

# Agenda



# Cabinet

This meeting will be held on:

Date: **Wednesday 18 October 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](mailto:DemocraticServices@oxford.gov.uk)

**Members of the public can attend to observe this meeting and:**

- may submit a question about any item for decision at the meeting in accordance with the [Cabinet's rules](#)
- may record all or part of the meeting in accordance with the Council's [protocol](#)

Details of how City Councillors and members of the public may engage with this meeting are set out later in the agenda. Information about recording is set out later in the agenda and on the [website](#)

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

*[View or subscribe to updates for agendas, reports and minutes at mycouncil.oxford.gov.uk.](#)*

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

## **Cabinet Members**

Councillor Susan Brown	Leader, Inclusive Economy and Partnerships
Councillor Ed Turner	Deputy Leader (Statutory) - Finance and Asset Management
Councillor Shaista Aziz	Cabinet Member for 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.

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# Agenda

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

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

	<b>Pages</b>
<b>1 Apologies for Absence</b>	
<b>2 Declarations of Interest</b>	
<b>3 Addresses and Questions by Members of the Public</b>	
<b>4 Councillor Addresses on any item for decision on the Cabinet agenda</b>	
<b>5 Councillor Addresses on Neighbourhood Issues</b>	
<b>6 Items raised by Cabinet Members</b>	
<b>7 Scrutiny reports</b>	
<p>The Climate and Environment Panel met on 12 September 2023, the Housing and Homelessness Panel met on 5 October 2023, and the Scrutiny Committee will meet on 10 October 2023. The following reports are expected and will be published as a supplement, together with any other recommendations from those meetings:</p> <ul style="list-style-type: none"><li>• Air Pollution</li><li>• Local Government Association Corporate Peer Challenge</li><li>• Delivery of Electric Vehicle Infrastructure for Oxford</li><li>• Utilities Procurement 2024-2028</li><li>• Oxford Local Plan 2040 Regulation 19 Consultation Document</li><li>• Partial CIL Charging Schedule Review</li></ul>	
<b>8 Oxford Local Plan 2040 Regulation 19 Consultation Document</b>	<b>13 - 24</b>
<b>Lead Member:</b> Cabinet Member for Planning and Healthier Communities (Councillor Louise Upton)	

*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.*

The Head of Planning and Regulatory Services has submitted a report to seek approval for the Oxford Local Plan 2040 Proposed Submission Document for public consultation and recommend to Council its approval for consultation and, subject to the outcome of the consultation, if no matters are raised that materially impact upon the Plan strategy, submit the Submission Draft Oxford Local Plan 2040 to the Secretary of State for formal examination.

Please note that Appendices 1 -7 will be published as a separate supplement.

Cabinet is recommended to:

1. **Recommend to Council** that it approves the Oxford Local Plan 2040 Proposed Submission Document for consultation;
2. **Recommend to Council** that it approves the following supporting statutory documentation: the Sustainability Appraisal, Habitats Regulation Assessment, Infrastructure Development Plan (IDP) and Equalities Impact Assessment;
3. **Authorise** the Head of Planning and Regulatory Services, in consultation with the Cabinet Member for Planning and Healthier Communities, to make any necessary minor typographical changes and modifications to the proposed submission document, IDP, Sustainability Appraisal and Habitat Regulations Assessment, and to agree the final publication style of the draft version before publication; and
4. **Authorise** the Head of Planning and Regulatory Services, in consultation with the Cabinet Member for Planning and Healthier Communities, to make any minor changes to the document following publication which are deemed necessary as a result of the consultation, and then to formally submit the Oxford Local Plan 2040 to the Secretary of State for examination. In the event that significant issues are raised that suggest the Plan is not sound and major amendments are required, the Plan will need to be re-drafted and brought back to Council to approve another public consultation before submission.

## 9 Partial CIL Charging Schedule Review

25 - 36

**Lead Member:** Cabinet Member for Planning and Healthier Communities (Councillor Louise Upton)

The Head of Planning and Regulatory Services has submitted a report to seek approval for the Draft CIL Charging Schedule to be published for public consultation.

Cabinet is recommended to:

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1. **Approve** the Community Infrastructure Levy (CIL) Draft Charging Schedule to be published for public consultation (Appendix 1);
2. **Authorise** the Head of Planning and Regulatory Services, in consultation with the Cabinet Member for Planning and Healthier Communities, to make any minor typographical changes to the Draft Charging Schedule before publication; and
3. **Authorise** the Head of Planning and Regulatory Services to formally publish the Draft Charging Schedule and associated evidence base for public consultation.

## 10 **Delivery of Electric Vehicle Infrastructure for Oxford**

37 - 158

**Lead Member:** Cabinet Member for Zero Carbon Oxford and Climate Justice (Councillor Anna Railton), Cabinet Member for Planning and Healthier Communities (Councillor Louise Upton)

The Head of Corporate Strategy has submitted a report to (i) seek approval for Oxford City Council's Electric Vehicle Infrastructure (EVI) Delivery and Implementation Plan, which clarifies the work packages and resources needed to deliver the first chapter of Oxford's EVI strategy (OxEVIS) up to April 2026; (ii) seek delegated authority for officers to enter into contracts and agreements with third parties to deliver the OxEVIS Implementation Plan; and (iii) agree to changes to the GULO (Go Ultra Low Oxford) project.

Cabinet is recommended to:

1. **Approve** the draft Implementation Plan for the Council's Electric Vehicle Infrastructure Strategy (OxEVIS) delivery as set out in Appendix 4 and **delegate authority** to the Head of Corporate Strategy in consultation with the Cabinet Member for Planning and Healthier Communities and the Cabinet Member for Zero Carbon Oxford and Climate Justice to make amendments to the Implementation Plan where required to ensure delivery of the OxEVIS;
2. **Delegate authority** to the Head of Corporate Strategy, in consultation with the Cabinet Member for Planning and Healthier Communities, the Cabinet Member for Zero Carbon Oxford and Climate Justice, the Head of Financial Services/Section 151 Officer, and the Council's Monitoring Officer, to enter into partnerships and collaborative working arrangements with third parties as required to deliver the Implementation Plan;
3. **Delegate authority** to the Head of Corporate Strategy, in consultation with the Cabinet Member for Planning and Healthier Communities, the Cabinet Member for Zero Carbon Oxford and Climate Justice, the Head of Financial Services/Section 151

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Officer, and the Council's Monitoring Officer, to accept tenders and enter into concession contracts (within the constraints set out in paragraph 39 of this Cabinet report) for the purposes of delivering the Implementation Plan;

4. **Delegate authority** to the Head of Corporate Strategy, in consultation with the Cabinet Member for Planning and Healthier Communities, the Head of Financial Services/Section 151 Officer, and the Council's Monitoring Officer, to give grants for the purposes of delivering the Implementation Plan up to an aggregate value of £500k;
5. **Delegate authority** to the Head of Corporate Strategy, in consultation with the Head of Corporate Property, the Cabinet Member for Planning and Healthier Communities, the Head of Financial Services/Section 151 Officer, and the Council's Monitoring Officer, to enter into leases up to a rental value of £5M for the purposes of delivering the Implementation Plan;
6. **Note** the interdependency with the funding bid under the standard 2024 MTFP budget setting process (detail as per Table 1 of the report). Over the four year budget period this implementation plan delivers an estimated net income of £24k. Net income for 2029-2040 is estimated at up to £5.2M;
7. **Agree** the On-street elements of the Go Ultra Low Oxford project (GULO) transition from Oxford City Council delivery to Oxfordshire County Council delivery, subject to the following conditions being fulfilled:
  - a. The County Council is satisfied that it can meet the funding obligations within the GULO funding agreement;
  - b. The funding body for GULO agrees (Office for Zero Emission Vehicles/OZEV) for the transfer to take place;
  - c. There is an agreement by both Councils on the methodology for delivery of the key outputs of GULO Phase 2, including the number of electric vehicle charging points and cable channels (GUL-e) committed under GULO are delivered to updated timeframes that are agreed with Oxford City Council and the funding body;
  - d. The existing GULO estate and highways related GULO Phase 2 funding are both transferred; and
  - e. An updated partnership agreement, including a revenue share arrangement for the assets associated with GULO is put in place that recovers the City Council investment to date; and
8. **Note** the reduction of Oxford City Council control over delivery of the OxEVIS Strategy due to national delegation of Local Electric Vehicle Infrastructure (LEVI) grant deployment to tier 1 authorities.

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Moving from overseeing city-wide delivery of OxEVIS to collaborating with Oxfordshire County Council on relevant OxEVIS policies related to highways EV Infrastructure deployment.

