £750,000 loan to OxWED. 	

Appendices	
Appendix 1	Confidential Appendix – Detailed costs and rationale

Introduction and background

1. Further to the (then) City Executive Board's (CEB) approval in January 2016, the Council entered into a joint venture with Nuffield College and formed a new company, Oxford West End Development Ltd (OxWED) on the 18 January 2016. The aim of the company was to work together to bring forward development that is both commercially viable and socially beneficial in the West End of Oxford. The City Council and Nuffield College both had a 50% share of the company.
2. In February 2016, OxWED purchased freehold land on the Oxpens site from London & Continental Railways, which was added to by adjoining freehold land from Oxford City Council in November 2018, thus ensuring the viability of the site for future development.
3. In March 2021 Cabinet and Council, in parallel with Nuffield College, agreed an additional loan to OxWED to support costs associated with the submission of an Outline Planning Application for land within its control at Oxpens. Funds and approvals were also agreed to OxWED move from being a company limited by guarantee (LTD) to a Limited Liability Partnership (LLP). OXWED LLP has now been established, with the Council and Nuffield as Members of the LLP ('LLP Members').
4. In July 2022 Cabinet and Council, in parallel with Nuffield College, agreed an additional loan to OXWED to support costs associated with additional costs associated with the preparation and submission of an Outline Planning Application and site acquisition & promotion works.
5. In December 2022, OXWED submitted an Outline Planning Application ('OPA') for the development and an Enabling Works Application ('EWA') for enabling works, both supported by an Environmental Impact Assessment.
6. Oxpens is an allocated site for mixed used development, which sits within the Area of Change (AOC1) – West End and Osney Mead in the City Council's adopted Local Plan 2036. The site forms part of the West End and Osney Mead SPD and OXWED owns the majority of the allocated site.
7. The Oxpens project is a long term investment for the Council and Nuffield College, as Joint Venture Partners, requiring on-going funding to ensure the objectives of the LLP Members Agreement are fully realised. A Cabinet report in March 2021 set out the case which forms the basis for this continued investment, with the Shareholder and Joint Venture Group reviewing the most recent viability work in October 2022. An updated business case will be needed to guide future stages of the development. This paper requests the funds necessary to a) develop Delivery Strategy to inform this, and b) subject to its approval by LLP members (via the Shareholder and Joint Venture Group in the Council's case), to take forward its delivery.

Proposals

8. Following adoption of the West End and Osney Mead SPD, the extensive and positive pre-application process and subsequent submission and validation of the planning applications for enabling works and the first phase of the Oxpens scheme, OXWED now needs to move to the next stage identified in the March 2021 report and December 2021 report to the Council's Shareholder and Joint Venture Group and to put together its Delivery Strategy to be approved by LLP Members. The funds now requested are to cover these workstreams over a 15 month period to the March 2024 and the project through to the point contracts could be signed with developments partner(s) if the planning permissions are granted (target Q3 2023). The Delivery Strategy will form a central part of an updated investment case for ongoing investment, and this will be brought back to the LLP members for approval before it is implemented.
9. The Delivery Strategy work will encompass the proposed strategy for procuring a Development Partner (or Partners) and will be presented in a report to LLP Members setting out the objectives of the delivery strategy, the preferred options, financially modelled outcomes and timings/profile of any income to LLL members, risks, programme, budget and recommendations for approval.
10. Work will also continue on unlocking value from the project, including the enabling works needed to facilitate the development and the planned Oxpens River Bridge works, together with on-going work on the third party land strategy.
11. In terms of cost and risk, the Delivery Strategy work is divided into two parts: the lower cost but higher risk first part (given it is pre-planning permission) will draw up a strategy to be approved by the LLP Members, with a target of July 2023. The second part will follow subject to LLP member approval and if the planning permissions are granted, includes significant professional fees for entering into contracts with the selected delivery partner or partners.
12. The first part of the Delivery Strategy work will build on the framework for delivery set out in the December 2021 report to the Council's Shareholder and Joint Venture Group and regardless of the outcome of the submitted planning applications, this work is crucial for determining the LLP Members strategy for ensuring the site is built out in due course. Whilst acknowledging the first part of this work would be undertaken at risk, given the planning application has not yet been determined, running this work in parallel will put OXWED in the best position to go promptly to market should the planning applications be approved and deliver the much needed homes and laboratory space at an earlier stage.
13. The request for funds for the works required is a standalone workstream and entirely separate from any decision that the Council's Oxford City Planning Committee will be required to take in determining the planning applications.
14. As noted above, OXWED has submitted two planning applications. The first, an outline planning application for the Phase 1 masterplan, and the second a detailed planning application for the enabling works needed to address the flood risk and create a development platform. Separately, the Council has provisionally allocated an additional £3.1m in its proposed Medium Term Financial Plan 2023/4 to cover the potential cost of undertaking the enabling works envisaged by the Enabling Works Application, and further work linked to land assembly

