

Agenda

Cabinet

This meeting will be held on:

Date: **Wednesday 9 August 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.

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All public papers are available from the calendar link to this meeting once published

Cabinet Members

Councillor Susan Brown	Leader, Inclusive Economy and Partnerships
Councillor Ed Turner	Deputy Leader (Statutory) - Finance and Asset Management
Councillor Shaista Aziz	Cabinet Member for Safer Communities
Councillor Nigel Chapman	Cabinet Member for Citizen Focused Services and Council Companies
Councillor Jemima Hunt	Cabinet Member for Culture and Events
Councillor Chewe Munkonge	Cabinet Member for Leisure and Parks
Councillor Anna Railton	Cabinet Member for Zero Carbon Oxford and Climate Justice
Councillor Ajaz Rehman	Cabinet Member for Inclusive Communities
Councillor Linda Smith	Cabinet Member for Housing
Councillor Louise Upton	Cabinet Member for Planning and Healthier 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	
Apologies for absence have been received from Councillor Nigel Chapman, Cabinet Member for Citizen Focused Services and Council Companies; and Councillor Ajaz Rehman, Cabinet Member for Inclusive Communities.	
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	
The Housing and Homelessness Panel will meet on 2 August 2023. The following report is expected and will be published as a supplement, together with any other recommendations from that meeting:	
<ul style="list-style-type: none">• Expansion of the Housing First Programme	
8 Bertie Place Affordable Housing Scheme	11 - 18
Lead Member: Cabinet Member for Housing (Councillor Linda Smith), Deputy Leader (Statutory) - Finance and Asset Management (Councillor Ed Turner)	
The Executive Director (Development) has submitted a report to seek project approval and delegations to progress the development of 31 affordable homes at Bertie Place. This includes delegated authority to	

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enter into a Development Agreement with Oxford City Homes Limited (“OCHL”), operating under the name OX Place, to facilitate the development and purchase the completed homes, and approval to commence the process regarding the appropriation of land from the General Fund (“GF”) to the Housing Revenue Account (“HRA”) (changing the statutory basis on which it is held by the Council).

Cabinet is recommended to:

1. **Grant project approval** for the build and acquisition of affordable homes developed by OCHL for which budgetary provision has been made in the Council’s Housing Revenue Account in respect of Bertie Place;
2. **Delegate authority** to the Head of Housing in consultation with the Head of Law and Governance and the Head of Financial Services/Section 151 Officer to enter into a Development Agreement with OCHL to facilitate the development, secure the purchase of the completed affordable homes, to be held in the HRA, and to enter into any related agreements and contracts to facilitate the development within this project approval and budget for Bertie Place. Acquisition costs are specified in the confidential appendix; and
3. **Agree** to commence the appropriation process of Site A at Bertie Place, noting the intent to take a full report to October Cabinet and subsequently to Council.

9 Northfield Hostel Site Additional Affordable Housing

19 - 24

Lead Member: Cabinet Member for Housing (Councillor Linda Smith), Deputy Leader (Statutory) - Finance and Asset Management (Councillor Ed Turner)

The Executive Director (Development) has submitted a report to seek project approval and delegations to deliver a development of a further 10 affordable homes at the Northfield Hostel site.

Cabinet is recommended to:

1. **Grant project approval** to the proposals to purchase land; enter into build contracts and any other necessary agreements or contracts and incur associated development cost spends, as set out in this report, and within the allocated Housing Revenue Account (“HRA”) capital budget and business plan, for the purpose of delivering more affordable housing in Oxford at the Northfield Hostel site;
2. **Recommend to Council** that it approves a virement within the HRA capital budget for scheme costs. The virement will be from the

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Oxford City Housing Limited (“OCHL”) purchase line into a new scheme line to be profiled to match the build programme across the three years from 2023/24 to 2025/26;

3. **Delegate authority** to the Executive Director (Development) in consultation with the Cabinet Member for Housing; the Head of Financial Services/Section 151 Officer; and the Council’s Monitoring Officer to enter into agreements for the purchase of land; build contracts; and any other necessary agreements or contracts to facilitate the development (including a Development Services Agreement with OCHL) within the identified budget, for the provision of additional affordable housing.

10 Expansion of the Housing First Programme

25 - 34

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

The Executive Director (Communities and People) has submitted a report to seek approval for the expansion of the Housing First programme following a successful bid to the Single Homelessness Accommodation Programme.

Cabinet is recommended to:

1. **Approve** the Council’s participation in the Single Homelessness Accommodation Programme (SHAP) in order to purchase 12 new units for Housing First alongside commissioning support for a total of 17 units, including 5 units drawn from general needs stock;
2. **Recommend to Council** the allocation of a £2,888,000 capital budget (of which £1,688,000 will be borrowed by the Housing Revenue Account) for the Council’s investment to purchase the properties as part of the Single Homelessness Accommodation Programme as outlined in paragraph 19, the balance of which will be met by the SHAP grant;
3. **Recommend to Council** a budget allocation of £600,000 to cover revenue costs to commission support providers to deliver support for the 17 units of Housing First. The funding equates to 3 years’ worth of revenue but is spread over 4 financial years (paragraph 18); and
4. **Delegate authority** to the Executive Director (Communities and People) in consultation with the Cabinet Member for Housing; the Head of Financial Services/Section 151 Officer; and the Head of Law and Governance/Monitoring Officer, to enter into agreements and contracts to facilitate the purchase by the Council of housing (to be held in the HRA) within the identified budget and within the project approval, as well as to enter into or amend agreements or contracts in relation to support provision (revenue spend) in line

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with procurement requirements.

11 Fire Servicing and Maintenance Contract

35 - 40

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

The Executive Director (Communities and People) as submitted a report to seek: (i) approval to tender a contract for the provision, servicing and maintenance of fire safety systems; (ii) delegated authority to award a contract following the tender process and (iii) approval for an annual budget expenditure as shown in Appendix 2.

Cabinet is recommended to:

1. **Approve** the commencement of a procurement exercise for the provision, servicing and maintenance of fire safety systems for a 5-year term with an optional 12-month extension and an annual budget expenditure as shown in Appendix 2 for a period of 5 years (+1) for a total contract value as shown in Appendix 2; and
2. **Delegate authority** to the Executive Director (Communities and People) to award the contract for the provision, servicing and maintenance of fire safety systems to the successful supplier following completion of a compliant tender process and issue works to the approved annual value.

12 Minutes

41 - 50

Recommendation: That Cabinet resolves to **approve** the minutes of the meeting held on 12 July 2023 as a true and accurate record.

13 Dates of Future Meetings

Meetings are scheduled for the following dates:

13 September 2023
18 October 2023
15 November 2023
13 December 2023
24 January 2024
7 February 2024

All meetings start at 6.00pm.

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

Matters Exempt from Publication

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

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

Part Two – matters exempt from publication

14	Bertie Place Affordable Housing Scheme - Appendix 1	51 - 52
15	Northfield Hostel Site Additional Affordable Housing - Appendix 1	53 - 54
16	Fire Servicing and Maintenance Contract - Appendix 2	55 - 56

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.

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 – 9 August 2023
Council – TBC 2023

Report of: Executive Director (Development)

Title of Report: Bertie Place affordable housing scheme – project approvals and land appropriation

Summary and Recommendations	
Purpose of report:	To seek project approval and delegations to progress the development of 31 affordable homes at Bertie Place. This includes delegated authority to enter into a Development Agreement with Oxford City Homes Limited (“OCHL”), operating under the name OX Place, to facilitate the development and purchase the completed homes, and approval to commence the process regarding the appropriation of land from the General Fund (“GF”) to the Housing Revenue Account (“HRA”) (changing the statutory basis on which it is held by the Council).
Key decision:	Yes
Cabinet Member:	Councillor Linda Smith, Cabinet Member for Housing Councillor Ed Turner, Cabinet Member for Finance and Asset Management
Corporate Priority:	More Affordable Housing and Meeting Housing Needs
Policy Framework:	Housing and Homelessness Strategy 2023 to 2028
Recommendations: That Cabinet resolves to:	
<ol style="list-style-type: none"> 1. Grant project approval for the build and acquisition of affordable homes developed by OCHL for which budgetary provision has been made in the Council’s Housing Revenue Account in respect of Bertie Place; 2. Delegate authority to the Head of Housing in consultation with the Head of Law and Governance and the Head of Financial Services/Section 151 Officer to enter into a Development Agreement with OCHL to facilitate the development, secure the purchase of the completed affordable homes, to be held in the HRA, and to enter into any related agreements and contracts to facilitate the development within this project approval and budget for Bertie Place. Acquisition costs are specified in the confidential appendix; and 3. Agree to commence the appropriation process of Site A at Bertie Place, noting the intent to take a full report to October Cabinet and subsequently to Council. 	