## 11 Utilities Procurement 2024 – 2028

159 - 170

**Lead Member:** Cabinet Member for Zero Carbon Oxford and Climate Justice (Councillor Anna Railton)

The Head of Corporate Strategy has submitted a report to seek delegated authority for the Head of Corporate Strategy, in consultation with the Head of Financial Services / Section 151 Officer, to approve contracts for gas and electricity and agree to extend the current contract for water utilities.

Cabinet is recommended to:

1. **Delegate authority** to the Head of Corporate Strategy, in consultation with the Head of Financial Services / Section 151 Officer, to:
  - decide the procurement route for purchasing the supply of gas and electricity from October 2024
  - agree to enter into contracts for gas and electricity, subject to a maximum term of four years from October 2024;
2. **Approve** the extension of the Council's water contract with Wave for a further two years; and
3. **Note** the proposal to undertake an Energy Procurement Review to inform the Council's longer-term approach (from 2027 onwards).

## 12 Local Government Association (LGA) Corporate Peer Challenge

171 - 212

**Lead Member:** Leader - Inclusive Economy and Partnerships (Councillor Susan Brown)

The Chief Executive has submitted a report to update members on the key scope, process and recommendations from the July 2023 Peer Review Team and to outline the future Action Plan.

Cabinet is recommended to:

1. **Note** the Local Government Peer Challenge Feedback report of July 2023; and

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2. **Note** the recommendations from the Peer Review Team and that the Chief Executive has already commenced action planning to address these.

## 13 Minutes

213 - 224

**Recommendation:** That Cabinet resolves to **approve** the minutes of the meeting held on 13 September 2023 as a true and accurate record.

## 14 Dates of Future Meetings

Meetings are scheduled for the following dates:

15 November 2023

13 December 2023

24 January 2024

7 February 2024

13 March 2024

17 April 2024

All meetings start at 6.00pm.

## Matters Exempt from Publication

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

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

## Part Two – matters exempt from publication

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15 **Delivery of Electric Vehicle Infrastructure for Oxford -  
Appendix 6**

225 - 226

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## **Information for those attending**

### **Recording and reporting on meetings held in public**

Members of public and press can record, or report in other ways, the parts of the meeting open to the public. You are not required to indicate in advance but it helps if you notify the Committee Services Officer prior to the meeting so that they can inform the Chair and direct you to the best place to record.

The Council asks those recording the meeting:

- To follow the protocol which can be found on the Council's [website](#)
- Not to disturb or disrupt the meeting
- Not to edit the recording in a way that could lead to misinterpretation of the proceedings. This includes not editing an image or views expressed in a way that may ridicule or show a lack of respect towards those being recorded.
- To avoid recording members of the public present, even inadvertently, unless they are addressing the meeting.

Please be aware that you may be recorded during your speech and any follow-up. If you are attending please be aware that recording may take place and that you may be inadvertently included in these.

The Chair of the meeting has absolute discretion to suspend or terminate any activities that in his or her opinion are disruptive.

### **Councillors declaring interests**

#### **General duty**

You must declare any disclosable pecuniary interests when the meeting reaches the item on the agenda headed "Declarations of Interest" or as soon as it becomes apparent to you.

#### **What is a disclosable pecuniary interest?**

Disclosable pecuniary interests relate to your\* employment; sponsorship (ie payment for expenses incurred by you in carrying out your duties as a councillor or towards your election expenses); contracts; land in the Council's area; licenses for land in the Council's area; corporate tenancies; and securities. These declarations must be recorded in each councillor's Register of Interests which is publicly available on the Council's website.

#### **Declaring an interest**

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest. If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

#### **Members' Code of Conduct and public perception**

Even if you do not have a disclosable pecuniary interest in a matter, the Members' Code of Conduct says that a member "must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself" and that "you must not place yourself in situations where your honesty and integrity may be questioned". The matter of interests must be viewed within the context of the Code as a whole and regard should continue to be paid to the perception of the public.

#### **Members' Code – Other Registrable Interests**

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

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

### **Members' Code – Non Registrable Interests**

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

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

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

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

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

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

\*Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those member's spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

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

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

## **How Oxford City Councillors and members of the public can engage at Cabinet**

### **Addresses and questions by members of the public (15 minutes in total)**

Members of the public can submit questions in writing about any item for decision at the meeting. Questions, stating the relevant agenda item, must be received by the Head of Law and Governance by 9.30am two working days before the meeting (eg for a Tuesday meeting, the deadline would be 9.30am on the Friday before). Questions can be submitted either by letter or by email (to [cabinet@oxford.gov.uk](mailto:cabinet@oxford.gov.uk) ).

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

The Chair has discretion in exceptional circumstances to agree that a submitted question or related statement (dealing with matters that appear on the agenda) can be asked verbally at the meeting. In these cases, the question and/or address is limited to 3 minutes, and will be answered verbally by the Chair or another Cabinet member or an officer of the Council. The text of any proposed address must be submitted within the same timescale as questions.

For this agenda item the Chair's decision is final.

### **Councillors speaking at meetings**

Oxford City councillors may, when the chair agrees, address the Cabinet on an item for decision on the agenda (other than on the minutes). The member seeking to make an address must notify the Head of Law and Governance by 9.30am at least one working day before the meeting, stating the relevant agenda items. An address may last for no more than three minutes. If an address is made, the Cabinet member who has political responsibility for the item for decision may respond or the Cabinet will have regard to the points raised in reaching its decision.

### **Councillors speaking on Neighbourhood issues (10 minutes in total)**

Any City Councillor can raise local issues on behalf of communities directly with the Cabinet. The member seeking to make an address must notify the Head of Law and Governance by 9.30am at least one working day before the meeting, giving outline details of the issue. Priority will be given to those members who have not already addressed the Cabinet within the year and in the order received. Issues can only be raised once unless otherwise agreed by the Cabinet. The Cabinet's responsibility will be to hear the issue and respond at the meeting, if possible, or arrange a written response within 10 working days.

### **Items raised by Cabinet members**

Such items must be submitted within the same timescale as questions and will be for discussion only and not for a Cabinet decision. Any item which requires a decision of the Cabinet will be the subject of a report to a future meeting of the Cabinet.

**To:** Cabinet  
**Date:** 18 October 2023  
**Report of:** Head of Planning and Regulatory Services  
**Title of Report:** Proposed Submission Draft Oxford Local Plan 2040

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To seek approval for the Oxford Local Plan 2040 Proposed Submission Document for public consultation and recommend to Council its approval for consultation and, subject to the outcome of the consultation, if no matters are raised that materially impact upon the Plan strategy, submit the Submission Draft Oxford Local Plan 2040 to the Secretary of State for formal examination.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Louise Upton, Cabinet Member for Planning and Healthier Communities
<b>Corporate Priority:</b>	Enable an inclusive economy; deliver more affordable housing; support thriving communities; pursue a zero-carbon Oxford
<b>Policy Framework:</b>	Development Plan Document
<b>Recommendations:</b> That Cabinet resolves to:	
<ol style="list-style-type: none"> <li>1. <b>Recommend to Council</b> that it approves the Oxford Local Plan 2040 Proposed Submission Document for consultation;</li> <li>2. <b>Recommend to Council</b> that it approves the following supporting statutory documentation: the Sustainability Appraisal, Habitats Regulation Assessment, Infrastructure Development Plan (IDP) and Equalities Impact Assessment;</li> <li>3. <b>Authorise</b> the Head of Planning and Regulatory Services, in consultation with the Cabinet Member for Planning and Healthier Communities, to make any necessary minor typographical changes and modifications to the proposed submission document, IDP, Sustainability Appraisal and Habitat Regulations Assessment, and to agree the final publication style of the draft version before publication; and</li> <li>4. <b>Authorise</b> the Head of Planning and Regulatory Services, in consultation with the Cabinet Member for Planning and Heathier Communities, to make any minor changes to the document following publication which are deemed</li> </ol>	

necessary as a result of the consultation, and then to formally submit the Oxford Local Plan 2040 to the Secretary of State for examination. In the event that significant issues are raised that suggest the Plan is not sound and major amendments are required, the Plan will need to be re-drafted and brought back to Council to approve another public consultation before submission.