15. The drawdown of these funds will be subject to future decisions by Cabinet and will also be subject to LLP Members agreeing the Delivery Strategy and updated business case for on-going investment, which will need to provide the detailed rationale for the use of these funds. Nuffield College would also need to make the same level of investment, in line with the LLP agreement.

Financial implications

16. The OXWED LLP Members Agreement sets out the basis on which the LLP Members can loan funds to the company. This is based on a 6.5% p.a. interest rate and that the LLP Members must invest equal amounts.
17. To date (30th November 2022) OXWED has received loans totally £35.864m (i.e. £17.932m each from the LLP Members). This includes £21.52m for land purchases (£10.76m each from the LLP Members) and accrued interest.
18. This Cabinet and Council report deals with the request for an in-year increase to the Council's budget of £750,000 to be added to the capital programme and draw down as a loan to OXWED to enable funds to support the Delivery Strategy to be used in this financial year (2022/23).
19. It should be noted that the Budget Cabinet report, also to be considered at the February 2023 Cabinet and Council meetings, includes a proposal for a further £3.1m to be added to the capital programme from 2023/4 to cover the delivery of future enabling works and additional land assembly work. This is not part of this Cabinet Report, or decision, as the drawdown of these funds will need to be approved as part of a separate Cabinet decision (target July 2023), and only following the completion of the Delivery Strategy and the approval of a business case for such further investment. The drawdown of the funds associated with the enabling works would also require the relevant planning application to be approved.
20. The rationale for further investment by the LLP Members and the associated risks and their mitigations are set out within Confidential Appendix to this report.

Legal issues

21. The Cabinet is being recommended to make a loan to OXWED as set out in the report. The power for a Local Authority to make a loan would be governed by section 111 *Local Government Act 1972* which provides that a Local Authority shall have the power to do anything whether or not involving the lending of money or the acquisition or disposal of any property which is calculated to facilitate or is conducive or incidental to the discharge of any of their functions.
22. Further, section 12 *Local Government Act 2003* provides the Cabinet with the power to invest in OXWED for any purpose relevant to its functions which in this case would be for economic development and regeneration and section 120(b) *Local Government Act 1972* confirms that the Local Authority may invest as such investment is for the benefit, improvement or development of the area of the City of Oxford.

Level of risk

23. The risks for this project are commercial sensitive and are included within Confidential Appendix.

Equalities impact

24. There are no equalities impact associated with the decision to loan further money to OXWED.

Environmental Impact

25. The Outline Planning Application and Enabling Works Application include an Environmental Impact Assessment.

Programme

26. The grant of planning permission is anticipated for the second half of 2023.

Report author	Tom Bridgman
Job title	Executive Director – Development
Service area or department	Development
Telephone	01865 252950
e-mail	tbridgman@oxford.gov.uk

Background Papers: None

This page is intentionally left blank

Minutes of a meeting of the Cabinet on Wednesday 14 December 2022



Cabinet members present:

Councillor Brown	Councillor Turner
Councillor Aziz	Councillor Chapman
Councillor Hollingsworth	Councillor Munkonge
Councillor Linda Smith	Councillor Upton
Councillor Walcott	