Appendices

Appendix 1
(Confidential)

Summary of Development Scheme Appraisal, including valuation and cost information

Introduction and background

1. The Council continues to develop a supply programme to deliver more affordable housing through multiple work streams, including the delivery of homes through the Council's housing company – OCHL (operating under the name OX Place); direct delivery by the Council; joint ventures; regeneration schemes; acquisitions; and enabling activity with Registered Providers, Community-Led Housing groups, and other partners. The Council seeks to deliver over 1,600 affordable tenure homes across the next four years (to March 2027), with at least 850 of those at the most affordable Social Rent level.
2. This is a further report regarding the arrangements between the Council, using its HRA, and OCHL. It seeks to secure Council-side approvals and delegations to enable the development of the Bertie Place scheme in the direct-delivery programme, and the purchase of the new affordable housing into the HRA.

OCHL development programme

3. OCHL continue to deliver an extensive programme of development schemes in accordance with the OCHL business plan.
4. This report relates to one development in the programme, Bertie Place, which will be ready to enter contract shortly (subject to approval of the recommendations set out in this paper).
5. The scheme is also subject to planning consent. A planning application for the site was submitted in May 2023 (23/00988/FUL). It is anticipated that the application will go to Planning Committee in early Autumn 2023. This report is separate to the planning process and the overview provided is for the information only.
6. It is proposed that the Council should i) enter into a Development Agreement with OCHL for the development and purchase of completed affordable homes at Bertie Place and ii) hold the affordable housing stock within the HRA on completion. The Council has allocated sufficient budget in the Medium-Term Financial Plan and the HRA business plan, for this purpose.
7. This report also requests that Cabinet agree to commence the appropriation process for Bertie Place Site A from the General Fund to the Housing Revenue Account, noting a report to Cabinet in October 2023 and to Council beyond this.
8. Additional scheme information relating to the financial appraisal is provided in the (commercially sensitive) appendix to this report.

Scheme information

9. Bertie Place (Bertie Place Recreation Ground and Land Behind Wytham Street) is located within the Hinksey Park ward.

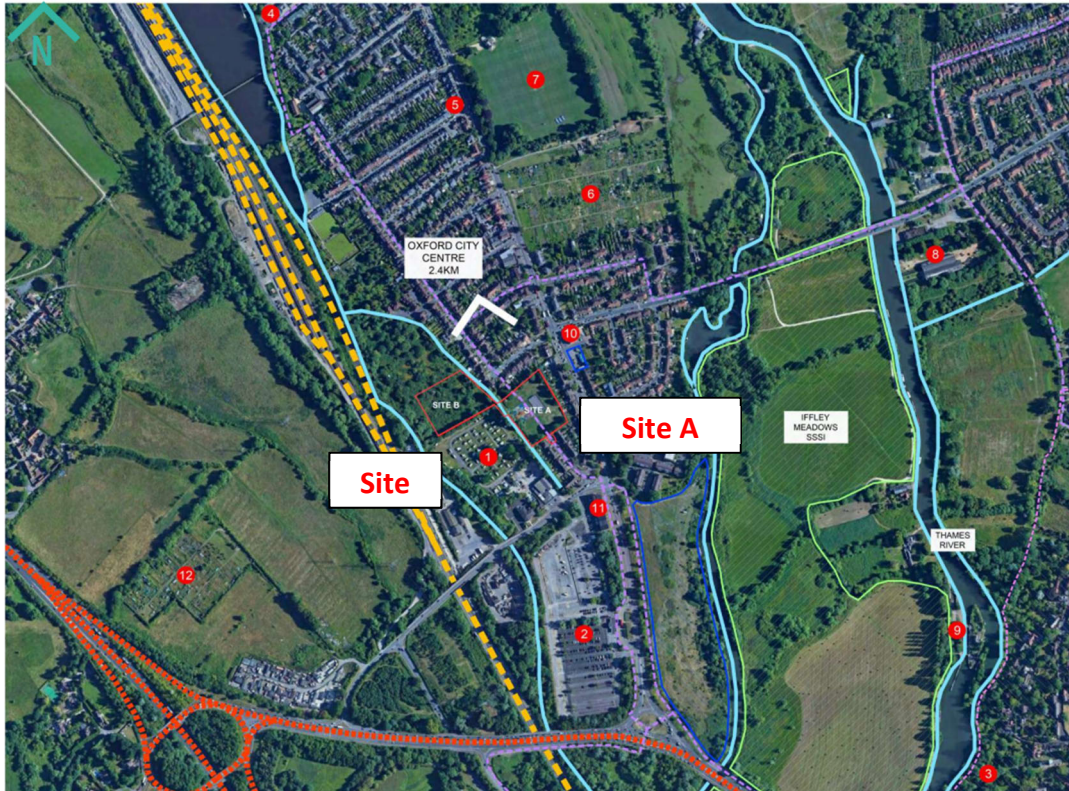


Image 1: Aerial view of the sites. Site A is the current Bertie Place recreation ground with the adjacent Site B currently scrub land.

10. The development comprises two sites: Site A and Site B. Site A is currently a public recreation ground, including a small children’s play area and a Multi-Use Games Area (MUGA) and is the principal site which will accommodate the flats and houses along with a re-sited MUGA and play area. The scheme is predicated on minor works and improved public access to Site B. See image below for a map of the site.

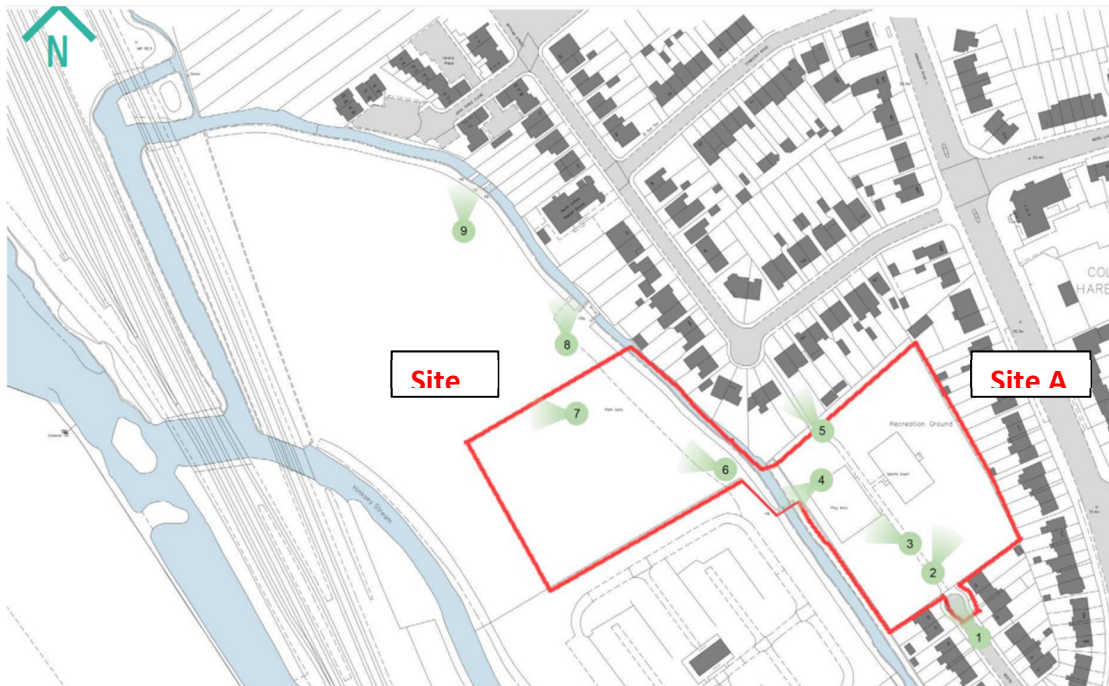


Image 2: Map image of the sites currently.

11. The land has been identified for housing development in successive Local Plans since 2013. Both the current and previous Local Plans were adopted after extensive public consultation and rigorous examination at a public inquiry.
12. Oxford City Council owns the land and proposes the development of the site in collaboration with OCHL. The current proposal is for a 100% affordable housing development of 31 homes (22 for Social Rent and 9 for shared ownership), comprise of the following mix:

Size	Social Rent	Shared Ownership	Total	Notes	%
1B2PF	11			1 flat (3.2%) to M4(3)	35.5%
2B3PF	1				3.2%
2B4PH		9			29%
3B5PH	10	a			32.3%
Total	22	9	31		100
	71%	29%	100%		100%

13. The proposals aim to achieve 40 per cent carbon reduction from the current Building Regulations standard whilst also meeting all the requirements of the updated Building Regulations Part L and Part F, in addition to the new Building Regulations Part O (Overheating).
14. This proposed development would be car-free with three visitor, one disabled, and one car club parking space(s) by the entrance near Bertie Place. A series of pedestrian and cyclist access points have been retained along the site boundary in the proposals.
15. The proposed scheme would re-provide both a MUGA and a children's play area for use by new and existing residents. See image below for a proposed site layouts and visuals.

provision for purchases of affordable housing from OCHL's 10-year development programme of 1,214 properties within an overall budget envelope of £367m (before grant and shared ownership sales), in addition to 89 affordable homes through direct delivery in the HRA.

22. The decision to proceed with any development and purchase of the affordable homes through the Development Agreement will be supported by a development scheme appraisal/ financial modelling to ensure that financial parameters and requirements are met for OCHL and the HRA, as set out in Appendix 1.