<b>Appendices</b>	
Appendix 1	Proposed Submission Draft Local Plan 2040
Appendix 2	Sustainability Appraisal
Appendix 3	Habitat Regulations Assessment
Appendix 4	Infrastructure Development Plan
Appendix 5	Policies Map
Appendix 6	Risk Assessment
Appendix 7	Equalities Impact Assessment

## **Introduction and background**

1. The purpose of this report is to seek approval for the Proposed Submission Draft Oxford Local Plan 2040 (Appendix 1) for consultation. The Proposed Submission Draft Oxford Local Plan 2040 has been prepared for the final consultation stage that will take place before the Plan is submitted to the Secretary of State for examination. From 10<sup>th</sup> November 2023 to 3<sup>rd</sup> January 2024, it is intended that a public consultation will be undertaken that will meet the requirements set out in Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The Plan is supported by the Sustainability Appraisal (Appendix 2), the Habitat Regulations Assessment (Appendix 3) and the Infrastructure Development Plan (Appendix 4) and the Policies Map (Appendix 5)
2. The Issues and Options Consultation took place in June / July 2021. This represented the first stage of the plan-making process, when several specific issues were identified that the Local Plan needed to address, together with a proposed vision and a set of objectives for the Plan. These were collated to form an [Issues Paper](#) which was then put out for public consultation. Responses were received from individuals, local communities, businesses and other organisations. A [consultation report](#) has been prepared that summarises the responses and findings.
3. Following careful consideration of the feedback from the public consultation, and a growing evidence base, a number of proposed policy approaches were developed. These approaches were presented as a range of options in the Preferred Options document. This contained a series of proposed policy approaches or options that covered a range of topics including housing, economy, communities, and design and heritage. It included a development sites and infrastructure chapter, which set out proposed sites that it was considered would benefit from having a specific site allocation policy.
4. The Preferred Options document went out for public consultation (Regulation 18 Part 1 Consultation) for a six-week period between Monday 3<sup>rd</sup> October 2022 and

Monday 14<sup>th</sup> November 2022. A summary report of the comments received is set out in this link

[https://www.oxford.gov.uk/downloads/file/8454/preferred\\_options\\_regulation\\_18\\_part\\_1\\_consultation\\_report](https://www.oxford.gov.uk/downloads/file/8454/preferred_options_regulation_18_part_1_consultation_report). A Housing Need Consultation (Regulation 18 Part 2) was also undertaken which ran for a supplementary 6 week consultation period from Monday 13<sup>th</sup> February 2023 to Monday 27<sup>th</sup> March 2023. A summary report: [https://www.oxford.gov.uk/downloads/file/8563/preferred\\_options\\_regulation\\_18\\_part\\_2\\_consultation\\_report](https://www.oxford.gov.uk/downloads/file/8563/preferred_options_regulation_18_part_2_consultation_report) has been published.

5. The purpose of these previous stages of consultation was firstly to understand the issues identified by the public which they thought the Plan should cover and then in 2022 to get views on a range of options for policies, called 'preferred options' and in part 2 to consult on the housing need assessment. These consultations informed the development of the draft policies in the Proposed Submission Draft.
6. This consultation on the Draft Submission Version of the Plan, to run for over seven weeks from 10<sup>th</sup> November 2023 until the 3<sup>rd</sup> January 2024, will ask for views on whether the Plan meets the tests of soundness set out in paragraph 35 of the NPPF. The Proposed Submission Draft Plan is intended to then proceed straight to submission to the Secretary of State unless anything material arises from the consultation, although minor changes that would not constitute 'main modifications' may be made prior to submission. Comments received in response to this Regulation 19 consultation are submitted alongside the Plan to be considered by the Inspector as part of the examination of the Plan.

### **The Draft Local Plan**

7. The Submission Draft Local Plan offers a range of policies with supporting text. These range from strategic policies to more detailed policies to be used in development management decisions. The Plan is comprehensive and will replace the Local Plan 2036. The Northern Gateway Area Action Plan (AAP) is due to expire in 2026 so the site allocation policy will replace it. Any adopted Neighbourhood Plans will be the only other documents containing statutory planning policies.
8. During the preparation of the Local Plan 2040 there have been some significant national and local changes that have influenced the approach we have taken in drafting the detail of the site allocation policies. The key proposed change from national government has been the concept of introducing "the permission in principle consent route". This proposed approach although not progressed at the time of writing has encouraged us to write more detailed policies than we have done in previous Plans.
9. This increased level of detail ensures that policies are drafted as comprehensively as possible to provide more certainty to both developers and local residents about the proposals and the considerations for a site. The site allocation policies have been produced by a thorough process informed by detailed urban design appraisals. The structure of the Plan 2040 provides supporting text but with a more detailed policy content for the individual themed policies together with those for Areas of Focus and Development Sites. The sections below briefly summarise the key points from each chapter of the Plan.

## ***Introduction, vision and strategy***

10. A range of sources of data and background information have been used in Chapter 1 to describe Oxford's strengths and role and the challenges it faces over the next 20 years, which have fed into the vision and informed the strategy. The vision for Oxford is summarised as:

- A healthy and inclusive city to live in
- A fair and prosperous city with a globally important role in learning, knowledge and innovation
- A green and biodiverse city that is resilient to climate change
- A city that utilises its resources with care, protects the air, water and soil and aims for net zero carbon
- A city that respects its heritage and fosters design of the highest quality
- A liveable city with strong communities and opportunities for all

11. Four strategic policies are set out in Chapter 1. Policy S1: sets out the overarching approach to locating new development and for sustainable growth with a priority to deliver affordable homes, focus employment on existing sites, and protect green and blue infrastructure networks. Policy S2: sets out the importance of good design. Policy S3 Says the City Council will work with infrastructure providers, developers and other key stakeholders to support the delivery of the infrastructure necessary to enable the development set out in the Local Plan and sets out delivery mechanisms. Policy S4 focuses on viability. It sets out when viability evidence may be accepted it specifies the order in which changes to a proposed scheme should take place until the proposed scheme becomes viable. The approach prioritises social rented housing, as that is the last adjustment that should be made to achieve viability, only after adjustments to parking levels and carbon offsetting costs (if there are any) have been made.

## ***A healthy and inclusive city to live in***

12. Chapter 2 is concerned with the delivery of housing. There is an urgent need for new homes in Oxford, but a limited and constrained supply of land available for development in the city. Policy H1 sets out the housing requirement over the Plan period 2020-2040. The level of housing need reflects the exceptional circumstances of the Oxfordshire economy, its performance and its significant contribution to the regional and national economy, which acts as a key driver of housing need that impacts on current and future demographic trends and market signals. If lower levels of housing were pursued then there would be greater in-commuting, a worsening of affordability and constraints placed on Oxford's economy.

13. The policy approach to help meet the housing need, has been to maximise capacity in the city. The Housing and Economic Needs Assessment (HENA), jointly commissioned with Cherwell District Council, objectively assessed the housing need for Oxford. This looked at four scenarios. Due to exceptional circumstances, a method other than the Government's Standard Method is used to determine Oxford's housing need. The most appropriate scenario to represent Oxford's housing need is based on an independent assessment of expected economic



- growth in Oxfordshire. The HELAA and site allocations policies in this Plan aim to prioritise residential development over other uses, including employment land.
14. This policy approach has sought to maximise the site allocations for housing, promote the efficient use and development of land and sites, including highest densities and building heights in appropriate locations, and allow an element of housing on all employment sites, where suitable. However, the identified capacity of housing land is below the identified housing need, and therefore a capacity-based housing requirement has been set in Policy H1.
  15. One of the biggest issues facing residents in Oxford is the unaffordability of homes, to rent or to buy. Oxford is one of the least affordable places in the country. The high need for new housing in the city means that general market house prices are expensive both to buy and rent. Policy H2 seeks to deliver affordable housing. On large residential sites of 10 or more units a proportion of affordable housing units will be sought. In the case of student accommodation or retirement homes a financial contribution will be sought instead. In Oxford, social rent (the most discounted form of affordable housing to rent) is the only option for many people. Social rented housing is therefore the priority tenure of affordable housing in Oxford, and of the 40% affordable housing requirement on qualifying developments, the majority is expected to be social rented housing. The remainder may be provided as intermediate forms of affordable housing. The current Oxford Local Plan (2036) requires 50% affordable housing. The whole-plan viability report demonstrates that this would not be viable for many developments. The requirement is set at a level that should ensure the majority of developments are viable, which will limit the amount of viability evidence that will need to be assessed at the planning application stage. The policy requires 80% of affordable homes to be social rented.
  16. The policy does not set a requirement for First Homes. This is a Government initiative and the requirement overrides existing policies. 25% of affordable homes should be First Homes, which means they are available to buy for first-time purchasers at a discounted rate and for no more than £250,000. However, the approach does not work well in Oxford, given the city's affordability issues and profile of its sites. The argument will be made through the examination process that First Homes should not be a requirement in Oxford.
  17. Policy H5 seeks to provide employer-linked housing which recognises the challenges that employers face in both recruiting and retaining staff in Oxford given the shortage of housing and its affordability. This acute staffing issue impacts on the operation and provision of key services such as schools and hospitals. Employer-linked housing involves the development of housing on their own specified sites, by specified key employers in the city to provide a means of delivering affordable housing for their own staff. For example, the NHS provide staff accommodation within the hospital sites.
  18. The large number of students resident in Oxford has an impact on the availability of general market housing. Policy H9 aims to ensure new student accommodation is built only in suitable locations and is limited to those on courses of a year or more who are receiving the greatest and longest-term educational benefit. It

prioritises students of the two universities to assist with the economic aims of the Plan in supporting the universities. Policy H10 ensures that where new academic and teaching facilities are proposed that support additional students, that these students' accommodation needs can be met. In the case of the universities this will be measured by the set threshold of students living outside of university accommodation such as student halls.