Officers present for all or part of the meeting:

Helen Bishop, Head of Business Improvement
Tom Bridgman, Executive Director (Development)
Ian Brooke, Head of Community Services
Lucy Cherry, Leisure and Performance Manager
Stephen Gabriel, Executive Director (Communities and People)
Caroline Green, Chief Executive
Tom Hook, Executive Director (Corporate Resources)
Nigel Kennedy, Head of Financial Services
Emma Lund, Committee and Member Services Officer
Ted Maxwell, Regeneration Manager
Paula Redway, Cultural Development Manager
Susan Sale, Monitoring Officer and Head of Law & Governance
Dave Scholes, Affordable Housing Supply Corporate Lead
Mish Tullar, Head of Corporate Strategy
Rachel Williams, Acting Head of Planning Services (Planning Policy)

Also present:

Councillor Dr Christopher Smowton, Chair of Scrutiny

91. Apologies for Absence

An apology for absence was received from Councillor Imogen Thomas, Cabinet Member for Zero Carbon Oxford and Climate Justice.

92. Declarations of Interest

None.

93. Addresses and Questions by Members of the Public

None.

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

None.

95. Councillor Addresses on Neighbourhood Issues

None.

96. Items raised by Cabinet Members

None.

97. Scrutiny reports

Councillor Smowton, Chair of Scrutiny, presented the recommendations of scrutiny relating to items on the agenda.

Finance and Performance Panel had met on 7 December and had considered the Integrated Performance Report for Quarter 2. No formal recommendations had been made, although the Panel had drawn attention to slippage on fire doors.

Scrutiny Committee had met on 5 December 2022 and had considered: (i) Thriving Communities Strategy 2023-27; (ii) Grant Allocations to Community and Voluntary Organisations 2023/24; (iii) Authority Monitoring Report and Infrastructure Funding Statement 2021/22 and (iv) Workplace Equalities and Action Plan.

One recommendation had been made in relation to Grant Allocations to Community and Voluntary Organisations. This related to providing a brief summary of the nature and purpose of organisations in receipt of Community Impact Fund Grants. The recommendation had been accepted, and the information would be published on the Council's website.

One recommendation had been made in relation to the Authority Monitoring Report and Infrastructure Funding Statement. This related to including the amount of housing delivered as a result of site allocation policies in future Annual Monitoring reports, and had also been accepted.

Four recommendations had been made in relation to Workplace Equalities and Action Plan. These had related to setting out a target for the disability pay gap; recording gender identity, including whether an individual identified as trans or non-binary; reporting on work surrounding trans and non-binary policies; and reporting on the LGBT pay gap. The recommendations had been largely accepted, although Councillor Nigel Chapman, Cabinet Member for Citizen Focused Services, highlighted the need to safeguard anonymity and to exercise caution around drawing conclusions based on very small sample sizes of staff with protected characteristics.

Two recommendations had been made in relation to the Thriving Communities Strategy. These had related to clarifying within future versions of the strategy where changes had been made to principles or ways of working, and providing greater clarity on which partners were involved in particular projects and what the nature and level of that collaboration was. Both recommendations were largely accepted. Councillor Shaista Aziz, Cabinet Member for Inclusive Communities and Culture responded that the strategy would be presented to Council for adoption as part of the policy framework, and as part of that process would be amended to show the changes which were intended to be made.

98. Authority Monitoring Report and Infrastructure Funding Statement 2021/22

The Acting Head of Planning Services (Planning Policy) had submitted a report to seek approval of the Authority Monitoring Report (AMR) and Infrastructure Funding Statement (IFS) 2021/22 for publication.

Councillor Alex Hollingsworth, Cabinet Member for Planning and Housing Delivery, explained that the Council was required to publish the documents on an annual basis. The AMR assessed the effectiveness of the planning policies contained within the Oxford Local Plan, as well as the implementation of the Oxford Local Development Scheme, the Council's Statement of Community Involvement in Planning and the Duty to Cooperate. The IFS set out information on Community Infrastructure Levy (CIL) contributions and Section 106 contributions, and the infrastructure items on which CIL was to be spent on in the next five years.

