Minutes of a meeting of the Cabinet on Wednesday 13 September 2023



Committee members present:

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

Officers present for all or part of the meeting:

Pedro Rocha Abreu, Air Quality Officer Jenny Barker, Regeneration Manager Tom Bridgman, Executive Director (Development) Ian Brooke, Head of Community Services Caroline Green, Chief Executive Tom Hook, Executive Director (Corporate Resources) Emma Jackman, Head of Law and Governance Nigel Kennedy, Head of Financial Services Hagan Lewisman, Active Communities Manager Emma Lund, Committee and Member Services Officer Peter Matthew, Interim Executive Director of People and Communities Ted Maxwell, Economy, City Centre & Green Transport Lead Peter Moore, Programme Manager - Out of Hospital Care Team Juliet Nicholas, Energy and Sustainability Manager Nerys Parry, Head of Housing Gail Siddall, Team Leader, HMO Enforcement Team Karoline Soisalo de Mendonca, Regeneration Manager Mish Tullar, Head of Corporate Strategy Carri Unwin, Regeneration Manager Richard Wood, Housing Strategy and Needs Manager Ian Wright, Head of Regulatory Services and Community Safety

Also present:

Councillor Mike Rowley, Vice-Chair of Scrutiny Committee

Apologies:

Councillors Aziz and Hunt sent apologies.

44. Addresses and Questions by Members of the Public

None.

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

None.

46. Councillor Addresses on Neighbourhood Issues

None.

47. Items raised by Cabinet Members

Councillor Linda Smith drew attention to reports from residents of a poor level of service being provided by Royal Mail. Many had reported receiving infrequent postal deliveries, resulting in an influx of bills and missed hospital appointments, etc. on those days when post was received. Councillor Smith asked what the impact of this was on the Council's ability to communicate and deliver its services; and, in particular, the potential impact on electoral services and the delivery of democracy. Officers were asked to provide a brief update and assessment to Cabinet Members of the impact on the Council's services, so that the Leader and Chief Executive could make representations to Royal Mail and Government as necessary.

48. Scrutiny reports

The Scrutiny Committee had met on 5 September 2023, the Finance & Performance Panel had met on 6 September 2023, and the Climate & Environment Panel had met on 12 September 2023. Councillor Mike Rowley, Vice-Chair of the Scrutiny Committee, presented the recommendations from those meetings relating to:

- (i) Delivery of a New Burial Space
- (ii) The Levs Pool and Leisure Centre Youth Hub
- (iii) City Wide Smoke Control Area Declaration
- (iv) HRA Energy Efficiency Projects 2023/24

In relation to the Leys Pool and Leisure Centre, all scrutiny members had welcomed the proposal. However, due to the short-term nature of funding from government, a recommendation had been made to add a risk to the risk register relating to the continuity of the youth hub. This recommendation had been accepted.

The Scrutiny Committee had also welcomed the proposal for the delivery of new burial space. There had been some concern about different community requirements and different burial practices, and how these would be accommodated. A recommendation had therefore been made that the Council should continue to facilitate open dialogue and communication with stakeholders, in order to help ensure the success of the proposed project. This recommendation had been accepted.

The Climate and Environment Panel had been supportive of the proposal for a city-wide smoke control area declaration. Two recommendations had been made, relating to ensuring that (i) the Council ensures clear messaging in its publicity campaign that moored vessels are exempt from the Smoke Control Area and the rationale for the exemption; and (ii) the Council commits to working with the various boating communities to identify and address the barriers to these communities adopting cleaner fuel types and explores grant funding opportunities to support the work to address these issues. Both recommendations had been accepted.

The Climate and Environment Panel had also considered the energy efficiency HRA projects for 2023/24. The Panel had discussed the air source heat pump trial undertaken in 2022/23; the types of property which would benefit from projects; and value for money. Scrutiny had made two recommendations, relating to (i) exploration of the full range of procurement options for the delivery of the project including alternative suppliers and the possibility of establishing medium-to-long term relationships with suppliers, contractors, and sub-contractors; and (ii) setting a timetable for achieving a full set of EPCs for its HRA properties. Both recommendations had been accepted.