***A prosperous city with a globally important role in learning, knowledge and innovation***

19. Chapter 3 is concerned with Oxford's economy. Policy E1 encourages the intensification and modernisation of key employment sites within the city and recognises the important role played by category 1 (national and regional) sites in contributing significantly to the national and regional economy. Category 2 (local) sites are well performing and provide key supporting services for Oxford's economy to function properly. Category 3 employment sites mainly comprise smaller, poorly located sites that do not perform such an important economic function or are likely to be able to do so in the future. The policy approach supports sustainable development and seeks to make the best and most efficient use of existing employment sites but does not allow for new employment sites except in the city centre and district centres where there is expected to be a range of uses.
20. In recognition of the acute housing shortage in the city the new employment strategy approach makes it clear that an element of residential development will in principle be supported on employment sites. This includes both category 1 and 2 sites where this would not prejudice the site's present or future continued use as an employment site and would result in well-located, and well-designed homes being provided. In addition, Category 3 sites would be allowed in principle to change their use and/or be redeveloped for residential development subject to criteria to ensure that Oxford maximises the delivery of homes within the city and that homes are appropriate on the site.
21. The Employment Land Needs Assessment (ELNA) Update for Oxford prepared by Lichfields states that some 296,000 sqm of employment floorspace is required to meet the city's employment needs over the plan period. A high proportion of this need is attributed to office; research and development; and laboratory space which reflects the market demand profile for the city and to build on Oxford's key economic strengths.
22. Warehousing and storage uses can play an important role in the operation of some key employers and contribute to the supply chain. However generally they do occupy a considerable land area, do not generate many jobs and compete for a limited supply of land. So in these circumstances Policy E2 will only support new and or expanded warehouse uses on existing employment sites where it can be shown that they are required for operational reasons by a Category 1 employment site.
23. The Oxford Economic Strategy includes a policy which promotes 'an inclusive economy' which can include the delivery of affordable workspace. To that end the Policy E3 requires that development proposals delivering commercial

developments on named sites, to produce an affordable workspace strategy detailing how affordable workspace can be delivered as part of their masterplan. Community Employment and Procurement Plans (CEPPs) can play a significant role in improving job opportunities for local people and support both the local labour market and the businesses that operate in Oxford or wish to move to the city. Policy E4 therefore seeks to secure a CEPP for developments of 50 or more homes or over 1,000sqm non-residential floorspace.

24. Policy E5 is concerned with tourism and short-stay accommodation. The policy directs new holiday and short-stay accommodation to sustainable locations, including the city and district centres and main arterial roads. The expansion and or refurbishment of existing accommodation is supported in principle subject to criteria. Whilst larger accommodation of 10 beds or more in sustainable locations is sought to be retained, unless evidence of non-viability can be demonstrated.

### ***A green biodiverse city that is resilient to climate change***

25. Chapter 4 is concerned with protecting and enhancing green and blue infrastructure, delivering net gains in biodiversity and building in resilience to flooding and promoting sustainable drainage and resilient construction methods. The policy approach in the Local Plan recognises the multi-functional benefits of our GI network and seeks to ensure that we protect (Policy G1) a range of spaces and features for the benefit of the city now and into the future, where possible enhancing (Policy G2) these and providing new features to strengthen that network. Policy G3 includes more specific requirements around providing green, natural surface cover on specific types of development through the use of the Council's Urban Greening Factor policy tool.
26. All new planning applications will be required to deliver biodiversity net gain, in accordance with the Environment Act 2021, with an initial requirement of 10% introduced for large sites in November 2023 and small sites in April 2024. Policy G4 sets out the expectation that biodiversity net gain is delivered either onsite or within those areas of land within the city which have been identified as being most beneficial for supporting the wider ecological network, to secure as much benefit as possible for nearby species and habitats. If robust evidence is provided to show net gain cannot be achieved onsite or offsite, then the purchase of biodiversity units from a habitat bank or statutory biodiversity credits may be accepted to meet net gain.
27. Policy G5 seeks to enhance on-site biodiversity into landscaping or building facades / roof spaces to meet priority habitats and protected species. Policy G6 requires development proposals to conserve and enhance biodiversity including safeguarding the key sites of Oxford's ecological network.
28. Policy G7 is concerned with flood risk. It requires development proposals to have considered the potential for flooding from all relevant sources now and for the lifetime of the development, including climate change, as well as the potential for them increasing flood risk elsewhere, safety of users of the development, and that they have appropriately addressed any flood risks where they are identified. This would require a Sequential Test and Exception Test to be carried out and passed.

A site-specific flood risk assessment (FRA) would be required in key areas of the city.

29. Policy G8 requires all new developments to manage surface water through Sustainable Drainage Systems (SuDS). SuDS must be designed in a way that incorporates reuse, infiltration, retention, or conveyance methods which utilise natural, green, and blue infrastructure rather than unnatural, artificial components. The policy requires surface water runoff to be managed to greenfield run-off rates as close to its source as possible. Policy G9 requires a design and access statement to show how the design and construction has responded to existing and future climate and potential weather extremes that the development will have to function within.

***A city that utilises its resources with care, protects the air, water and soil***

30. Chapter 5 includes policies that seek to ensure that new development comes forward in a way that does not further exacerbate climate change through additional carbon emissions to support the significant reductions needed from the existing built environment over the coming years – also known as climate change mitigation to help achieve net zero carbon.
31. Three key policies address the built environment. Policy R1 provides requirements for the carbon efficiency of buildings once they are in operation and throughout their lifetime. Policy R2 focuses on emissions associated with the construction process, and Policy R3 is concerned with the importance of retrofitting existing buildings in the city and sets out that carbon efficiencies may be considered a public benefit.
32. The second part of this chapter then deals with the protection of various natural resources and ensuring that the development process mitigates its impact on the wider environment. Policy R4 addresses the issue of air quality, which is a key concern in the city due to ongoing issues which arise from a range of sources, including tail pipe emissions, burning of fossil fuels for heat as well as construction pollutants. Policies R5 & R6 are concerned with the quality of land and its soils. As a result of development over many years in Oxford there are contaminants, such as landfill. Policy R5 therefore sets out guidance on what will be expected from new development and how it should address any contaminated land.
33. Policy R6 sets out the need to conserve and enhance soil quality, including peat reserves. Policy R7 then goes on to deal with the wider impacts on amenity & environmental health, including a range of potential risks that new development should seek to mitigate, such as noise and nuisance. The policy approach to water quality is dealt with through inter-linked policies in the Plan. Policy R8 considers the amenity & environmental impacts of new development on the use of water. Whilst Policy G9 provides advice on resilient design and construction for new developments together with Policy G8, which promotes multi-functional green SuDs.

### ***A city that that respects its heritage and fosters design of the highest quality***

34. Chapter 6 is concerned with policies that respect the city's heritage and foster high quality design. The approach is to conserve and value the significance of Oxford's heritage, and seeks to achieve well-designed, beautiful buildings and public spaces. High-quality design in Oxford is dependent on an understanding of the city's heritage and managing change in a way that meets future needs whilst ensuring no harm is caused to its important heritage assets.
35. Policy HD1 sets out the criteria for assessing the impacts of new developments in Conservation Areas, being designated heritage assets and the importance of ensuring that they are protected and enhanced. Policy HD2 deals with Listed Buildings and the need for new developments to be informed by heritage assessments to weigh the impacts of proposals on both the significance of listed buildings and their settings. Policy HD3 is concerned with the assessment of new development proposals on Registered Parks and Gardens, as designated heritage assets. Whilst Policy HD4 provides criteria for assessing the impact of new developments on a Scheduled Monument.
36. Policy HD5 provides criteria for assessing the impact of new developments on archaeological remains in the city centre, allocated sites or areas where archaeological features may be present. Policy HD6 seeks to ensure that new developments do not adversely impact on any non-designated Heritage Assets. Policy HD7 then sets out the principles of high-quality design, which need to show that it is responsive to its context, creates or enhances local distinctiveness & ensure that the amenity of the natural environment is protected.
37. Policy HD8 is concerned with using context to determine the appropriate density for the development of a site. The policy includes criteria to ensure that a proposal makes the best use of its site capacity, but properly reflects its context & place in Oxford, in terms of scale, layout & density. Policy HD9 then goes on to assess views & building heights. It seeks to ensure development retains the significance of the historic skyline and views to it and from it. Detailed assessments will be required for developments that may be impactful because of their height.
38. Additional policies focus on the well-being of new & surrounding occupants, including the need for a Health Impact Assessment for larger developments, and that proposals meet privacy, daylight & sunlight requirements & internal & external space standards.