In presenting the report Councillor Hollingsworth drew attention to the positive housing trajectory, which showed that the Council was now ahead of the housing supply projection within the Local Plan. Attention was also drawn to the impact of the Government's changes to the planning use classes system, which meant that all retail uses and all office uses were now essentially within a single use class. Planning permission was therefore no longer needed for changes of building between these uses. The full impact of these changes on high streets and district centres, and on the Local Plan, remained to be determined.

The significant progress in affordable housing completions over the preceding four year period, as shown at figure 3 of the report, was also noted.

Cabinet resolved to:

1. **Approve** the Authority Monitoring Report and Infrastructure Funding Statement 2021/22 for publication; and
2. **Delegate authority** to the Acting Head of Planning Services (Planning Policy) to make any necessary minor, non-material corrections to the document prior to publication.

99. Cowley Branch Line Local Funding for Full Business Case

The Executive Director (Development) had submitted a report to (i) seek approval for a funding package and (ii) authority to enter into all necessary contracts in order to undertake the Approval in Principle design and Full Business Case and local connectivity studies for the reopening of the Cowley Branch Line to passengers.

Councillor Louise Upton, Cabinet Member for Health and Transport, informed Cabinet that Network Rail had produced an outline business case for the re-opening the Cowley Branch Line to passengers. The next stage of the project would be a full business case, and funding was required to enable this to proceed. Whilst producing the full business case would not guarantee delivery of the project to re-open the line, there was no prospect of it progressing without the work. Negotiations had taken place with other landowners who would benefit from the re-opening of the line with regard to co-funding.

Councillor Upton highlighted that benefits to the city of the re-opening of the line would be significant, and included potential new rail stations at South Oxford and East Oxford. The funding being sought would cover the infrastructure to be provided, as well as

ensuring that the connectivity between the stations and local communities and businesses was designed to be as effective as possible.

It was noted that, following legal advice, a correction to the second bullet point under recommendation 1 was proposed. The wording *'Up to £3.5m of CIL to be forward funded from local landowners and then be repaid/offset from CIL liabilities for any future development that gains planning consent after the date that contracts are entered into'* was to be replaced with:

'Up to £3.5m of the costs to be funded by local landowners and then be reimbursed from CIL paid for any future development by those landowners that gains planning consent after the date that contracts are entered into'.

Clarification was provided that a landowner would only be reimbursed if their organisation (and not another organisation) gained planning consent.

Cabinet resolved to:

1. **Approve the funding strategy and recommend Full Council to approve a capital budget of £4.56m to deliver the next phase of the project made up of:**
 - Up to £289,000 up front contribution from Oxford City Council from already-secured Community Infrastructure Levy (CIL) funds;
 - Up to £3.5m of the costs to be funded by local landowners and then be reimbursed from CIL paid for any future development by those landowners that gains planning consent after the date that contracts are entered into;
 - At least £771,000 from local landowners and Oxfordshire County Council as a non-repayable grant contribution;
 - In the event that the submitted Levelling Up Fund 2 application seeking £4.0m is found to be successful in total or in part, the local funding arrangement described above would be reduced commensurately from one or more of the funding pots outlined above; and
2. **Delegate authority** to the Executive Director (Development), in consultation with the Council's Section 151 Officer, the Head of Law and Governance, and the Cabinet Members for Health & Transport and for Finance & Asset Management to agree financial contributions and terms, and then enter into all relevant funding agreements and contracts.

100.Delivery of Affordable Housing (Railway Lane and Marston Paddock)

Councillor Linda Smith, Cabinet Member for Housing, introduced a report to seek further project approvals and delegations to enable the continued development, and purchase into the Housing Revenue Account, of more affordable housing in Oxford at sites at Railway Lane in Littlemore and Marston Paddock in Old Marston.