49. Delivery of New Burial Space

The Executive Director (Development) had submitted a report to seek approval for delivery of a new publicly accessible green space and burial meadow on land owned by the Council off Oxford Road towards Horspath including approval of the scheme, submission of planning application to South Oxfordshire District Council, Phase 1 delivery budget, and required property and legal procedures to deliver the scheme.

Councillor Chewe Munkonge, Cabinet Member for Leisure and Parks highlighted that the proposal had taken a number of years to reach the current stage, and much work remained to be done. The proposal had been widely welcomed amongst the groups and organisations which had been consulted.

Cabinet resolved to:

- 1. Grant project approval for the delivery of a new publicly accessible greenspace and burial meadow on land owned by the Council off Oxford Road towards Horspath; including approval of the scheme, submission of a planning application to South Oxfordshire District Council, Phase 1 delivery budget, and required property and legal procedures to deliver the scheme and delegated authority to the Executive Director (Development) in consultation with the Cabinet Member for Leisure and Parks to approve changes to the scheme;
- 2. **Recommend to Council** approval of a capital budget of £2.4M for delivery of this scheme;
- 3. Delegate authority to the Executive Director (Development), in consultation with the Head of Financial Services / Section 151 Officer and the Head of Law and Governance to enter into any related agreements and contracts to facilitate the scheme in terms of construction and operation; works details; and budget changes for this Council owned land, including agreeing the fees and charges as detailed in Appendix 6; and
- 4. Delegate authority to the Executive Director (Development), in consultation with the Head of Finance / Section 151 Officer, Head of Law and Governance and the Cabinet Member for Finance and Asset Management to agree the final heads of terms and enter into the necessary transactions set out in Appendix 4 together with any other ancillary agreements, contracts and notices that may be required to facilitate the scheme.

50. Blackbird Leys Development Project Land Appropriation

The Executive Director (Development) had submitted a report to seek approval to appropriate land (change the statutory basis on which it is held by the Council from one

function to another) currently held for public open space purposes at the Blackbird Leys District Centre and Knights Road to be held in future for planning purposes to facilitate the Blackbird Leys Development Project. The appropriation related to land owned by Oxford City Council only.

Councillor Ed Turner, Deputy Leader (Statutory) – Finance and Asset Management, reported that following the resolution of Cabinet at its June meeting the statutory public notification process of the Council's intention to appropriate the land for planning purposes had been undertaken. No representations had been received. Approval was therefore now sought for the appropriation, which would allow the important Blackbird Leys development project to proceed.

Cabinet resolved to:

- Note that following the statutory public notification process of the Council's intention to appropriate the Land to planning purposes, no representations have been received; and
- 2. Approve the appropriation of land in the Council's ownership at Blackbird Leys District Centre and Knights Road (see plan at Appendices 1 & 2) ("the Land"), to planning purposes, so as to facilitate its future development for new housing (per planning application number 23/00405/OUTFUL) in accordance with section 122 Local Government Act 1972 and further, thereby, rely on section 203-205 Housing and Planning Act 2016 to permit the development of the Land to proceed. This is necessary to facilitate Phase 1 of the Blackbird Leys Development Project.

51. Blackbird Leys Development Project: Variations to Development Agreement with Development Partner

The Executive Director (Development) had submitted a report to (i) seek approval to variations to the Development Agreement between Oxford City Council (OCC) and its development partner, Peabody, for the Blackbird Leys Development Project; and (ii) to seek approval of a revised budget for the Blackbird Leys community centre and delegated powers to assign further Section 106 off-site affordable housing funds to the scheme for affordable housing delivery.

Officers provided a correction to paragraph 2 of the report, highlighting that the sentence '100% of the homes are affordable, provided as a mixture of 174 (59%) for Social Rented and 120 (41%) for Shared Ownership' should be replaced with 'The scheme will provide 174 rented units, and of those 56 units may be affordable rent or social rent and therefore a minimum of 118 will be social rented units.' This was reflected in the approved planning application, which had been granted planning permission on 15 August 2023.