### ***A liveable city with strong communities and opportunities for all***

39. Chapter 7 explains that Oxford is a liveable and accessible city with a range of services within a 15-20 min walk or cycle ride. The city has a good public transport network that provides access to other key areas of the city further away. Policy C1 sets out the hierarchy of centres. The policy approach is to focus town centre uses in the city and district centres, supporting liveable neighbourhoods. Whilst local centres help to provide local services together with community facilities. Any town centre uses, which is a use that attracts people to it, should be directed first to city and district centres, then to sites adjacent to them and only elsewhere if it can be demonstrated there are no alternatives. Policy C2 seeks to maintain vibrant centres & provides general design principles to guide future development and

promote vitality and viability. The policy aims to retain active frontages, which support a balanced mix of uses.

40. Policy C3 aims to protect existing local community facilities and support improvements to make more intensive use of existing sites, whilst Policy C4 recognises the importance of schools, libraries and places of worship and seeks to protect them and support their improvement. Their loss would only be supported in circumstances where it was no longer required to meet community needs, or where alternative facilities can be provided. Policy C5 is concerned with the protection of existing cultural, social and visitor attractions, but supports in principle their alteration, subject to criteria, and the provision of new cultural venues and visitor attractions in appropriate locations.
41. The transport and movement strategy of the Plan seeks to reduce the need to travel, promote active travel, public transport & support the implementation of the County Council's Core Schemes of the Central Oxfordshire Travel Plan. Policy C6 requires major new development proposals to optimise active travel & public transport opportunities and aim to limit the increase in car journeys which would add to air pollution & congestion across the city. This policy approach therefore supports the need for major proposals to submit Transport Assessments and Travel Plans in line with published County Council guidance; together with advice set out in the Street Design Guide. Parking design standards for bicycles & powered two wheelers and motor vehicles are set out in Policies C7 & C8. Whilst Policy C9 provides advice on electric vehicle charging.

### ***Development sites, Areas of Focus and Infrastructure***

42. Chapter 8 is concerned with Development sites, Areas of Focus and Infrastructure delivery. Development site allocation policies provide advice on what type of land use, or mix of uses is acceptable on a specific site. This positive approach ensures that the right type and amount of development happens in the right place in accordance with the strategy of this Plan & NPPF policy. In response to emerging national government proposals the content of these policies includes greater detail than in previous Plans. There are five 'Areas of Focus' defined across the city (Northern Edge of Oxford, North of the City Centre, Cowley Branch Line and Littlemore, West End and Botley, Marston Road and Old Road). These are areas where changes are anticipated over the Plan period as a result of new development – either within the city or adjacent to its boundaries. They include site allocations for development alongside key principles relevant to the area & its wider context.
43. There are several sites around the edge of Oxford which are allocated for housing in the most recent adopted plans of neighbouring districts, to help deliver the unmet housing needs of Oxford up to 2036. Development has commenced on several of these sites and planning applications submitted for others.
44. The Infrastructure Delivery Plan (IDP) provides a summary of the infrastructure needs across Oxford & sets out the infrastructure schemes to meet these needs, taking into account the amount of future housing and employment growth over the Plan period. There are four IDP quadrants comprising the North, South, East and West and Central Areas, which include respective Areas of Focus together with key development site allocations. Each IDP Area highlights key considerations for

infrastructure and design which are common across their respective area. This could include for example improvements to walking and cycling routes, public transport connectivity, promoting good urban design & place making and increasing public access to green spaces.

### **Sustainability Appraisal and HRA**

45. A Sustainability Appraisal has been carried out to assess the options against the Sustainability objectives (Appendix 3). This work has informed the selection of preferred options and the drafting of policies. A Habitat Regulations Assessment (HRA) has been carried out to assess any potential negative impacts of development on the Oxford Meadows Special Area of Conservation (SAC), and suggested mitigations are included in relevant site allocation policies (Appendix 4). The Sustainability Appraisal and HRA will be published alongside the Proposed Submission Draft Local Plan and will also be available for consultation.

### **Consultation**

46. The consultation responses and engagement are an important input into preparing and shaping the content of the Local Plan. The Oxford Local Plan Local Development Scheme (LDS) 2022-2027 set out the programme for the production of the Local Plan 2040. The engagement and consultation has been and will be consistent with the Statement of Community Involvement (SCI) in Planning adopted in June 2021, and appropriate to the stage.
47. The Issues and Scoping of the Options took place in June / July 2021, which sought to identify the key issues for the Local Plan to address. The Preferred Options Consultation (Regulation 18 Part 1) was carried out in October / November 2022, which was followed by a Housing Need Consultation (Regulation 18 Part 2) that ran during February / March 2023. These two consultations sought to obtain views on a range of policy options, Preferred Options, together with the Housing Need Consultation. These consultations were then used to inform the development of the draft policies in the Proposed Submission Draft.
48. Consultation at the Regulation 19 stage is more formal. The aim of the consultation stage is to ask for views on whether the Plan meets the tests of soundness set out in paragraph 35 of the NPPF. Comments received at this stage of consultation are sent to the Secretary of State on submission of the Plan for consideration by the Inspector as part of the examination. There is limited scope to make changes to the Plan based on comments received, prior to submission.

### **Financial implications**

49. Production of a Local Plan is a significant and multi-year financial commitment. In particular the costs associated with examination are notable. The budget of the Planning Service is drafted and has been approved with this service pressure in mind. The costs associated with the production of the Local Plan, including the consultation, are being met through the annual Local Plan budget, funds previously allocated to the Oxfordshire Plan (JSSP) reserve, and the resources of the Planning Policy team. Policies have been drafted to be as easy to evidence (for the developer) and assess (for officers) as possible. In many cases the policies will require a change in the assessment process from that existing under the current Local Plan. However, some of the policies as drafted will have

moderate resource implications at implementation stage for other teams in the Council, for example assessing compliance with the carbon reduction policy, biodiversity net gain (a Government requirement in any event) and community employment plans. Relevant teams have been consulted on the draft policies and are satisfied with the implications, and training for planning officers will be provided so that specialist advice is only required on the most complex applications.

### **Legal issues**

50. There are no specific legal implications arising from the recommendations set out in this report. There are legal requirements that must be followed through the production of the Local Plan, which will be considered by the Inspector at examination.
51. The Local Plan is a statutory document the Council must produce. The draft submission document is prepared for the 3<sup>rd</sup> round of consultation, which will follow the procedure set out in Regulation 19. This is a more formal consultation than previous rounds. Comments should relate to the ‘soundness’ of the Plan and are considered as part of the examination.

### **Level of risk**

52. The completed Risk Assessment is attached as Appendix 6.

### **Equalities impact**

53. A two-stage approach to the Equality Impact Assessments (EqIA) has been followed for the Local Plan. The first phase comprised of an initial assessment of the policy areas within the Preferred Options Document. The second phase has looked at the policies as drafted in the Proposed Submission Draft Local Plan (attached as Appendix 7). Consultation on the EqIA will be combined with the consultation beginning on 10<sup>th</sup> November.

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## Cabinet

**Date:** 18 October 2023  
**Report of:** Head of Planning and Regulatory Services  
**Title of Report:** Community Infrastructure Levy (CIL) – CIL Charging Schedule Partial Review for Consultation

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To seek approval for the Draft CIL Charging Schedule to be published for public consultation
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Louise Upton, Cabinet Member for Planning and Healthier Communities
<b>Corporate Priority:</b>	A Vibrant and Sustainable Economy; Meeting Housing Needs; Strong and Active Communities; A Clean and Green Oxford.
<b>Policy Framework:</b>	The Community Infrastructure Levy (CIL) is a charge on new developments which helps to fund infrastructure, as is set out in CIL Regulations 2010 (as amended). <sup>1</sup> A revised CIL charging schedule has been drafted to support the policy requirements of the Local Plan 2040.
<b>Recommendations:</b> That Cabinet resolves to:	
1	<b>Approve</b> the Community Infrastructure Levy (CIL) Draft Charging Schedule to be published for public consultation (Appendix 1);
2	<b>Authorise</b> the Head of Planning and Regulatory Services, in consultation with the Cabinet Member for Planning and Healthier Communities, to make any minor typographical changes to the Draft Charging Schedule before publication; and
3	<b>Authorise</b> the Head of Planning and Regulatory Services to formally publish the Draft Charging Schedule and associated evidence base for public consultation.