It was noted that both sites had received planning permission. At Railway Lane permission for 90 homes - of which 100% were to be affordable housing and at least 50% of these for social rent - had been granted, with construction anticipated to start next summer. Permission for 40 homes had been granted for Marston Paddock, of which 50% were to be affordable; however, once purchased by the Council into the HRA the intention was for all 40 properties to be converted to affordable housing (21 for social rent and 19 for shared ownership). All of the properties at both sites would be

high quality, all-electric and with high thermal efficiency. There would also be a mix of units in terms of size, with some much needed larger properties (4- and 5- bedroomed) to be provided, as well as 12 homes which were adapted for wheelchair users. The units would be delivered in partnership with developers, marking an evolution in terms of the method of delivery of affordable housing by the Council.

Cabinet resolved to:

1. **Grant project approval** for the continued acquisition of affordable dwellings developed by OCHL for which budgetary provision has been made in the Council's Housing Revenue Account in respect of:
 - (i) Railway Lane, Littlemore (referenced in paragraphs 3 to 10 of the report) and
 - (ii) Marston Paddock, Butts Lane, Old Marston (referenced in paragraphs 11 to 17 of the report);
2. **Delegate authority** to the Executive Director (Development), in consultation with the Head of Law and Governance, to approve and facilitate the license to occupy and develop the council owned site in order to facilitate the development within this project approval for Railway Lane, Littlemore; and
3. **Delegate authority** to the Executive Director (Development), in consultation with the Executive Director (Communities and People), the Cabinet Member for Housing, the Head of Financial Services/ Section 151 Officer and the Head of Law and Governance, to enter into agreements and facilitate the agreed purchase by the Council of these developments, with all the affordable housing units from OCHL to be held in the HRA, within this project approval for the Railway Lane and Marston Paddock sites.

101. Grant Allocations to Community & Voluntary Organisations 2023/24

The Head of Community Services had submitted a report to confirm the criteria and weighting for assessing 2023/24 grant allocations, and to give an interim update showing examples of the effectiveness of the Community Impact Fund grants to date.

Councillor Shaista Aziz, Cabinet Member for Inclusive Communities and Culture, reminded Cabinet that in 2021/2022 a decision had been taken to pool a number of different funding streams and create the Oxford Community Impact Fund with the aim of ensuring that funding was more accessible and aligned to the Council's priorities, and that the grant application process was streamlined. An update showing the impact of grants to date was expected to be brought to Cabinet next autumn, covering the full year of funding from 1 April 2022 and 31 March 2023.

In considering the grant allocation process for 2023/24, it was recommended that applicants be asked to provide information regarding the demographics of their board/staff/volunteer teams, as well as their response to the cost of living crisis. This would not form part of the application process, but would be used within the monitoring process and was aimed at reducing inequalities and seeking to ensure that the process was fair for everyone in the city.

It was noted that the current economic pressures, and in particular the rising costs of energy, were likely to increase the number of requests for assistance from the Fund.

It was noted that grant applications had previously been brought to Cabinet for approval, and clarification was sought as to whether this process would continue. It

was considered appropriate Cabinet be invited to approve Big Ideas and other major and medium-sized grants, with small grants being reported for information. The Head of Community Services confirmed that work was already underway to this effect.

Cabinet resolved to:

1. **Note** the implementation of the new Oxford Community Impact Fund agreed by Cabinet on 15 December 2021 as part of the strategic grants review; and
2. **Recommend** that applicants are requested to provide information regarding the demographics of their board/staff/volunteer teams and their response to the cost of living crisis in a voluntary capacity as part of project monitoring for grants awarded in 2022-23 and to make this obligatory for grants awarded in 2023-24; and
3. **Note** that a report to Cabinet seeking approval for major and medium-sized grants, and providing information on the allocation of small grants, was expected.

102. Thriving Communities Strategy 2023-27

The Executive Director (Communities & People) had submitted a report to present the Thriving Communities Strategy 2023-27, and to recommend its adoption by Council as part of the policy framework.