Land appropriation and rationale

23. Appropriation is the process by which land held by the Council pursuant to one statutory function is transferred to another statutory function.
24. Two separate "appropriations" are required in order to undertake this development. First, (subject to cabinet agreeing to the commencement of the appropriation process, planning permission being granted and the conclusion of the consultation exercise) the land at Site A must be appropriated for the purpose of building affordable housing. Second, if this proposed appropriation process has been approved and completed and should planning permission be granted, the land must be appropriated (i.e. transferred) from the General Fund to the Housing Revenue Account under a separate legal mechanism. This report deals with the appropriation of Site A for the purpose of building affordable housing. The Council holds land for the statutory purposes for which it was acquired or following acquisition, appropriated. Section 122 Local Government Act 1972 governs the process of appropriation. Section 122 provides that before appropriating any land which is an open space the Council must give notice of its intention to do so and consider any objections made to the proposed appropriation. Comments will be given due consideration and a summary report to be submitted to Council. The notice must be given in a local newspaper over a period of two consecutive weeks.
25. The Land is held by the Council as a pleasure ground under section 164 of the Public Health Act 1875 – this status as a pleasure ground amounts to a public trust over the Land preventing its use for other purposes. Appropriation of the Land to a planning purpose under section 122 of the 1972 Act (see previous paragraph) will have the effect of discharging this public trust.
26. It should be noted that there may be other trusts over the land which will need to be dealt with appropriately in due course.
27. The purpose of this report is to authorise the taking of the first step of advertising the intention to appropriate. Any objections received would be considered at a future meeting of Council when the decision would be taken on whether to appropriate the land.
28. The appropriation notice will cover Site A (as shown in Appendix 1 Image 1) as it is necessary to appropriate the land for the purpose of building affordable housing before the works can be undertaken. At the time of appropriation the council will need to balance the public benefit of the Bertie Place project proceeding against the impact that the loss of private rights/restrictions may have on landowners benefiting from those private rights.
29. Given the nature of the exercise of the powers proposed by the Council it will be necessary for the Council to comply with its public sector equality duty in reaching a final decision to appropriate the Land to planning purposes.

30. In order to progress the Bertie Place (Site A) development, officers are currently of the view that the appropriation of council-owned land in this area will facilitate the development of the land, and will contribute to the delivery of 31 affordable homes and the achievement of the economic and social wellbeing of the area.
31. The intent is to appropriate all of the site which is required for the development. This would be all land at Site A identified in Image 2.
32. It is likely that footpaths and rights of way will be temporarily suspended to allow for the development to proceed. This also includes the possibility of a temporary road stopping order to accommodate the utility connections. The Council will go through all necessary consultation processes to secure all appropriate permissions.
33. It is important to note that the intent to appropriate covers only land owned by Oxford City Council.
34. Officers consider it necessary to appropriate the land at Bertie Place Site A for development, and believe the benefits of developing these sites outweighs the negative impacts.
35. A report will be submitted to Cabinet in October to set out the response to the publication of the notices. If it is proposed to make the appropriation Cabinet will also be asked to recommend to Council that the land should be transferred from the General Fund to the Housing Revenue Account. A further decision will be required following completion of the works to transfer back to the General Fund that part of the Site not used for housing.

Legal issues

36. The activities, as set out in this report, relate to activity for the purpose of developing homes as affordable housing. This is within the Council's statutory powers. The general power of competence under the Localism Act 2011 and the Local Authorities (Land) Act 1963 enable the Council to develop land it already owns. The Council has power to appropriate land from one purpose to another under section 122 of the Local Government Act 1972.
37. The Council has Homes England Investment Partner status and is a Registered Provider.
38. Any procurement of goods and services for the purpose of developing homes must be carried out in accordance with the Council's constitution and procurement procedures, complying with The Public Contracts Regulations 2015, including ensuring that best value is achieved.

Level of risk

39. Any risks inherent in this programme are already identified elsewhere, with actions to mitigate these detailed in the OCHL and HRA Business Plans and the Council's Medium Term Financial Plan.

Equalities impact

40. There are no adverse impacts in undertaking this activity, with the potential to improve provision for persons in housing need, through the provision of more affordable and accessible housing to better meet client needs. A separate report to Cabinet on the proposed appropriation will consider the specific impact of this at that time.

Report author	Dave Scholes
Job title	Affordable Housing Supply Corporate Lead
Service area or department	Housing Services
Telephone	01865 252636
e-mail	dscholes@oxford.gov.uk

Background Papers:	None
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To: Cabinet – 9 August 2023
Council – 2 October 2023

Report of: Executive Director (Development)

Title of Report: Northfield Hostel Site - 10 Additional Affordable Homes

Summary and Recommendations	
Purpose of report:	To seek project approval and delegations to deliver a development of a further 10 affordable homes at the Northfield Hostel site.
Key decision:	Yes
Cabinet Member:	Councillor Linda Smith, Cabinet Member for Housing Councillor Ed Turner, Cabinet Member for Finance and Asset Management
Corporate Priority:	More Affordable Housing and Meeting Housing Needs
Policy Framework:	Housing and Homelessness Strategy 2023 - 2028
Recommendations: That Cabinet resolves to:	
<ol style="list-style-type: none"> 1. Grant project approval to the proposals to purchase land; enter into build contracts and any other necessary agreements or contracts and incur associated development cost spends, as set out in this report, and within the allocated Housing Revenue Account (“HRA”) capital budget and business plan, for the purpose of delivering more affordable housing in Oxford at the Northfield Hostel site; 2. Recommend to Council that it approves a virement within the HRA capital budget for scheme costs. The virement will be from the Oxford City Housing Limited (“OCHL”) purchase line into a new scheme line to be profiled to match the build programme across the three years from 2023/24 to 2025/26; 3. Delegate authority to the Executive Director (Development) in consultation with the Cabinet Member for Housing; the Head of Financial Services/Section 151 Officer; and the Council’s Monitoring Officer to enter into agreements for the purchase of land; build contracts; and any other necessary agreements or contracts to facilitate the development (including a Development Services Agreement with OCHL) within the identified budget, for the provision of additional affordable housing. 	

Appendices	
Appendix 1 (Confidential)	Summary of Development Scheme Appraisal, including valuation and cost information

Introduction

1. The Council continues to develop a supply programme to deliver more affordable housing through multiple work streams, including the delivery of homes through the Council's housing company – OCHL; direct delivery by the Council; joint ventures; regeneration schemes; acquisitions; and enabling activity with Registered Providers, Community-Led Housing groups, and other partners. The Council seeks to deliver over 1,600 affordable tenure homes across the next four years (to March 2027), with at least 850 of those at the most affordable Social Rent level.
2. This is a further report with regard to the arrangements between the Council, using its HRA, and OCHL. It seeks to secure Council-side approvals and delegations to enable the development of the next scheme in the direct-delivery programme, providing further new affordable housing into the HRA.
3. It is proposed that the Council enters into a Development Services Agreement (“DSA”) with OCHL and purchases the completed affordable homes at the Northfield additional site, and holds the affordable housing stock within the HRA on completion.

Background

4. This site is adjacent to the Northfield Hostel site. Northfield Hostel is a 51-home all-affordable scheme which received project approval at Cabinet on 9 September 2020, with an amendment to the HRA budget in March 2023.
5. Oxfordshire County Council sold the Northfield Hostel site to the Council in June 2022 on condition that the smaller neighbouring site was part of a hybrid planning application (21/03328/OUTFUL) with the affordable housing element delivered solely by the Northfield Hostel site.
6. The opportunity has now arisen for the purchase of the secondary site which has been an option previously sought by the Council. This will allow delivery of a further all-affordable scheme of 10 new homes. Ultimately, this will result in an all-affordable scheme of 61 homes across two sites supported by Homes England grant.
7. The site was formerly a small sports facility for the adjacent hostel which provided residential accommodation for boarding students attending the ‘specialist’ Northfield School on a different site nearby. In 2014 the hostel facility was closed by Oxfordshire County Council, and both sites have been fenced off and unused since that time. The site lies adjacent to the southern bypass at Littlemore, and is accessed from Sandy Lane West, and Bampton Close. See image below (Image 1) for a site plan.

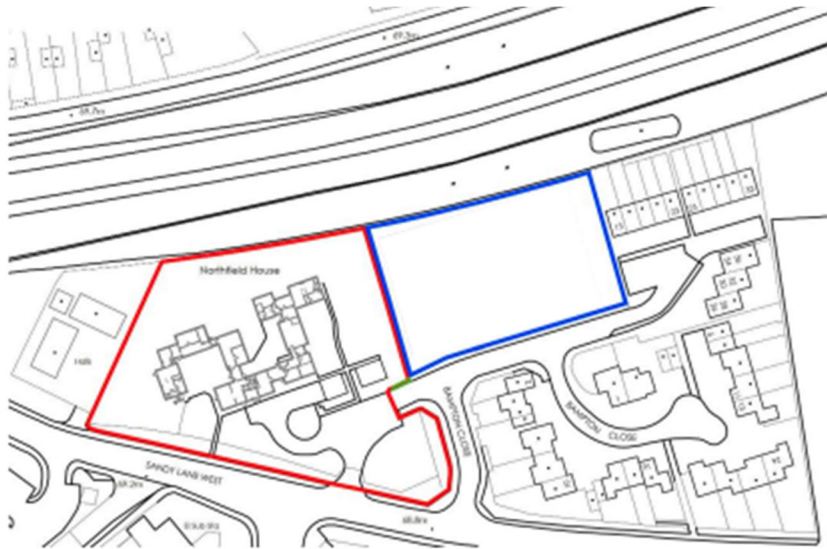


Image 1: Site Plan.