<sup>1</sup> <https://www.legislation.gov.uk/ukdsi/2010/9780111492390/contents>

<b>Appendices</b>	
Appendix 1	Draft Charging Schedule for Partial Review
Appendix 2	Statement of Representations Procedure
Appendix 3	Risk Assessment

## **Introduction**

1. The CIL Charging Schedule sets out a tariff in the form of a standard charge on new development to help the funding of infrastructure in Oxford. The City Council has been charging CIL on qualifying developments since 2013. The rates charged have risen with inflation but have not been reviewed since the first Charging Schedule was published.
2. The purpose of this report is to request approval for the publication of a partial review of the CIL Charging Schedule to go to public consultation alongside the Local Plan 2040.
3. CIL regulation 16 sets out that for a CIL charging schedule to go to examination, the Council must provide a Draft Charging Schedule (Appendix 1) and publish the appropriate evidence regarding infrastructure costs, funding sources and viability for public consultation.
4. New viability evidence has been produced to support a review of the Charging Schedule and provide evidence for the Local Plan 2040. In line with this evidence, partial amendments to the existing CIL Charging Schedule are proposed to be published for consultation.
5. Following analysis and consideration of the responses to the consultation, a Draft Charging Schedule will be submitted for full examination alongside the Local Plan 2040.

## **Changes proposed in the Partial CIL Review**

6. The main conclusions from the viability report regarding CIL rates are that to accommodate the policies of the local plan, most use classes would not be able to absorb an additional increase in the CIL rate beyond annual indexation.
7. Hence, most rates in the proposed charging schedule remain fixed and are to be indexed as usual on an annual basis, to account for inflation since the original CIL charging schedule was adopted in October 2013.
8. The use classes E(g) business and B2/B8 industrial, however, can demonstrate viability at higher rates of CIL and the recommendation of the report is that rates can be increased for these uses to the same rates as C3 residential.
9. The rates for these use classes were previously set at a much lower rate than most residential and employment uses in the original Charging Schedule and have remained this way for the past decade. However, over time the capital values of

business and industrial developments have significantly appreciated, and higher rates of CIL can now be accommodated.

10. The amended CIL rates will be as follows (full schedule in Appendix 1):

Development Type*	Jan 2023 Rates per m <sup>2</sup>	Proposed rates per m <sup>2</sup> following Partial Review
<b>E Business (Office, R&amp;D, Light Industrial)</b>	<b>£31.59</b>	<b>£158.00</b>
<b>B2 General industrial</b>	<b>£31.59</b>	<b>£158.00</b>
<b>B8 Storage or distribution</b>	<b>£31.59</b>	<b>£158.00</b>

### Consultation

11. If Cabinet approves the proposed changes for a partial review of the CIL Charging Schedule, the Council will take the charging schedule to consultation from Friday the 10<sup>th</sup> of November 2023 to Wednesday the 3<sup>rd</sup> of January 2024.
12. A statement of representations procedure (Appendix 2) has also been drafted, which informs consultees how they can respond to the proposed changes in the Draft Charging Schedule.
13. Full copies of the economic viability evidence will be published alongside the charging schedule for consultation.

### Steps following consultation:

14. Following consultation, all feedback will be gathered, and any main issues would be summarised in a summary of representations report.
15. If any modifications are to be made to the Draft Charging Schedule following the consultation, a statement of modifications will be written to state any changes made.
16. The summary of representations and statement of modifications would be brought to Cabinet to approve the charging schedule to be submitted for examination.
17. The Draft Charging Schedule would then be submitted to the Secretary of State for examination alongside the supporting evidence base documents and the summary of representations and modifications (Regulation 19).<sup>2</sup> These documents would be made available on the Council website and made accessible to the public. Any persons who requested during the consultation process that they be informed of the submission will be notified.

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<sup>2</sup> <https://www.legislation.gov.uk/ukxi/2010/948/regulation/19/made>

## **Financial implications**

18. The City's Council's Infrastructure Delivery Plan (IDP) report demonstrates an estimated infrastructure funding gap of £892m and maintains that the use of CIL will help to fund infrastructure and support development in the area.<sup>3</sup>
19. The rate at which the CIL tariff is set will determine the amount of income received by the Council from new development to be spent on infrastructure projects. The Council works in partnership with the County Council and other infrastructure providers to help fund and prioritise infrastructure projects within the IDP.
20. Over current and previous years, the Council has been receiving relatively low amounts of B2/B8 applications but is seeing an increase in E(g) class applications, particularly for R&D use. We anticipate that increasing the rates for these development uses will help to ensure that more funding can be generated for infrastructure, without affecting the viability of development.
21. If and where issues of viability or economic impact may arise, the exceptional circumstances relief policy introduced in 2019 can be considered to mitigate risk of delivery of sites on a case-by-case basis.<sup>4</sup>

## **Legal issues**

22. The Council is required to comply with the consultation and publicity requirements set out in the CIL Regulations 2010 (as amended) to amend the Charging Schedule and this report sets out the steps to be taken to meet those requirements. There are no other legal implications that arise from this report.

## **Equalities impact**

23. There are no equalities impacts arising from this report.

## **Carbon and Environmental Considerations**

24. There are no direct carbon or environmental considerations arising from this report, although increasing CIL rates for industrial and office/R&D developments could help to better generate funds to be spent on infrastructure which mitigates the environmental impacts of development in the city.

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<sup>3</sup> [https://www.oxford.gov.uk/download/downloads/id/8129/oxford\\_idp\\_report\\_-\\_final\\_feb\\_2022.pdf](https://www.oxford.gov.uk/download/downloads/id/8129/oxford_idp_report_-_final_feb_2022.pdf)

<sup>4</sup> [https://www.oxford.gov.uk/downloads/file/6330/discretionary\\_exceptional\\_circumstances\\_relief\\_policy](https://www.oxford.gov.uk/downloads/file/6330/discretionary_exceptional_circumstances_relief_policy)

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**Background Papers:** None

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## Appendix 1 – Draft Charging Schedule for Partial Review, November 2023

Amendments proposed highlighted

Development Type*	Jan 2023	Proposed rates following Partial Review
E Shops	£158.00	£158.00
E Financial and professional services	£158.00	£158.00
E Restaurants and cafés	£158.00	£158.00
Sui Generis Drinking establishments	£158.00	£158.00
Sui Generis Hot food takeaways	£158.00	£158.00
<b>E Business (Office, R&amp;D, Light Industrial)</b>	<b>£31.59</b>	<b>£158.00</b>
<b>B2 General industrial</b>	<b>£31.59</b>	<b>£158.00</b>
<b>B8 Storage or distribution</b>	<b>£31.59</b>	<b>£158.00</b>
C1 Hotels	£31.59	£31.59
C2 and C2A Residential institutions and secure residential institutions	£31.59	£31.59
C3 Dwelling houses**	£158.00	£158.00
C4 Houses in multiple occupation (HMO)	£158.00	£158.00
Student accommodation	£158.00	£158.00
F1 Non-residential institutions	£31.59	£31.59
Sui Generis Assembly and leisure	£31.59	£31.59
All development types unless stated otherwise in this table	£31.59	£31.59

\*Changes to the Use Class Order came into effect 1 September 2020

\*\*C3 includes self-contained sheltered accommodation and self-contained graduate accommodation

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## Appendix 2 – Statement of Representations Procedure

### Community Infrastructure Levy Draft Charging Schedule Statement of Representations Procedure

Oxford City Council intends to submit a Community Infrastructure Levy (CIL) Draft Charging Schedule for examination, under Section 212 of the Planning Act 2008 (as amended by the Localism Act 2011).

In accordance with the Community Infrastructure Levy Regulations 2010 (as amended), Oxford City Council has published the following documents for consultation:

- The CIL Draft Charging Schedule
- Evidence to support the CIL Draft Charging Schedule
- This Statement of Representations Procedure

**The consultation period runs from: Friday the 10<sup>th</sup> of November 2023 to Wednesday the 3<sup>rd</sup> of January 2024.**

**All comments must be received by 4.00 pm on the 3<sup>rd</sup> of January 2024.**

**Comments can be submitted electronically at: [www.oxford.gov.uk/consultation](http://www.oxford.gov.uk/consultation).**

Alternatively, copies of comments forms can be obtained at the Town Hall or by emailing the Council at the address below, and can be filled out and sent by post to:

CIL Team	Email: <a href="mailto:cilteam@oxford.gov.uk">cilteam@oxford.gov.uk</a>
Planning Policy,	Telephone: 01865 252509
Oxford City Council,	
Town Hall, St. Aldates	
Oxford, OX1 1BX	

The documents are available to view on the City Council's website: [www.oxford.gov.uk/CIL](http://www.oxford.gov.uk/CIL) and are also available for inspection, free of charge, during the consultation period at:

**Oxford City Council Offices**, Town Hall, St. Aldates, Oxford, OX1 1BX

*(Mon-Thur 9.00am-5.00pm, Fri 9.00am-4.30pm)*

**Oxford Central Library**: Information services 2nd Floor of the Central Library in the Westgate Centre

*(Mon-Thur 9am-8pm, Fri 9am-5.30pm, Sat 9am-5.30pm)*

**Headington Library**: Bury Knowle Park, North Place, Headington, Oxford

*(Mon 9.15am- 1pm, Tue 9.15am-7pm, Wed 9.15am-1pm, Thur 9.15am-7pm, Fri 9.15am-5pm, Sat 9am-4.30pm)*

**Old Marston Library**: Mortimer Hall, Oxford Road, Old Marston, Oxford

*(Tue 2pm-5pm, 5.30pm-7pm, Thur 2pm-5pm, 5.30pm-7pm, Fri 10am-12pm, 2pm-5pm, Sat 9.30am-12.30pm)*

**Blackbird Leys Library**: Blackbird Leys Road, Blackbird Leys, Oxford

*(Mon 9am-12pm & 1.30pm-5pm, Tue 9am-12pm, Wed 9am-12pm, & 1.30pm-5pm, Thur 9am-12pm & 1.30pm-5pm, Sat 9.30am-12.30pm)*

**Littlemore Library**: Oxford Academy Campus, Sandy Lane West, Littlemore, Oxford

*(Mon 2pm-6pm, Tue 2pm-4.30pm, Thur 9.30am-12.30pm & 2pm-4.30pm, Fri 9.30am-12.30pm, Sat 9.30am-1.00pm)*

**Summertown Library**: South Parade, Oxford

*(Mon 9.30am-5.00pm, Tue 9.30am-6.30pm, Thur 9.30am-6.30pm, Fri 9.30am-5.00pm, Sat 9am-4.00pm)*

**Cowley Library**: Temple Road, Oxford

*(Mon 9.15am-5.30pm, Tue 9.15am-7pm, Wed 9.15am-7pm, Fri 9.15am-5.30pm, Sat 9am-4.30pm)*

Organisations and individuals making representations may request the right to be heard at the examination. Such a request must be made in writing and received within the specified period for making representations.

If you would like to be notified of the submission of the CIL Draft Charging Schedule, receipt of the examiner's report or the approval of the Charging Schedule please indicate this on your comment form.

Appendix 3 - Risk Register

Community Infrastructure Levy Partial Review Consultation

As at: 18/10/2023

Ref	Title	Risk Description	Opp / Threat	Cause	Consequence	Risk Treatment	Date Raised	Owner	Gross		Current			Target		Comments	Control / Mitigation Description	Date Due	Action Status	% Progress	Action Owner
									P	I	P	I	Score	P	I						
	Modifications to DCS following consultation	Representations raised could result in changes to the draft charging schedule	Threat	Representations seeking modifications to charging schedule	Could have an impact on funds received from the levy and infrastructure that can be delivered. Could result in further comments to be raised at examination stage, delaying adoption of charging schedule.	Reduce	18/10/23	LN	3	2	3	2	6	2	1		1) To have prepared and cross-checked evidence base thoroughly before consultation. 2) To communicate with stakeholders and interested parties where appropriate beforehand. 3) To consider and respond to comments and changes following consultation to minimise potential loss of income, consider viability of development and minimise additional risks to adoption at examination stage	03/01/24	In Progress	60%	LN

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**To:** Cabinet  
**Date:** 18 October 2023  
**Report of:** Head of Corporate Strategy  
**Title of Report:** Delivery of Electric Vehicle Infrastructure for Oxford

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To (i) seek approval for Oxford City Council's Electric Vehicle Infrastructure (EVI) Delivery and Implementation Plan, which clarifies the work packages and resources needed to deliver the first chapter of Oxford's EVI strategy (OxEVIS) up to April 2026; (ii) seek delegated authority for officers to enter into contracts and agreements with third parties to deliver the OxEVIS Implementation Plan; and (iii) agree to changes to the GULO (Go Ultra Low Oxford) project.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Louise Upton, Cabinet Member for Planning and Healthier Communities and Councillor Anna Railton, Cabinet Member for Zero Carbon Oxford and Climate Justice
<b>Corporate Priority:</b>	Pursue a zero carbon Oxford; Enable an inclusive economy; Support thriving communities
<b>Policy Framework:</b>	Council Strategy 2020-24, Zero Carbon Action Plan, Council Electric Vehicle Infrastructure Strategy (OxEVIS), Local Plan 2016-2036 and emerging Local Plan 2040.

<b>Recommendations:</b> That Cabinet resolves to:	
1.	<b>Approve</b> the draft Implementation Plan for the Council's Electric Vehicle Infrastructure Strategy (OxEVIS) delivery as set out in Appendix 4 and <b>delegate authority</b> to the Head of Corporate Strategy in consultation with the Cabinet Member for Planning and Healthier Communities and the Cabinet Member for Zero Carbon Oxford and Climate Justice to make amendments to the Implementation Plan where required to ensure delivery of the OxEVIS;
2.	<b>Delegate authority to</b> the Head of Corporate Strategy, in consultation with the Cabinet Member for Planning and Healthier Communities, the Cabinet Member for Zero Carbon Oxford and Climate Justice, the Head of Financial Services/Section 151 Officer, and the Council's Monitoring Officer, to enter

into partnerships and collaborative working arrangements with third parties as required to deliver the Implementation Plan;

3. **Delegate authority to** the Head of Corporate Strategy, in consultation with the Cabinet Member for Planning and Healthier Communities, the Cabinet Member for Zero Carbon Oxford and Climate Justice, the Head of Financial Services/Section 151 Officer, and the Council's Monitoring Officer, to accept tenders and enter into concession contracts (within the constraints set out in paragraph 39 of this Cabinet report) for the purposes of delivering the Implementation Plan;
4. **Delegate authority to** the Head of Corporate Strategy, in consultation with the Cabinet Member for Planning and Healthier Communities, the Head of Financial Services/Section 151 Officer, and the Council's Monitoring Officer, to give grants for the purposes of delivering the Implementation Plan up to an aggregate value of £500k;
5. **Delegate authority to** the Head of Corporate Strategy, in consultation with the Head of Corporate Property, the Cabinet Member for Planning and Healthier Communities, the Head of Financial Services/Section 151 Officer, and the Council's Monitoring Officer, to enter into leases up to a rental value of £5M for the purposes of delivering the Implementation Plan;
6. **Note** the interdependency with the funding bid under the standard 2024 MTFP budget setting process (detail as per Table 1 below). Over the four year budget period this implementation plan delivers an estimated net income of £24k. Net income for 2029-2040 is estimated at up to £5.2M;
7. **Agree** the On-street elements of the Go Ultra Low Oxford project (GULO) transition from Oxford City Council delivery to Oxfordshire County Council delivery, subject to the following conditions being fulfilled:
  - a. The County Council is satisfied that it can meet the funding obligations within the GULO funding agreement;
  - b. The funding body for GULO agrees (Office for Zero Emission Vehicles/OZEV) for the transfer to take place;
  - c. There is an agreement by both Councils on the methodology for delivery of the key outputs of GULO Phase 2, including the number of electric vehicle charging points and cable channels (GUL-e) committed under GULO are delivered to updated timeframes that are agreed with Oxford City Council and the funding body;
  - d. The existing GULO estate and highways related GULO Phase 2 funding are both transferred; and
  - e. An updated partnership agreement, including a revenue share arrangement for the assets associated with GULO is put in place that recovers the City Council investment to date; and
8. **Note** the reduction of Oxford City Council control over delivery of the OxEVIS Strategy due to national delegation of Local Electric Vehicle Infrastructure (LEVI) grant deployment to tier 1 authorities. Moving from overseeing city-wide delivery of OxEVIS to collaborating with Oxfordshire County Council on relevant OxEVIS policies related to highways EV Infrastructure deployment.