Councillor Shaista Aziz, Cabinet Member for Inclusive Communities and Culture, clarified that the Strategy aimed to improve the way in which the Council worked with and alongside communities, rather than looking to impose solutions. The pandemic and cost of living crisis had demonstrated the excellent work of many thriving community organisations; the Strategy would seek to help people to work more closely together and avoid duplication, provide a voice to communities, and provide autonomy in how communities worked with the Council.

The Head of Community Services highlighted the importance and value of the 10-week Thriving Communities City Conversation which had involved partners, community groups and residents. The outcomes of this process had underpinned and informed the development of the strategy. A desktop version of the strategy was currently being prepared which would include video, and an easy-read version was also available. This was aimed at ensuring the accessibility of the Strategy to everyone. An action plan was also being produced, and it was proposed that an annual update should be brought to Cabinet detailing progress against aims and learning points acquired over the preceding year.

Cabinet resolved to:

1. **Recommend to Council** to adopt Oxford's Thriving Communities Strategy 2023-27 as part of the Council's policy framework, including the following recommendations:
 - (i) agree and adopt the Thriving Communities Principles across the Council's work and to encourage our partners to do the same;
 - (ii) explore opportunities to improve the inclusivity and sustainability of Oxford's community facilities, and review opportunities as they arise through a business case;

- (iii) continue to integrate council services and seek out opportunities to better align our work with partner agencies, including co-location.
- 2. **Agree** that an annual progress update should be produced for Cabinet, and that the action plan should be regularly reviewed based on new data and insights such as the census.

103. Workforce Equalities and Action Plan

The Head of Business Improvement had submitted a report to (i) seek approval for the publication of the annual Workforce Equality Report 2022, the Gender Pay Gap Report, the Ethnicity Pay Gap Report and the Disability Pay Gap Report; and (ii) share current progress on the Workforce Equalities Report and Action Plan.

Councillor Nigel Chapman, Cabinet Member for Citizen Focused Services, highlighted that the Workforce Equalities Report was required to be published annually under the Equality Act 2010. It included information on changes to the demographics of the workforce; actions taken in terms of recruitment and retention to improve diversity; and the pay gaps data. Whilst only the gender pay gap report was required by law, the Council also chose to publish an ethnicity pay gap report and a disability pay gap report. The reports were a snapshot as at 31 March 2022, and had demonstrated significant improvements around the role and seniority of women (which had also had a positive impact on the gender pay gap) and an increase in the percentage of staff from ethnic minorities beyond the set target. The pay gap performances were better than the national average, particularly on gender.

Councillor Chapman highlighted that future areas of focus would include seeking to improve the quality of information obtained from staff and the representation of ethnic minority women in leadership roles. Consideration would also be given as to how trans and LGBT representation in the workforce could be monitored and reported.

Cabinet resolved to:

1. **Approve** the Workforce Equality Report 2022;
2. **Delegate authority** to the Head of Business Improvement to make any necessary corrections and minor amendments before publication and publish the Workforce Equality Report;
3. **Approve** the Gender Pay Gap, Ethnicity Pay Gap and Disability Pay Gap reports for this year; and
4. **Delegate authority** to the Head of Business Improvement to publish on the Council's website: (i) the Gender Pay Gap table at paragraph 19 of the report before the deadline of 30 March 2023; (ii) the Ethnicity Pay Gap table at paragraph 27 of the report; and (iii) the Disability Pay Gap table at paragraph 33 of the report.

104. Integrated Performance Report Q2 2022/23

The Head of Financial Services and the Head of Business Improvement had submitted a report to update Cabinet on finance, risk and corporate performance matters as at 30 September 2022.

Councillor Ed Turner, Cabinet Member for Finance and Asset Management, highlighted the small adverse variance of £0.193 million against the net agreed budget, but noted that this covered 'movement under the surface'. Many of the factors which had had a positive impact on the budget had been one-off (such as delays to filling staffing roles, delays to developments resulting in greater than expected income from community centres, and delays in expenditure and borrowing for capital projects) whereas some of the negative factors were potentially more embedded. The outturn for the year was expected to be on, or close to, target; however, pressures remained in relation to interest rates, utility costs, the ongoing impact of Covid on items like commercial property income, and construction inflation.