Blue line: Northfield Hostel site additional – Land proposed to be purchased by Oxford City Council

Red line: Northfield Hostel - Land previously purchased by Oxford City Council

Proposal

8. The scheme currently has outline planning consent for 10 homes, and is presently owned by Oxfordshire County Council.
9. Like the Northfield Hostel site, it is proposed that these units will be developed as an HRA scheme using a DSA with OCHL to deliver the homes.
10. The Northfield Hostel additional site proposal is for a 100 per cent affordable housing development of 10 houses. This is presently modelled as six homes for Social Rent and four for shared ownership but at least 50 per cent to be at Social Rent.
11. Officers are drafting Heads of Terms relating to the purchase of this secondary site which provides the clarity under which a sale might be achieved. The sale is proposed as an agreed ‘off-market’ sale with Oxford City Council only. Both authorities consider that this has provided sufficient rigour to the valuation process, outside of any market testing exercise.
12. An independent ‘red-book’ valuation has also been commissioned by Oxford City Council on the site. Initial feasibility work is being undertaken in support of the application with additional budget required for further technical design and other elements (included in the scheme appraisal).
13. Additional scheme information relating to the financial appraisal is provided in (commercially sensitive) Appendix 1 to this report
14. A further detailed planning application is anticipated for late 2023 and is expected to propose delivering 10 new affordable houses of which at least 5 would be at Social Rent (see paragraph 10). The site already has outline planning permission for 10 x 3- and 4-bed houses. The proposed homes and tenures are detailed below:

Size	Social Rent	Shared ownership	Total
3-bed house	2	4	6
4-bed house	4	0	4
Totals	6	4	10

Next steps

15. Details of the budget envelope and cost breakdown is contained within Appendix 1. This is compiled using assumed build costs and densities. The option of using OCHL as the site developer is the most viable delivery approach for the Council. Detailed design and due diligence work will need to continue and will impact on cost.
16. Ideally the scheme will progress quickly and in tandem with the Northfield Hostel site where demolition is expected to start in August 2023. Aligning the schemes will allow for site cost savings and relatively quick delivery, targeting completion in Quarter 4 2025/6.
17. This report proposes to secure delegations and authorities for the land deal, DSA and build contracts and proposes a revision to the HRA capital programme to allow for this forecast spend.

Financial implications

18. This report seeks the required delegations to further develop the programme of affordable housing supply. The Council's Medium Term Finance Plan (MTFP), approved at Council in February 2023, supports the 40-year HRA Business Plan, and makes provision for purchases of affordable housing from OCHL's 10-year development programme of 1,214 properties within an overall budget envelope of £367m (before grant and shared ownership sales), in addition to 89 affordable homes through direct delivery in the HRA.
19. The decision to proceed with any development or purchase will be supported by a development scheme appraisal/ financial modelling to ensure that financial parameters and requirements are met for OCHL and the HRA. Please see Appendix 1 for financial information.

Budget virement and profile

20. For budget purposes, this report seeks the recommendation (to Council) to approve a virement within the HRA capital budget for scheme costs. The virement will be from the OCHL buy-back line into a new scheme line to be profiled to match the build programme across the three years from 2023/24 to 2025/26. The overall impact of this on OCHL is set out in the confidential appendix.

Year	2023/24	2024/25	2025/26	Total
Spend profile	£1.4m	£2.432m	£2.432m	£6.265m

Legal issues

21. The activities, as set out in this report, relate to activity for the purpose of developing homes as affordable housing. This is within the Council's statutory powers. The Council has power to acquire land by agreement under section 121 of the Local Government Act 1972. The general power of competence under the Localism Act 2011 and the Local Authorities (Land) Act 1963 enable the Council to develop land it already owns. The Council has power to appropriate land from one purpose to another under section 122 of the Local Government Act 1972.
22. The Council has Homes England Investment Partner status and is a Registered Provider.
23. Any procurement of goods and services for the purpose of developing homes must be carried out in accordance with the Council's constitution and procurement procedures, complying with The Public Contracts Regulations 2015, including ensuring that best value is achieved.

Level of risk

24. Any risks inherent in this programme are already identified elsewhere, with actions to mitigate these detailed in the OCHL and HRA Business Plans and the Council's Medium Term Financial Plan.

Equalities impact

25. There are no adverse impacts in undertaking this activity, with the potential to improve provision for persons in housing need, through the provision of more affordable and accessible housing to better meet client needs.
26. The Council recognises and encourages employers who pay the Oxford Living Wage.

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Background Papers:	None
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To: Cabinet
Date: 9 August 2023
Report of: Executive Director (Communities and People)
Title of Report: Expansion of the Housing First Programme

Summary and recommendations	
Purpose of report:	To seek approval for the expansion of the Housing First programme following a successful bid to the Single Homelessness Accommodation Programme
Key decision:	Yes
Cabinet Member:	Councillor Linda Smith, Cabinet Member for Housing
Corporate Priority:	Deliver More Affordable Housing, Support Thriving Communities
Policy Framework:	Housing, Homelessness and Rough Sleeping Strategy 2023-28

Recommendations: That Cabinet resolves to:	
1.	Approve the Council's participation in the Single Homelessness Accommodation Programme (SHAP) in order to purchase 12 new units for Housing First alongside commissioning support for a total of 17 units, including 5 units drawn from general needs stock;
2.	Recommend to Council the allocation of a £2,888,000 capital budget (of which £1,688,000 will be borrowed by the Housing Revenue Account) for the Council's investment to purchase the properties as part of the Single Homelessness Accommodation Programme as outlined in paragraph 19, the balance of which will be met by the SHAP grant;
3.	Recommend to Council a budget allocation of £600,000 to cover revenue costs to commission support providers to deliver support for the 17 units of Housing First. The funding equates to 3 years' worth of revenue but is spread over 4 financial years (paragraph 18); and
4.	Delegate authority to the Executive Director (Communities and People) in consultation with the Cabinet Member for Housing; the Head of Financial Services/Section 151 Officer; and the Head of Law and Governance/Monitoring Officer, to enter into agreements and contracts to facilitate the purchase by the Council of housing (to be held in the HRA) within the identified budget and within the project approval, as well as to

enter into or amend agreements or contracts in relation to support provision (revenue spend) in line with procurement requirements.

Appendices

Appendix 1	Housing First Principles
Appendix 2	Risk Register

Introduction and background

1. In 2021/22 the Council implemented a Housing First programme, to help resolve the homelessness of some of the most disadvantaged people in our community. Cabinet approved a capital programme of acquisition (11 November 2020) and the procurement of a support service (16 June 2021) to enable the service to be established.
2. The project was funded by successful capital and revenue bids from two of the Department of Levelling Up, Housing and Communities (DLUHC) rough sleeping programmes. These were the Next Steps Accommodation Programme (NSAP) and the Rough Sleeping Accommodation Programme (RSAP).
3. These programmes provided capital funding to purchase 15 self-contained units, and revenue funding for a support service for these and 25 further properties (20 to be made available from council housing stock and 5 to be provided by A2 Dominion).
4. This year a third programme, the Single Homelessness Accommodation Programme, has been launched by DLUHC. The council has successfully bid for £1.2 million to support the purchase of a further 12 units, and revenue funding of £600,000 to support these 12 units and a further 5 properties (to be made available from existing council housing stock). The revenue funding will provide three years of support for each property. The properties will be purchased by the Council's Housing Revenue Account, partially supported by the SHAP grant. This report seeks approval for the delivery of this extension to the Housing First programme.

Housing First

5. Housing First is an internationally evidenced housing intervention, which has proven successful in supporting people with multiple and complex needs to maintain housing. The main premise is that an individual should not need to prove they are ready for housing and is instead given a permanent offer of their own home, along with an intensive long-term support package to enable them to maintain it. A permanent offer of a home does not mean that they will remain in the same place for the rest of their life. It means that the offer of housing is permanent; if they lose or leave their accommodation they will be supported to find another home.
6. It is acknowledged that the Housing First cohort may experience difficulties along the way, but that support will always be there. Unlike traditional homelessness services, the only condition placed on the individual is a willingness to maintain a tenancy. Support is bespoke to the needs of the individual, and they are able to engage with this on their own terms. The support and accommodation are not linked

and are generally not delivered by the same provider. This means support can flex according to the person's needs and aspirations over time.

7. The delivery of more Housing First accommodation is a key element of both the Council's new Housing, Homelessness and Rough Sleeping Strategy, and the Countywide Homelessness Strategy. Enabling the delivery of more Housing First units is integral to the success of both strategies, which seeks transformation in our approach to rough sleeping and single homelessness, so that we can ultimately end the need to sleep rough in the city. Appendix 1 provides a summary of Housing First principles.