Cabinet resolved to:

- 1. **Delegate authority** to the Executive Director (Development), in consultation with the Cabinet Member for Housing; Deputy Leader (Statutory) Finance and Asset Management; and Cabinet Member for Inclusive Communities, to agree (within the parameters set out within this report and associated appendices) and sign the final terms of a Deed of Variation to the Development Agreement between OCC and its development partner, Peabody;
- 2. **Approve** the revised phased delivery approach for the scheme and the revisions

to the allocation of spend and profile of funding for Phases 1 and 2;

- 3. **Approve the allocation** of the remaining £1.3 million from Section 106 off-site affordable housing funds, currently delegated to the Head of Planning, to Phase 2 of the Blackbird Leys Regeneration Project;
- 4. **Recommend to Council** to approve allocation of an additional £1.5 million of S106 affordable housing funds, not currently delegated to the Head of Planning, to Phase 2 of the Blackbird Leys Regeneration Project;
- 5. Subject to the agreement of recommendations 3 and 4, **delegate authority** for the spend of Affordable Housing S106 allocated to the Blackbird Leys Regeneration Project to the Executive Director (Development) in consultation with the Cabinet Member for Housing; Deputy Leader (Statutory) Finance and Asset Management; Cabinet Member for Inclusive Communities; and the Head of Financial Services/Section 151 Officer:
- 6. **Delegate authority** to the Executive Director (Development) in consultation with the Cabinet Member for Housing; Deputy Leader (Statutory) Finance and Asset Management; and the Cabinet Member for Inclusive Communities to agree an appropriate vacant possession strategy and subsequent implementation of the strategy for obtaining vacant possession of the land required for Phase 2;
- 7. Delegate authority to the Executive Director (Development) in consultation with the Cabinet Member for Housing; Deputy Leader (Statutory) - Finance and Asset Management; and the Cabinet Member for Inclusive Communities to agree the detailed design to be submitted to the Local Planning Authority, undertake any necessary procurements and enter into any necessary contracts related to the detailed design, construction and fit out for the new Blackbird Leys Community Centre within the agreed budget;
- 8. **Delegate authority** to the Executive Director (Development) to agree to Oxford City Council taking over responsibility for the delivery, costs and financial risk of the community centre if Peabody requests this change as a means to improve the scheme's viability;
- 9. **Note** that the delegations from the Cabinet decision in March 2020 remain in place, including the delegations to the Executive Director (Development) relating to passing through future gateways of the Development Agreement; and
- 10. **Note** that start on site is still subject to both Oxford City Council and Peabody being satisfied that the viability gateway tests have been met.

52. Housing Infrastructure Funding Update

The Executive Director (Development) had submitted a report which provided an update on progress of the Housing Infrastructure Funding identified for Osney Mead

and Blackbird Leys and which sought approval to enter into two deeds of variation with Homes England and agreements with partners to facilitate the claiming of the funding. Cabinet resolved to:

- Delegate authority to the Head of Regeneration and Economy, in consultation with the Deputy Leader (Statutory) – Finance and Asset Management, the Head of Financial Services / S151 Officer and the Head of Law and Governance to finalise the drafting of, and subsequently enter into, a Deed of Variation with Homes England in respect of the HIF funding for Osney Mead;
- 2. Delegate authority to the Head of Regeneration and Economy, in consultation with the Deputy Leader (Statutory) Finance and Asset Management, the Head of Financial Services / S151 Officer and the Head of Law and Governance to finalise the drafting of agreements and enter into ancillary grant agreements with Oxfordshire County Council and the Environment Agency and take any other steps necessary to enable or facilitate the claiming of the HIF funding;
- 3. **Delegate authority** to the Head of Regeneration and Economy in consultation with the Deputy Leader (Statutory) Finance and Asset Management, the Head of Financial Services / S151 Officer and the Head of Law and Governance to finalise the drafting of, and subsequent enter into, a Deed of Variation with Homes England in respect of the HIF funding for Blackbird Leys; and
- 4. **Delegate authority** to the Head of Regeneration and Economy in consultation with the Deputy Leader (Statutory) Finance and Asset Management, the Head of Financial Services / S151 Officer and the Head of Law and Governance to finalise the drafting of an agreement with Peabody, either as a separate agreement or as part of the Development Agreement (between Peabody and the Council) and to take any other necessary steps to enable or facilitate the claiming of HIF funding associated with the Blackbird Leys Regeneration scheme.