Cabinet resolved to:

1. **Note** the projected financial outturn for 2022-23 as well as the position on risk and performance as at 30 September 2022.

105. Medium Term Financial Strategy 2024/25 - 2026/7 and 2023/24 Budget for Consultation

The Head of Financial Services had submitted a report to propose a Medium Term Financial Strategy and the 2023/24 Budget for consultation.

Councillor Ed Turner, Cabinet Member for Finance and Asset Management, referred to a report to Cabinet on 13 July 2022 which had set out the budget setting strategy and a number of challenges to the Council's financial position in the medium term. He commended officers for their work in achieving a four year balanced budget which sought to safeguard front line services and enable the Council to continue to deliver its priorities. Whilst some increases to charges were proposed, a full Council Tax reduction scheme would remain and there would continue to be significant investment in areas such as affordable housing; community centres; grants; youth ambition; climate change work and advice work. A change to Council Tax charges in respect of second homes and properties empty for more than one year was also proposed, subject to the enactment of Government legislation.

The Local Government finance settlement was expected in the following week, and a cautious approach had been used in relation to the expected level of the settlement.

It was noted that reserves and contingencies remained at a significantly lower level than had been the case prior to the Covid pandemic.

Cabinet resolved to:

1. **Approve** the 2023-24 General Fund and Housing Revenue Account budgets for consultation and the General Fund and Housing Revenue Account Medium Term Financial Strategy as set out in Appendices 1-9, noting:
 - a) the Council's General Fund Budget Requirement of £23.433 million for 2023/24 and an increase in the Band D Council Tax of 2.99% or £9.76 per annum representing a Band D Council Tax of £336.31 per annum;
 - b) the Housing Revenue Account budget for 2023/24 of £51.577 million and an increase of 7% (£7.51 per week) in social dwelling rents from 1 April 2023 giving a revised weekly average social rent of £114.73 as set out in Appendix 5;

- c) the increase in shared ownership rental in accordance with the lease as shown in paragraph 88 and the discretion used by the Head of Housing in setting the initial rent for the unsold share of 2% and giving delegated approval to the Head of Housing to set this for future shared ownership rents up to 2.75%;
 - d) the General Fund and Housing Revenue Account Capital Programme as shown in Appendix 6.
2. **Agree** the fees and charges shown in Appendix 7;
 3. **Delegate** to the Section 151 Officer in consultation with the Deputy Leader (Statutory) - Finance and Asset Management the decision to determine whether it is financially advantageous for the Council to enter into a Business Rates Distribution Agreement as referred to in paragraph 22 of the report;
 4. **Approve** the payment into the County Council Pension Fund of £5 million in 2023-24 as referred to in paragraph 32 of the report; and
 5. **Agree** to implement the changes to Council Tax charges in respect of second homes and properties empty for more than one year as referred to in paragraphs 23-25 from 1st April 2024 when the Levelling Up and Regeneration Bill is enacted.

106. Treasury Management Mid-Year Report

The Head of Financial Services had submitted a report detailing the performance of the Treasury Management function for the 6 months to 30 September 2022.

Councillor Ed Turner, Cabinet Member for Finance and Asset Management highlighted that budgeted investment income and income from loans had been above projection, largely due to higher interest rates and reduced borrowing and lending. However, it was also noted that there were detrimental consequences in other areas of the budget as a result of rising interest rates.

Cabinet resolved to:

1. **Note** the performance of the Treasury Management function for the six months to 30 September 2022.

107. Minutes

Cabinet resolved to approve the minutes of the meeting held on 16 November 2022 as a true and accurate record.

108. Dates of Future Meetings

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 7.58 pm

Chair

Date: Wednesday 25 January 2023

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.

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

Document is Restricted

This page is intentionally left blank

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

Document is Restricted

This page is intentionally left blank

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

Document is Restricted

This page is intentionally left blank