Housing First in Oxford

8. The current Housing First programme in Oxford (as outlined in paragraphs 1-3) is delivered by St Mungo's and A2 Dominion. Two providers were commissioned in order to provide choice to residents. There are currently 21 Housing First properties occupied, and tenants are due to move into a further five properties imminently. The first tenancy commenced in March 2022.
9. The Council's aim for this project has been to deliver a high-fidelity Housing First project. This is because the evidence from a range of projects nationally shows that high fidelity models which adhere to the Housing First principles closely have the best chances of success. Under the Housing First model, providers have been able to assist the most vulnerable people and/or those with the most chaotic housing history in the city into stable accommodation.
10. At the time of writing there had been no evictions or abandonments from any of these properties. This is a considerable success, with the average tenancy sustainment rate for Housing First nationally being 80%. A crucial factor in the success of the project has been the close working with Tenancy Management, the Rents Team and Antisocial Behaviour Teams, as well as external partners like Thames Valley Police and Turning Point (provision of drug and alcohol misuse services).
11. Despite the success of Housing First in Oxford so far, it is not without its challenges. One of the main challenges has been to release units of housing stock into the project. Owing to the high demand for one bed properties, it has been difficult to release sufficient units of stock for this project, without disadvantaging other groups in high housing need, such as care leavers or people in temporary accommodation awaiting a home. With 21 units occupied, and a further 5 soon available making the total units available to the current provision of Housing First 26 out of the 40 units that were planned and bid for under NSAP and RSAP.
12. An increase in supply has fed through to more properties being made available for Housing First this year, and we aim to reach a total of 35 units by the end of 2023/24 for the current programme. This will be achieved by releasing 8 more units from the Council's existing stock along with an additional unit from A2Dominion's stock in city.
13. Further breakdown of units available:

	NSAP/RSAP funded	Units available June 23	Estimated units available March 24
Oxford City to purchase	15	15	15
Oxford City to release from existing stock	20	7	15
A2 Dominion	5	4	5
Total	40	26	35

14. We have not been able to release 5 of the units from our own stock that we were due to under RSAP/NSAP due to the pressures outlined above. This has been acknowledged by DLUHC and these units and support can now be delivered under SHAP (see below).

SHAP bid

15. In preparing for the SHAP bid, 50 people were identified who are currently known to homelessness services and who are thought to require a Housing First solution. However, given the current low level of suitable one-bedroom properties for sale in the City and the need to acquire properties for other purposes to meet the priorities of the Housing, Homelessness and Rough Sleeping Strategy, a total of 12 was considered to be at the upper end of forecasts for acquisitions by the end of the programme on 31 March 2025. Given the current challenges of making our own stock available for Housing First and be supported by revenue funded support, 5 properties are considered to be realistic to release from Council existing stock for this purpose, given the challenges outlined above.

16. The 12 units purchased as part of the SHAP bid will be bought by the Council's Housing Revenue Account, and will become Council social housing stock. Tenants will be issued secure tenancies (following a standard introductory period) and will be charged a social rent, in line with other council tenants.

17. The additional acquisitions into the HRA stock will likely lead to refurbishment work needing to be completed at some of the new units in order to bring them up to Decent Homes standards, as well as an EPC C rating. It will also require additional conveyancing work to be undertaken by Legal Services. Funding for all this work has been incorporated into the bid. This is at a level that has proven sufficient for other acquisitions. The Affordable Supply Team will take steps to ensure all properties purchased are of a standard that would not require levels of investment beyond the budgeted envelope for the programme, although this further reduces the number of suitable units for purchase.

18. Persons moving into the purchased Housing First Units will be supported by dedicated Housing First support workers. The model has a low 'client-support worker' ratio, where one worker supports a maximum of 6 or 7 persons.

Engagement and relationship building starts before a person moves into the accommodation and continues when the person moves into the accommodation. We have been allocated a total of £600,000 in revenue funding over a period of 4 financial years to staff the project. The procurement of the support provision using this revenue funding will be arranged in due course. The funding profile is as follows and equates to a phased roll-out of the project based on the acquisition process:

	2023/24	2024/25	2025/26	2026/27
Revenue	£66,000	£134,000	£200,000	£200,000
Units Occupied	6	12	17	17

Financial implications

19. The acquisition programme will be targeting one-bedroom properties with a target price of £200,000, to be purchased over two years. The total cost of acquisition is expected to be £2,888,000 (allowing for ancillary costs, refurbishment and contingency), with £100k per property to be provided from the SHAP programme to support the purchase costs. This results in a net borrowing cost to the HRA of £1,688,000, or £844,000 per year in 2023/24 and 2024/25.
20. Modelling undertaken in preparation for the SHAP bid showed that the scheme on its own achieved an Interest Cover Ratio (ICR) rating of 1.15 which means it is able to cover the expected interest cost of borrowing using the rental income generated with a margin of 15%. The overall impact on the overall HRA Interest Cover Ratio by including this scheme is negligible and for 2023/24 remains at the interim required minimum of 1.10. The full breakdown of the ICR at a scheme level is provided in Table 1 below.

Table 1. ICR Calculation

Item	Value
No. of properties	12
Total Cost	£2,888,000
Borrowing Required	£1,688,000
Annual Rent	£68,166
Estimated interest of 3.5%	£59,080
ICR	1.15

Legal issues

21. The procurement, commissioning and award of contracts for this service will be undertaken in compliance with the Council's contract rules contained in part 19 of its Constitution.

Level of risk

22. The Risk Register is attached as Appendix 2.

Equalities impact

23. Housing First is an intervention targeted at some of the most vulnerable members of society. Housing first is contained in the Councils Housing, Homelessness and Rough Sleeping Strategy which had a full equality impact assessment carried out on it before its adoption by Council. The service will be subject to monitoring of its performance and impact on individuals including matters of equality and diversity.

Carbon and Environmental Considerations

24. As outlined above properties purchased through this scheme will be brought up to an EPC rating of C, if they do not already meet this standard.

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Background Papers: None

Appendix 1 – Housing First principles

Homeless Link are acknowledged as experts in the Housing First approach. They have developed a set of principles for the delivery of Housing First, with advice and support from the University of York, with feedback from Housing First providers and experts both in the UK and internationally. These are summarised as follows:

People have a right to a home

Bolstering the supply of affordable housing options and keeping any evictions to an absolute minimum. Removing the conditionality from the system, e.g. so people do not have to first prove they are tenancy ready, thereby earning the right to a home. The system views housing as a human right.

Flexible support is provided for as long as it is needed

Our need for support naturally fluctuates; it is almost impossible to predict exactly how much support an individual will need, around which issues and for how long. Yet support for those experiencing homelessness tends to be commissioned in time-limited blocks; some people experience 'cliff-edges' where support suddenly ends, some may be over-supported at times. Instead, a housing-led system allows for support to flex around a person in their own home when they need it.

Housing and support are separated

This separation means that the housing offer is not dependent on the support offer; so if the support comes to an end, the person does not have to move. Conversely, a person does not have to move into a buildings-based project in order to access support; and the support relationship can stay with a person where they want or need to move. Separating the support from the landlord function can also help to clarify the role of different workers, thereby building better relationships (in our research with people using the system, some felt staff are more interested in the building than the people).

Individuals have choice and control

Choice is often designed out of the service response to single homeless people: people are 'placed', 'sent', 'signposted' and, if very lucky, 'housed'. Research suggests that increasing a person's sense of choice and control improves their outcomes and that services are less effective when they are "done to people". Instead, a housing-led system treats people experiencing homelessness as adults and citizens.

The service is based on people's strengths, goals and aspirations

Seeing the person as a survivor, as an individual, as a person, rather than a problem to be managed, and recognising that everyone has strengths. In a housing-led approach, we move from assessments which focus on risks, needs and eligibility to more creative assessments which recognise the strengths, resources and relationships the person brings to the situation and works with them to consider how they can build on these.

An active engagement approach is used

Recognising that services are often 'hard-to-reach', and that closing the case of a person who is experiencing homelessness, substance use or mental health challenges because they behave in a way we find challenging is often counter-productive. Instead, professionals are responsible for proactively engaging their clients; making the service fit the individual instead of trying to make the individual fit the service.

A harm reduction approach is used

Recognising that abstinence from substance use and other potentially harmful behaviours is not desirable and/or realistic for many at this point in time, and that these individuals may disengage if pressured into abstinence by professionals. Instead, workers support

individuals to set their own goals and develop their own strategies to manage risk. A housing-led approach recognises the harm that comes from all forms of homelessness (especially rough sleeping) and seeks to reduce this by avoiding homelessness or by supporting a person to exit homelessness as quickly as possible.