53. The Leys Pool and Leisure Centre - Youth Hub

The Head of Community Services had submitted a report to present a proposal to create a youth hub based in the currently under-utilised space at the Leys Pool & Leisure Centre. This would be made possible by utilising external funding for both capital (building works) and revenue (youth work). The project would be in partnership with Oxfordshire County Council.

Councillor Chewe Munkonge, Cabinet Member for Leisure and Parks, thanked officers for their work on the successful funding application bid to an external funder which had allowed the project - which would provide valuable youth services - to be progressed.

Officers highlighted that the proposal was fully externally funded and fitted well with other work to reimagine leisure so as to better tackle inequalities. Lots of engagement had been undertaken with young people about the features they would wish to see, such as a climbing wall, and young people would continue to be central to how the project and activity programmes developed over time.

Cabinet resolved to:

1. **Grant project approval** to create a Youth Hub at Leys Pools and Leisure Centre;

- 2. **Recommend to Council** the addition of £1,120,199 into the capital programme together with £223,907 into the revenue budget for delivery of the project; and
- 3. Delegate authority to the Executive Director (Communities and People) in consultation with the Head of Financial Services / Section 151 officer, the Head of Law and Governance / Monitoring Officer and the Cabinet Member for Leisure and Parks to award the construction contract to Oxford Direct Services Ltd subject to it being within budget and value for money.

54. Park and Ride Combined Parking-and-Bus Ticket Charges

The Executive Director (Development) had submitted a report to seek approval for permanent changes to the combined parking-and-bus ticket charges at Oxford City Council Park and Ride sites after the completion of a twelve-month trial period.

Councillor Louise Upton, Cabinet Member for Planning and Healthier Communities reported that combining parking and bus fare into one ticket had been agreed by Cabinet at its meeting on 13 July 2022, and the evidence since the implementation started in October 2022 indicated no reason to revert from that, so long as the approach to pricing could be agreed. The options presented therefore only related to the pricing level. The recommendation was to extend the current prices until the end of the current financial year, in part to ensure alignment with the County Council's fares.

Officers drew attention to the final paragraph of the report which outlined the need for an urgent Chief Executive's decision to ensure that the parking and bus combined ticket charges are valid between 30 September 2023 (the end of the trial charge period) and 3 October 2023 (the day after the full Council meeting which is required in order to establish the combined ticket as a permanent option).

Cabinet resolved to:

 Recommend to Council the continued use of combined parking and bus tickets at Oxford City Council Park and Ride sites at the current prices until April 2024, as per Option 1 in the report.

55. Continuation of the Oxfordshire Out of Hospital Care Model

The Executive Director (Communities and People) had submitted a report to seek authorisation to continue the Oxfordshire Out of Hospital Care Group through financing secured from the Better Care Fund and to seek delegated authority to award ongoing contracts (with annual break clauses) for the provision of this service, subject to securing the necessary financing.

Councillor Linda Smith, Cabinet Member for Housing, commented that it was regrettable that funding was only available until 31st March 2024. It would be better and more efficient for commissioning and service delivery if funding were available for longer. It was hoped that further funding would be available in the future. The model had built on a pilot and had worked effectively for two years, meeting its aim of providing housing for people in need and helping the health system by ensuring that people were able to leave hospital and go somewhere which was right for their needs, thereby reducing hospital admissions and rough sleeping.