Appendix 2: 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
Tenancy Sustainment	Tenants are evicted due to arrears, antisocial behaviour or other reasons	Opp	Appropriate support not provided	Potential increase in rough sleeping	14/6/23	Ossi Mosley	3	3	3	2	3	1		Ensure Housing First services are delivered with a high fidelity to Housing First principles	31/3/24	In Progress	25	Brendan Lewis
Housing First acquisition	Properties are suitable for HF tenants due to location, property type or other reasons	Opp	Limited availability of one bed properties	High failure rate of HF tenancies	14/6/23	Paul Wilding	3	3	3	3	2	2		Review previous acquisition programmes with affordable development team. Work with Tenancy Management, Anti social behaviour and providers to manage any risk associated with certain locations.	31/3/25	In Progress	25	Brendan Lewis
Increase in demand for Housing First	Continual flow to the street leads to increasing demand for Housing First accommodation	threat	Cost of living and increasing housing affordability gap leads to an increase in homelessness and rough sleeping	Service unable to meet demand	14/6/23	Ossi Mosley	3	3	3	2	3	1		Ensure prevention work is increased across Housing Needs. Adopt a system wide approach to managing homelessness.	31/3/25	In Progress	10	Ossi Mosley

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To: Cabinet
Date: 9 August 2023
Report of: Executive Director (Communities and People)
Title of Report: Procurement of a contract for the provision, servicing and maintenance of fire safety systems

Summary and recommendations	
Purpose of report:	To seek: (i) approval to tender a contract for the provision, servicing and maintenance of fire safety systems; (ii) delegated authority to award a contract following the tender process and (iii) approval for an annual budget expenditure as shown in Appendix 2.
Key decision:	Yes
Cabinet Member:	Councillor Linda Smith, Cabinet Member for Housing
Corporate Priority:	Support thriving communities
Policy Framework:	Housing, Homelessness and Rough Sleeping Strategy 2023-28

Recommendations: That Cabinet resolves to:	
1.	Approve the commencement of a procurement exercise for the provision, servicing and maintenance of fire safety systems for a 5-year term with an optional 12-month extension and an annual budget expenditure as shown in Appendix 2 for a period of 5 years (+1) for a total contract value as shown in Appendix 2; and
2.	Delegate authority to the Executive Director (Communities and People) to award the contract for the provision, servicing and maintenance of fire safety systems to the successful supplier following completion of a compliant tender process and issue works to the approved annual value.

Appendices	
Appendix 1	Risk Register
Appendix 2 (Confidential)	Paragraphs 6 and 9

Introduction and background

1. The Fire Safety Systems Repair and Maintenance contract ensures the statutory inspections and required remedial work are carried out to Oxford City Council's fire safety systems such as; fire extinguishers, sprinklers, fire detectors and emergency lighting. The contract will help ensure the Council complies with the various statutory regulations in respect of fire systems and fire safety.
2. The current contract is coming to the end of its extension period and terminates on 1st January 2024. In order to maintain legislative compliance regarding fire servicing and maintenance and repair and to ensure the safe operation of fire safety systems in Council properties, the contract is required to be re-tendered. This report is seeking authorisation and permission to re-procure a new contract to continue with this programme when the current contract expires.
3. The contract will include two divisions within Corporate Property, the General Fund properties and HRA properties within Oxford City Council's property portfolio.
4. The successful contractor will be responsible for maintaining and servicing all fire detection and alarm systems including manual call-points, detectors and alarm beacons/bells/sirens, automatic signalling equipment, automatic door release mechanisms, batteries, battery charger units, power supply units and all ancillary equipment and emergency lighting (EML) for the duration of the contract. The contractor will be required to carry out the work in accordance with the contract and statutory requirements and undertake inspections and testing of equipment at quarterly intervals as well as attending and repairing all system failures which may occur, replacing all defective components and ensuring that the systems are fully functional.
5. The contract will allow for the inclusion of extra properties and new services to address any additions to the Council's property portfolio or new legislative requirements. The contract will be fluid in item quantities.

Tender Process

6. Please see exempt Appendix 2.

Evaluation Criteria

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

Contract Rules Compliance and Financial Assessment

8. This procurement will be carried out in accordance with the Council's Contract Rules and the Public Contracts Regulations 2015 and will include financial assessment.

Financial implications

9. Please see exempt Appendix 2.

Legal Issues

10. The Council is required to comply with regulations surrounding the maintenance and repair of fire safety equipment and detection including under the Health & Safety at Work etc. Act 1974 and Regulatory Reform (Fire Safety) Order 2005.
11. The procurement is subject to the Public Contract Regulations 2015 and the open tender process proposed in the report should comply with them.
12. Under Parts 4.5(10), 18.12 and 19.22(e) of the Constitution Cabinet is empowered to take the decisions set out in the recommendation.

Level of Risk

13. Please refer to the risk register at Appendix 1.

Equalities Impact

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

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Background Papers: None

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Appendix 1: Risk Register

39

Title	Risk description	Opp/ threat	Cause	Consequence	Date Raised	Owner	Insights						Comments	Controls				
							I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner
Breaching Legislation	Contractor fails to adhere to Health & Safety regulations for example working from heights	T	Inadequate employee training or negligence and not providing full risk assessments and method statements	Serious Health and safety risk	16/03/23	Bill Chamberlain	3	5	3	4	3	4		There are pass / fail compliance and accreditation questions contained in the tender documentation. Rigorous contract management and monitoring are essential. Contractors must meet competence requirements	01/10/23		50%	
Budget	Greater budgetary cost where unidentified works revealed during the contract repairs and more expense being identified	O	Unidentified property areas requiring fire and safety equipment and large building coming into the portfolio with complex fire safety systems	Greater increase in budget requirement	20/03/23	Bill Chamberlain	4	3	3	3	3	3		To allow a additional 15% cost onto budget for unforeseen works.	01/10/23		50%	
Programme	During programme of works failing to identify new sites and delaying coming onto the programme	O	Poor communication with other services, requirement for central information.	Requirement to continue to check legislation and proerty register and also ensuring available access.	22/02/23	Bill Chamberlain	2	3	3	3	3	2		Ensuring the new build property information is stored on QL	01/10/23		50%	
Repair works and Maintenance	Not having the required repalcemmnt stock, or the availability of skilled work force	T	Delays regulatory inspection dates and updating system	Competant personel overssing the contract and linking to OCC QL data	20/03/23	Bill Chamberlain	4	5	3	4	4	3		Include in contract can access on protected site QL info and be able to update specifcation detail for competant personel	01/10/23		50%	

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Minutes of a meeting of the Cabinet on Wednesday 12 July 2023

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Cabinet members present:

Councillor Brown	Councillor Turner
Councillor Aziz	Councillor Chapman
Councillor Hunt	Councillor Munkonge
Councillor Railton	Councillor Rehman
Councillor Linda Smith	Councillor Upton

Officers present for all or part of the meeting:

Helen Bishop, Head of Business Improvement
Tom Bridgman, Executive Director (Development)
David Butler, Head of Planning Services
Alan Chandler, Senior Refugee and Migrant Officer
Emma Coles, Oxfordshire Inclusive Economy Partnership Manager
Rhian Davies, Interim Head of Law and Governance
Vicki Galvin, Senior Programme Manager for Customer Experience
Caroline Green, Chief Executive
Emma Gubbins, Corporate Asset Lead
Tom Hook, Executive Director (Corporate Resources)
Laura Jones, Safeguarding Coordinator
Nigel Kennedy, Head of Financial Services
Peter Matthew, Interim Executive Director of People and Communities
Alex Miller, Transactions Manager
Nerys Parry, Head of Housing
Carolyn Ploszynski, Head of Regeneration and Economy
Paul Reid, Rapid Rehousing Manager
Elaine Swapp, Principal Regeneration Officer
Mish Tullar, Head of Corporate Strategy
Jane Winfield, Head of Corporate Property
Richard Wood, Housing Strategy and Needs Manager
Ian Wright, Head of Regulatory Services and Community Safety

Also present:

Councillor Lucy Pegg, Chair of Scrutiny

Apologies:

No apologies were received.

15. Addresses and Questions by Members of the Public

None.

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

None.

17. Councillor Addresses on Neighbourhood Issues

None.

18. Items raised by Cabinet Members

Councillor Anna Railton, Cabinet Member for Zero Carbon Oxford and Climate Justice, reported that it was the Council's intention to expand Oxford's smoke control area (SCA) to cover the entire city. The current SCA was a patchwork of areas which had been put in place over a period of some years: expanding it would enable air quality to be further improved, as well as remove confusion for residents about which areas were covered by the restrictions. A public consultation was planned, and it was hoped that the new arrangements would be in place in time for the burning season this winter. Councillor Railton highlighted that the aim was to improve air quality (rather than reduce carbon emissions), and drew attention to the significant dangers of particulate matter pollution and associated health risks.

Councillor Louise Upton, Cabinet Member for Planning and Healthier Communities, reported that the Rail Delivery Group and the Department for Transport had announced a consultation on their proposal to close the majority of railway station ticket offices across England. Councillor Upton highlighted that closing station ticket offices would be likely to have a negative impact on many groups: in particular those who were hard of hearing, blind or partially sighted, and older people. Services were provided by ticket office staff which were not able to be provided by ticket machines, and whilst some stations would continue to be staffed it was evident from the consultation documents that many stations would lose ticket station staff altogether. This would result in no meaningful assistance being available for those who needed it. Cabinet agreed that Councillor Upton should write to Mark Harper MP, the Secretary of State for Transport, to voice the Council's concerns about the proposal and the short length of the consultation period (21 days).

19. Scrutiny reports

The Climate and Environment Panel had met on 27 June, Scrutiny Committee had met on 4 July, and the Housing & Homelessness Panel had met on 5 July. Councillor Pegg, Chair of Scrutiny, presented the reports and recommendations from those meetings relating to:

- (i) Draft Carbon Reduction and Sustainable Retrofit Guidance for Historic Buildings Technical Advice Note;
- (ii) Biodiversity Update;
- (iii) Safeguarding Report 2022/23 and Safeguarding Policy 2023-26;
- (iv) Oxfordshire Inclusive Economy Partnership Charter / Pledge;
- (v) Citizen Experience Strategy;

- (vi) Future Resettlement Commitments for New Refugee Families; and
- (vii) Tenant Satisfaction Survey.

Cabinet Member responses had been provided and were included in a separate published supplement.

In relation to the Draft Carbon Reduction and Sustainable Retrofit Guidance for Historic Buildings Technical Advice Note, there had been 7 recommendations of which 5 had been accepted. Councillor Louise Upton, Cabinet Member for Planning and Healthier Communities, clarified that the work outlined in the remaining two recommendations (4 and 5) was expected to be undertaken in due course as part of other workstreams by the Planning Policy team; however a commitment to a definitive timescale could not be provided at the current time.

All of the recommendations relating to the Biodiversity Update had been accepted. Councillor Brown, Leader, reported that the suggestion to add a dedicated biodiversity workstream to the Zero Carbon Oxfordshire Partnership's (ZCOP) existing workstreams had been made. However, ZCOP had considered that it would result in duplication of work being undertaken elsewhere. Instead, a meeting of biodiversity leads across the major institutions which formed ZCOP would be convened, to ascertain if there were ways to encourage or improve collaborative working.

A detailed discussion had taken place at the Scrutiny Committee on the Safeguarding Report 2022/23 and Safeguarding Policy 2023-26. This had covered: ensuring that the Safeguarding Policy was aligned with other Council policies; adult exploitation; Domestic Abuse Housing Alliance accreditation; and how the Council worked with the voluntary sector and community groups to ensure that they had adequate safeguarding policies in place. In response to the latter point Councillor Shaista Aziz, Cabinet Member for Safer Communities, highlighted that the Council was not responsible for outside organisations' safeguarding policies. However, it was able to share its own policy in order to try to promote alignment.

Discussion at scrutiny on the Oxfordshire Inclusive Economy Partnership Charter / Pledge had included the rationale behind the pledges chosen. The recommendations had largely related to communication, and encouraging the Council to be as ambitious as possible in the pledges it was planning to meet. Councillor Susan Brown, Leader and Cabinet Member for Inclusive Economy and Partnerships, responded that the recommendations were accepted. However, with regard to the Council's ambitions, the partnership's emphasis was on participants signing up to acknowledge work which was already being done - and adding new pledges which could realistically be progressed during the year - rather than seeking to meet all the pledges at once. It was important that the pledges which the Council signed up to could be delivered. It was expected that further pledges would be added on an ongoing basis.

Discussion at scrutiny of the Citizen Experience Strategy had included language (and in particular use of the word 'citizen') and the wider context of the strategy. Two recommendations had been made, which were both accepted. In relation to the use of language, Councillor Nigel Chapman, Cabinet Member for Citizen Focused Services and Council Companies clarified that the word 'citizen' was intended to denote those who lived, worked or visited Oxford - not to exclude any group - and emphasised that inclusivity was a pillar of the strategy.

All of the recommendations relating to Future Resettlement Commitments for New Refugee Families and the Tenant Satisfaction Survey had been accepted.

20. City Centre Land Regeneration Scheme

The Executive Director (Development) had submitted a report to update Cabinet on the progress of the procurement of a development partner to regenerate a Council asset in the city centre; to recommend to Council to include an additional budget for the scheme; and to seek approval to enter into contracts with a preferred development partner and operator consortium to regenerate 38-40 George Street, Oxford.

Councillor Ed Turner, Cabinet Member for Finance and Asset Management, presented the report and explained that the lease of the Odeon Cinema at Gloucester Green, which was one of the Council's important commercial assets, was due to expire shortly. Officers had therefore proactively explored the options for the site, noting that there was a need to focus on bringing in income for the Council as well as making the city the best place it could be. It was important to optimise the use of the asset, which was owned on behalf of the city of Oxford, to support services for its citizens.

The result was a scheme which was both financially viable, as well as benefitting the city and immediate locality. Councillor Turner commented that the proposal represented an exciting and important project for the Council and for the city, which would bring economic and cultural benefits in addition to the financial return for the Council.

The proposal included an aparthotel, and Councillor Turner outlined the benefits of this, which included offering a direct alternative to Airbnb (which was important as Airbnb depleted the supply of family accommodation within the local housing market), and the benefit to the city economy arising from people staying overnight in Oxford. The ground floor would be for community use: the focus for that element of the scheme would not be to drive value, and engagement would be needed with the local community with regard to the use of the space. The proposal would also offer the opportunity to improve and enhance the external appearance of the building, as well as social value commitments throughout the lease term.

Whilst it would result in the loss of the cinema facility, it was noted that alternative cinema provision was available within walking distance.

Cabinet resolved to:

1. **Approve** the appointment of the preferred developer and operator as set out in the report for the reasons provided;
2. **Recommend to Council** the approval of an additional capital budget of £12.1 million for delivery of this regeneration scheme (see Confidential Appendix 1 for more details);
3. **Delegate authority** to the Executive Director (Development) in consultation with the Council's Head of Financial Services / Section 151 Officer; the Head of Law and Governance; and the Deputy Leader (Statutory) - Finance and Asset Management to: (i) agree the final terms of, and enter into, the relevant contracts; (ii) agree the final scheme and submission of any planning application; and (iii) authorise any spending within the allocated budget (see Confidential Appendix 1 for more details).

21. City Centre Land Transaction: St Aldate's Chambers

The Executive Director (Development) had submitted a report to seek authority to let the whole or parts of St Aldate's Chambers.

Councillor Ed Turner, Cabinet Member for Finance and Asset Management reported that a preferred offer for the lease of the building had been received. The consolidation of staff at the Town Hall had enabled the Council to reduce its costs and carbon footprint, and leasing the now vacant St Aldate's Chambers would provide a source of income to the Council which could be used to support the provision of services.

Cabinet resolved to:

1. **Delegate authority** to the Executive Director (Development), in consultation with the Head of Financial Services / S151 Officer, the Head of Law and Governance and the Deputy Leader (Statutory) - Finance and Asset Management to enter into lease(s) to let the whole or parts of St Aldate's Chambers to any tenant on terms which fulfil the requirements of S123 Local Government Act 1972.

22. Oxpens Road Car Park Lease Renewal

The Head of Corporate Property had submitted a report to seek approval to renew the lease of the car park at Oxpens Road.

Councillor Ed Turner, Cabinet Member for Finance and Asset Management, clarified that the car park was leased from OxWED and operated by the Council. It provided useful car parking for the city centre and an income stream to the Council, and authority was being sought to continue to lease it for that purpose.

A correction was provided that delegated authority was being sought for the Executive Director (Corporate Resources) to finalise terms and enter into the lease (not the Head of Corporate Property).

Cabinet resolved to:

1. **Approve** entering into a new lease with OxWED for the Car Park at Oxpens Road; and
2. **Delegate authority** to the Executive Director (Corporate Resources) in consultation with the Deputy Leader (Statutory) - Finance and Asset Management, the Head of Financial Services, and the Head of Law and Governance to agree the final terms and enter into the lease.

23. Future Resettlement Commitments for New Refugee Families

The Head of Housing had submitted a report to seek approval for future commitments for resettling new refugee families into Oxford, and to seek approval to go to tender to commission the provision of person centred support.

Councillor Linda Smith, Cabinet Member for Housing, reported that the resettlement of a minimum of 8 refugee families each year for the next five years was proposed. This would be fully-funded by government grant, and so involved no new pressure on Council budgets. The scheme would offer private rented accommodation for the families, and would use Home Office funding to provide support services to help ensure that they could successfully begin their new lives in Oxford. Based on previous

successful resettlement projects these services would comprise a holistic, person-centred trauma-informed support service to enable families to become fully independent in the community. This would include support and coaching to enable individuals to access education and employment.

Whilst the Council wished to provide sanctuary above the level set out in the report, there were limitations around the supply of affordable housing locally and the capacity of partner organisations to provide the support needed. Inclusion of more than 8 families per year in the scheme might be possible if the supply of suitable properties allowed. Additionally, participation in this scheme did not preclude the Council considering opportunities to participate in other refugee resettlement schemes.

Councillor Shaista Aziz, Cabinet Member for Safer Communities, highlighted that the proposal was aligned with the Council's aim to become a City of Sanctuary.