Cabinet resolved to:

- 1. **Approve** continuation of the Oxfordshire Out of Hospital Care Model (OOHCM) using the financing secured through the Better Care Fund (BCF);
- 2. **Recommend to Council** the allocation of £1.2 million to continue to fund the Oxfordshire Out of Hospital Care Model until 31st March 2024, using funding from the Better Care Fund;
- 3. 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 continue the Oxfordshire Out of Hospital Care Model until 31st March 2024 within the level of the external funding award and within the project approval; 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 continue the Oxfordshire Out of Hospital Care Model beyond 31st March 2024, up to a maximum of five years with an early termination clause, subject to ongoing financing being secured and in place.

56. Private Rented Sector Regulation Policies

The Head of Regulatory Services and Community Safety had submitted a report to seek approval to proceed to a public consultation on draft policies relating to: (i) the assessment of whether an applicant is a fit and proper person to hold an HMO or selective licence; (ii) banning orders and rogue landlord database entry; and (iii) financial penalties in relation to residential enforcement.

Councillor Linda Smith, Cabinet Member for Housing, highlighted the importance of ensuring that policies were kept up to date, particular in areas where there was a lot of activity such as the private rented sector, in order to minimise the risk of legal challenge and ensure that policies were fair and effective. Consultation on the policies was not required by law; however, the Council wished to ensure that those affected were listened to (principally tenants, residents and landlords), and therefore approval for a four week targeted consultation was sought, prior to the final policies being presented for approval.

Cabinet resolved to:

- Approve the following draft policies for public consultation for a period of four weeks:
 - (i) Fit and Proper Person Policy
 - (ii) Banning Orders & Rogue Landlord Database Policy
 - (iii) Civil Penalty Policy; and
- 2. **Note** that a further report will be brought to Cabinet to present the results of the public consultation and any proposed amendments to the draft policies and to seek approval for the final policies.

57. Local Authority Housing Fund Round 2

The Executive Director (Communities and People) had submitted a report to seek approval to make available the required budget provision and the necessary project approval and delegations to enable the Council to proceed with entering into the national Local Authority Housing Fund Round 2.

Councillor Linda Smith, Cabinet Member for Housing, reported that Round 1 of the Local Authority Housing Fund had enabled the Council to purchase 6 new affordable homes: Round 2 would allow the delivery of a further 4 new affordable homes of which 3 would be used during the initial tenancy to house Afghan families being resettled in the country. The fourth property would be used for general temporary accommodation needs.

Around 40% of the cost of the properties would be met by the grant funding from government, meaning that the rent received from the tenants would more than cover any interest on the loan to be taken out to cover the cost of the Council's share. It would strengthen the Council's HRA, as well as helping the Council to meet its ambition as a City of Sanctuary.

Cabinet resolved to:

- 1. **Approve** the Council becoming part of the Local Authority Housing Fund Round 2 in order to deliver 4 new affordable homes;
- 2. **Recommend to Council** the allocation of £1,863,100 capital budget from the Housing Revenue Account for the Council's investment to purchase the properties as part of Local Authority Housing Fund Round 2, with £1,069,860 being funded from HRA borrowing and the rest covered by grant of £793,240; and
- 3. 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 this project approval.

58. HRA Energy Efficiency Projects 2023/24

The Executive Director (Communities and People) had submitted a report to seek Cabinet approval for HRA energy efficiency projects in 2023/24 and delegated authority to award the necessary contracts.

Councillor Anna Railton, Cabinet Member for Climate Justice and Zero Carbon Oxford, reported that the proposal involved spending the remaining 2023/24 energy efficiency budget, not used for the Social Housing Decarbonisation Fund, on other HRA energy efficiency programmes in order to enable the Council to work towards achieving EPC C, gas boiler phase out and net zero targets. Councillor Railton highlighted that the proposal demonstrated the Council's commitment to provide good social housing in the city and deliver decarbonisation projects.

Cabinet resolved to:

1. **Grant project approval** for Oxford City Council to proceed with Energy Efficiency projects on HRA properties; and

2. Delegate authority to the Executive Director (Communities and People) in consultation with the Head of Financial Services/Section 151 Officer and the Head of Law and Governance, to spend the previously approved HRA 2023/24 budget of £1.585m, as agreed by full Council in 2021/22, for the purposes of HRA Energy Efficiency projects, including awarding contracts to contractors and consultants to manage and deliver the projects following the procurement process outlined in the Constitution.

59. City-wide Smoke Control Area Declaration

The Head of Corporate Strategy had submitted a report to seek approval of plans to create a City-wide Smoke Control Area in Oxford.

Councillor Anna Railton, Cabinet Member for Zero Carbon Oxford and Climate Justice, reported that the proposal was being brought forward largely as a public health intervention rather than for carbon reduction reasons. There was an increasing amount of domestic burning in Oxford, and the creation of a city-wide smoke control area offered an opportunity to reduce particulate pollution both indoors and outdoors. It would also simplify enforcement and reduce confusion for residents as to where the smoke control areas applied. Councillor Railton clarified that the proposal would cover buildings with chimneys but did not include bonfires, barbecues or narrow boats.

Cabinet resolved to:

- Approve plans to revoke Oxford's existing 23 Smoke Control Orders and replace them with a single Smoke Control Order across the whole City, subject to the outcome of consultations and confirmation by the Secretary of State; and
- 2. Subject to the outcome of the public consultation and confirmation by the Secretary of State, **delegate authority** to the Head of Corporate Strategy in consultation with the Cabinet Member for Zero Carbon Oxford and Climate Justice and the Head of Law and Governance, to make the order.

60. Treasury Management Annual Report 2022/23

The Head of Financial Services had submitted a report which set out the Council's Treasury Management activity and performance for the financial year 2022/23.

Councillor Ed Turner, Deputy Leader Statutory – Finance and Asset Management, drew attention to the favourable variance shown in the report. This related to three factors: higher investment income; lower borrowing costs as a result of slippage on the capital programme; and lower interest received from companies.

Councillor Turner also drew attention to the Environmental Social and Governance Policy section of the report and highlighted that it was hoped to provide further detail about the Council's performance against ERG criteria in future Treasury Management reports.

Cabinet resolved to:

1. **Note** the report.

61. Integrated Performance Report for Q1 2023/24

The Head of Financial Services had submitted a report to update Cabinet on finance, risk and corporate performance matters as at 30 June 2023.

Councillor Turner, Deputy Leader (Statutory) – Finance and Asset Management presented the report and highlighted that reasons for the forecast adverse variance included temporary accommodation pressures, which were increasing significantly, and utilities pressures. Councillor Turner reported that consideration would need to be given to mitigating these as part of the budget setting process. On the positive side, savings targets had generally been met.

There had been some slippage to schemes within the General Fund, and Councillor Turner outlined some of the reasons why slippage occurred, as well as the implications associated with the slippage of housing company loans.

Cabinet Members highlighted the importance of having performance indicators which were genuinely measurable, appropriate, and within the Council's control but which also added challenge. It was noted that the current performance indicators were in their fourth year and therefore required a refresh. The Chief Executive reported that work had already begun to look at them ahead of the review of the Council Strategy next year and undertook to come back to Cabinet Members with a timescale and suggested process. The Chief Executive also reported that the Management Team had a workshop scheduled to look at risk and undertook to also report back to Cabinet Members on its output.

Cabinet resolved to:

- 1. **Note** the projected financial outturn as well as the current position on risk and performance as at 30 June 2023; and
- 2. **Approve** the HRA budget virements as detailed in paragraph 12.

62. Minutes

Cabinet resolved to approve the minutes of the meeting held on 9 August 2023 as a true and accurate record.

63. Dates of Future Meetings

Meetings are scheduled for the following dates:

18 October 2023

15 November 2023

13 December 2023

24 January 2024

7 February 2024

13 March 2024

All meetings start at 6pm.

64. Matters exempt from publication and exclusion of the public

Cabinet passed a resolution in accordance with the provisions of Paragraph 4(2)(b) of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012 to exclude the press and members of the public 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.

65. The Leys Pool and Leisure Centre - Youth Hub

A Cabinet Member sought information on the identity of the funder for the project to whom the funding bid had been made and received a response from officers.

The meeting started at 6.00 pm and ended at 7.27 pm

Chair Date: Wednesday 18 October 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.