Cabinet resolved to:

1. **Approve** the resettlement of a minimum of 8 refugee families per year from any of the resettlement schemes highlighted in the report for a period of 5 years from 2023 to 2028, on the condition that the requirements in paragraph 21 of the report are consistently met to ensure scheme viability;
2. **Delegate authority** to the Executive Director (Communities and People), in consultation with the Cabinet Member for Housing, to agree the resettlement of additional refugees above this allocation (which will incur additional expenditure from Home Office grant funding for support provision) subject to sufficient grant funding;
3. **Approve** the use of Home Office grant funding of up to £1,313,840 (see Appendix 2) to procure the provision of 2 years of person centred support for each refugee family arriving in Oxford during the 5 year period between 2023 -2028;
4. **Delegate authority** to the Head of Housing in consultation with the Cabinet Member for Housing to approve the use of the Home Office grant funding to procure additional person centred support as required; and
5. **Delegate authority** to the Head of Housing in consultation with the Head of Financial Services/S151 Officer, the Head of Law and Governance and the Cabinet Member for Housing to allocate the approved budget and enter into contract(s) with a provider(s) for the provision of person centred support.

24. Oxfordshire Inclusive Economy Partnership (OIEP) Charter/Pledge

The Executive Director (Development) had submitted a report to seek approval to participate in the Oxfordshire Inclusive Economy Partnership (OIEP) Charter and endorsement of a series of Oxford City Council pledges.

Councillor Susan Brown, Leader and Cabinet Member for Inclusive Economy and Partnerships, highlighted the value of the OIEP which aimed to create a more equal region with opportunities and benefits for all, principally by focusing on education, employment, social value and procurement, and place shaping. 120 employers had already signed up to the Partnership. By participating in the Partnership, the Council aimed to show its commitment and support towards making the city a better place to

be, including by being an inclusive employer and having employment policies which were as inclusive as possible (including flexible working); ensuring that all staff were paid the Oxford Living Wage; and maximising opportunities for apprentices. Participation in the Partnership and commitment to the pledges would also have benefits for the Council in terms of its ability to recruit and retain staff.

Subsequent to the publication of the agenda a staff consultation had been undertaken, and a number of helpful suggestions and ideas had emerged through that process. These had been included in a separate published addendum to the report.

It was expected that future reports would be brought back to Cabinet providing monitoring against the pledges and suggestions for additional new pledges.

Cabinet resolved to:

1. **Approve** Oxford City Council's participation in the Oxfordshire Inclusive Economy Partnership (OIEP) Charter; and
2. **Endorse** a series of Oxford City Council pledges that officers in respective service areas will deliver against, within existing committed budgets and for the duration of the current medium term financial strategy. Oxford City Council progress/performance against the pledges will be reported against annually and the results shared on Oxford City Council's website.

25. Oxford City Council Safeguarding Report 2022/23 and Safeguarding Policy 2023-26

The Executive Director (Communities and People) had submitted a report on progress made on Oxford City Council's Safeguarding Action Plan for 2022/23 and which sought approval for an updated Safeguarding Policy for 2023-26.

Councillor Shaista Aziz, Cabinet Member for Safer Communities, presented the report and drew attention to the main change to the Safeguarding Policy. This related to an update to reflect a new governance structure. The Executive Director (Communities and People) now held responsibility for safeguarding at the Council, and the safeguarding function had moved from the Corporate Strategy area to the Regulatory Services and Community Safety area with effect from 1 April 2023, with the Head of Regulatory Services and Community Safety holding responsibility for the delivery of safeguarding. The remainder of the strategy was largely unchanged.

Cabinet resolved to:

1. **Note** the key achievements of the Safeguarding work delivered through Oxford City Council during 2022/23;
2. **Approve** the Safeguarding Policy 2023-2026;
3. **Note** the Safeguarding Action Plan 2023/24; and
4. **Delegate authority** to the Executive Director (Communities and People), in consultation with the Cabinet Member for Safer Communities, to make minor changes to the approved policy in order to continue its alignment with the Oxfordshire Multi-Agency Safeguarding Arrangements.

26. Review of the Street Naming and Numbering Policy

The Head of Planning Services had submitted a report to seek approval for a revised Street Naming and Numbering Policy.

Councillor Louise Upton, Cabinet Member for Planning and Healthier Communities, explained that the purpose of the policy was to ensure that each property had a unique and unambiguous address. The policy set out how street naming and numbering would be done and how it would be consulted on. It had also been updated to ensure compliance with the latest best practice national guidelines.

Councillor Upton also highlighted that responsibility for maintaining the policy had now moved to Planning Services (from Law and Governance).

Cabinet resolved to:

1. **Approve** the draft Street Naming and Numbering Policy (at Appendix 1); and
2. **Delegate authority** to the Head of Planning Services to make any amendments to the draft Policy as a result of Cabinet's consideration of it.

27. Bus Shelter Infrastructure and Advertising Concession Contract

The Executive Director (Development) had submitted a report to (i) seek approval for the tender of a contract to manage the bus shelter infrastructure; and (ii) seek delegated authority for the Head of Corporate Property to enter into a long-term contract with a selected supplier to maintain city bus shelters and manage advertising on the shelters.

Councillor Ed Turner, Cabinet Member for Finance and Asset Management, reported that the current contract for the cleaning and maintenance of bus shelters and management of advertising was due to expire and would require re-tendering. As part of this process, it was hoped that there would be an opportunity for the Council to acquire a new income stream by securing a proportion of the advertising profit from the bus shelters. There were a number of issues and options which would need to be considered during the procurement process, which were set out in the report, and so flexibility was sought to enable officers to finalise terms. Councillor Turner commented that the aim of the procurement will be to tender a contract which delivers for the city, but does so in a way which is compatible with the Council's values.

Cabinet resolved to:

1. **Grant project approval** to tender a contract to manage bus shelter infrastructure maintenance and advertising via a concession contract;
2. **Delegate authority** the Executive Director (Development) to finalise the tender documents; and
3. **Delegate authority** to the Head of Corporate Property in consultation with the Head of Law and Governance, the Head of Financial Services and the Deputy Leader (Statutory) - Finance and Asset Management to agree the final terms and enter into a contract with the preferred supplier.

28. Citizen Experience Strategy

The Head of Business Improvement had submitted a report to seek approval for a new Citizen Experience Strategy 2023-25.

Councillor Nigel Chapman, Cabinet Member for Citizen Focused Services and Council Companies, highlighted that the strategy was more wide-ranging than the previous Customer Contact Strategy, and also built on lessons learned during the Covid pandemic in that it did not diminish the importance of face to face contact to resolve difficult issues. Councillor Chapman reported that the Council had recently signed a three year agreement with Oxfordshire County Council and the Citizens Advice Bureau to extend and enhance the Council's customer service presence at the Westgate Library. This was particularly welcome as the Council received high customer satisfaction ratings from users of the service.

Councillor Chapman commented that the pillars of the strategy, and the associated action plans, were around its focus on citizens; inclusion; and getting things right first time. Progress against the strategy would be monitored by a suite of measures, and included the potential for feedback using the residents' survey.

Cabinet resolved to:

1. **Approve** the Citizen Experience Strategy 2023-25 (at Appendix 1).

29. Future Oxfordshire Partnership Terms of Reference & Memorandum of Understanding

The Head of Law and Governance had submitted a report to propose amendments to the Terms of Reference and Memorandum of Understanding of the Future Oxfordshire Partnership.

Councillor Susan Brown, Leader and Cabinet Member for Inclusive Economy and Partnerships reported that the documents had been refreshed because the Oxfordshire Housing and Growth Deal (which was the period for which the body had been set up) was now entering its final phase. There was therefore a need for the Partnership to be re-constituted. The new Terms of Reference set out a way of working which continued to bring the councils in Oxfordshire together with the aim of working co-operatively on matters such as delivering housing, delivering infrastructure, and maximising investment from government to support these aims.

Cabinet resolved to:

1. **Approve** the Future Oxfordshire Partnership's revised Terms of Reference and Memorandum of Understanding. These will take effect following approval by each of the six Oxfordshire councils.

30. Appointments to Outside Bodies for the 2023/24 Council Year

The Head of Law and Governance had submitted a report to agree appointments to Outside Bodies for the 2023/24 Council year.

Cabinet resolved to:

1. **Approve** appointments to charities, trusts, community associations and other organisations as shown in Appendices 1A – 1D and **note** the appointments to partnerships as detailed in Appendix 1E;
2. **Note** the guidance for appointees as detailed in Appendix 2; and
3. **Delegate authority** to the Head of Law and Governance, in consultation with the Leader of the Council, and where appropriate with other group leaders, to make any changes to appointments to Outside Bodies as may be required during the course of the Council year 2023/24.

31. Minutes

Cabinet resolved to approve the minutes of the meeting held on 14 June 2023 as a true and accurate record.

32. Dates of Future Meetings

9 August 2023
 13 September 2023
 18 October 2023
 15 November 2023
 13 December 2023
 24 January 2024

All meetings start at 6pm.

The meeting started at 6.00 pm and ended at 7.09 pm

Chair

Date: Wednesday 9 August 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.

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