<b>Appendices</b>	
Appendix 1	Programme Risk Register
Appendix 2	Equalities Impact Assessment
Appendix 3	Mirrored GULO Delegations
Appendix 4	OxEVIS Implementation and Delivery Plan
Appendix 5	Oxford Electric Vehicle Infrastructure Strategy
Appendix 6 (Confidential)	Worked Example Concession Value

## **Introduction and background**

1. Oxford City Council has set out a road map<sup>1</sup> and action plan to become a net zero Council by 2030 and with the Zero Carbon Oxford Partnership (ZCOP), comprising the city's largest institutions and employers, to reach a target of net zero carbon emissions for Oxford by 2040 or earlier.
2. Road transport is the second largest contributor to Oxford's emissions, accounting for 171 ktCO<sub>2</sub>e (2018), with private cars being the main source of emissions. Road Transport also contributes 40.47% of NO<sub>2</sub> pollution in Oxford and is therefore a significant area to be addressed to meet these targets.
3. Oxford City Council has a strong track record of leadership in the trialling and deployment of Electric Vehicle Infrastructure (EVI). It was involved in early pilots of lamppost and pop-up bollard chargers, established the annual EV Summit that brings global players to Oxford and has now delivered Europe's most powerful charging hub in at Redbridge Park & Ride. The city's unambiguous focus on EVs has also seen one quarter of the taxi fleet already electrified, the majority of the city's buses to be replaced by electric fleet and the highest level of take up of EVs by residents of any county in the UK.
4. On 13th July 2022, Oxford City Council's Cabinet approved Oxford City Council's EVI strategy (OxEVIS), (Appendix 5). OxEVIS sets out the Council's approach to determine the EV charging needs of the city, in a manner that is: fair, equitable, sustainable and economically attractive, providing an integrated, joined-up and collaborative approach across key Council-led service areas, to providing charging infrastructure, in line with its 2040 net zero carbon target. The Strategy preparation undertook comprehensive internal and external stakeholder engagement, data collection and analysis of what infrastructure is needed to support Oxford and its residents' needs.
5. OxEVIS is structured to complement and realise national as well as local transport and planning policies, such as Oxfordshire County Council Oxfordshire Electric Vehicle Infrastructure Strategy (OEVIS) published 2021 and the Government's recent Electric Vehicle Infrastructure Strategy 'Taking Charge' published in March 2022.
6. Following on from "Taking Charge", responsibility for EVI has increasingly shifted to Tier 1 transport authorities, with the government's Local Electric Vehicle Grant (LEVI) directly allocated to Tier1. In this context Oxfordshire County Council has expressed the desire to take full control of EVI on the highways, including the existing installed Go Ultra Low Oxford (GULO) estate, and future GULO phase 2

deployment. This has been taken into account in the Implementation Plan, shifting from a direct delivery approach towards a partnership approach focused on working in collaboration with the County Council and neighbouring Districts. Regional governance in the first instance will be through the Oxfordshire LEVI (OxLEVI) programme board.

7. The government's Electric Vehicle Infrastructure Strategy "Taking Charge" encourages EVI infrastructure to be subsumed under Local Transport Plans. As such it is likely that regional governance is going to gradually be aligned with the wider Local Transport and Connectivity Plan 5 (LTCP5) framework.

### **A Joined-up, Collaborative Approach to EVI Deployment**

8. In support of the joined-up and collaborative approach to EVI deployment across the City and Oxfordshire, the following outcomes between the Council and Oxfordshire County Council's EV & Highways Teams will be agreed:
9. LEVI funding will support meeting 2025 OEVIS targets & NEVIS projections (government LEVI grant targets). The GULO funding will remain 'ring-fenced' for Oxford (as required under the funding) and ensure the City OxEVIS targets are delivered.
10. Electric vehicle charging point deployment on highways land will be subject to County Council strategic oversight under OEVIS (Oxfordshire County Council's EV Infrastructure Strategy). Oxford City Council will oversee installation of EVI on City Council land assets.
  - a. Oxfordshire County Council will work with Oxford City Council to meet OxEVIS targets.
  - b. New LEVI charge points on highways land will be managed by the County Council from the outset.
  - c. Transition arrangements to County Highways management and roles and responsibilities under OxEVIS implementation plan will be agreed.
11. The Oxfordshire EV Infrastructure Strategy (OEVIS) is planned to be updated 2024. City OxEVIS commitments & implementation plan will be assessed as part of this work with a view to ensure equivalent or improved outcomes for the City.
12. LEVI grant will be used for charge points in areas that are strategically important but which the business case does not yet support. Typically:
  - a. Areas of deprivation/lower socio-economic output and rural areas
  - b. Areas with residents without access to off-street charging
13. This paper requests approval of the Oxford City EV Infrastructure Delivery and Implementation Plan (Appendix 4), which sets out the approach Oxford City Council City will take to deliver the OxEVIS Strategy targets until 2040 and details the work packages and resources needed to deliver the OxEVIS Strategy to April 2026 across four key areas:
  - a. Fit for purpose: Holistic, sustainable and collaborative network development



- b. Fair and Accessible: Delivering an equitable public charging network for all.
  - c. Communities and Key Stakeholders: Building lasting partnerships
  - d. Utilisation of Council Assets: Making the most of our people and assets
14. EV infrastructure deployment is still a relatively nascent area, so uncertainty is high when it comes to longer term delivery forecasts. OxEVIS has, for that reason, set out regular implementation review intervals: 2026, 2030, 2035 and 2040. A strategic re-evaluation will be carried out at these intervals.
  15. Governance of delivery and implementation under OxEVIS will be via Development Board, with an approved change control process and project tolerances. Annual reports will be made to Cabinet for monitoring of strategy performance.
  16. Should to deliver the Implementation Plan an increase of funding be required, or an action outside the OxEVIS strategy, then additional authorisation will be sought in accordance with the Constitution.
  17. Progress against each of the work package areas will be assessed on strategic compliance and benefits delivered, so will include a mix of quantitative and qualitative metrics to determine whether EVI infrastructure is scaling appropriately in line with EV uptake, ZCOP pathway targets, and delivers on OxEVIS “fair, equitable and sustainable” mandate. These reviews will be carried out at the programme level annually and consolidated into the four OxEVIS interval reviews in 2026, 2030, 2035, 2040.
  18. Both programme and interval reviews will require key stakeholder inputs, both internally and externally. For annual reports this will be relatively light touch and driven through the charge point operator reporting obligations, with more extensive consultations for the four strategic review intervals in 2026, 2030, 2035 and 2040.
  19. A high-level summary of key work packages within four policy areas can be found in the table below. The full set of work packages is listed in Appendix 4.

OxEVIS Policy Area	Policy Area Description
Fit for purpose – strategy, standards, finance, planning, innovation & land	<u>This policy area covers:</u> Strategy and Standards, Other Strategy Areas, Innovation & Partnerships, Planning Policy, External Funding & Finance Models, Land Assets. Work packages in this policy area work to influence and create the regulatory environment that makes it easier to deliver good quality infrastructure that serves our communities, build the partnerships across the Council, city, region and industry that we need to deliver effectively and continue our pioneering role, and determine and deliver the best ways to fund the work that is needed.
Community and Critical Stakeholders;	<u>This policy area covers:</u> DNO/Energy Providers, Thought Leadership, Taxi - a zero-emission fleet, Working Groups & ZCOP, Integrated Transport Links with County, Public Interaction.  Work packages in this policy area will build lasting relationships with key users such as working drivers, tenants, small business owners and car club users to better understand and support their needs and build a network of

	EV champions to represent commercial and domestic users. Work packages will promote and pursue energy and transport system readiness for integrated EVI deployment through partnership work and innovation and continue to build on Oxford City's thought leadership at the local, national and international level as a pioneering and compassionate city.
Utilisation of Council Assets	<p><u>This policy area covers:</u> Resourcing to implement OxEVIS, Consultancy, Council Fleet, Internal Council best practice, OxEVIS Dashboard</p> <p>Work packages in this policy area will secure Council staff both in dedicated and supporting teams to deliver this implementation plan funded through a sustainable mix of internal and external funding sources. The work packages will embed effective Council processes and methodologies to deliver EVI in the longer term and create an OxEVIS dashboard to monitor and showcase the progress of deployment against equitability and other metrics and will support ODS both in its role as an EVI supplier and in the move towards an all-electric Council fleet.</p>
Fair and Accessible	<p><u>This policy area covers:</u> Key users: Car Clubs, Social Inclusion and Accessibility.</p> <p>Work packages in this policy area promote shared electric mobility schemes, accessible parking and working driver support as a priority in Oxford's travel hierarchy through committed integration of car club bays, accessible bays and working driver charging provision into infrastructure deployment. Work packages will develop a pathway to electrify blue badge parking bays and electrification of parking for tenants in private and public accommodation including HMOs. Work packages in this area will ensure grant is targeted and all contracts include a requirement for social inclusion.</p>

20. OxEVIS was created to provide a holistic, sustainable and equitable fit for purpose approach to EVI implementation across the city. The Council's current EVI estate results from multiple separate projects and as such comprises 6 suppliers, 4 of which are operated on Council-owned land with different business models, with differing contract terms and end dates. The Council is also the current contract owner for On-Street EVI deployment, working closely with the County EV & Highways teams. The Implementation Plan seeks to secure a more cohesive and inclusive approach to EVI deployment, ready for the substantial scaling up of the infrastructure the city needs to transition to EV.

21. As part of the fit for purpose approach, the following outputs are of particular note:

- a. The Government is planning to consult on a statutory duty for EVI deployment on the highways being placed on tier 1 authorities. In recognition of this increased role for tier 1 authorities we will collaborate with Oxfordshire County Council on the transition of the existing and any future highway EVI estate to Oxfordshire County Council Contract Management. EVI deployment on Council land and third-party land will remain with the City Council. We will monitor and evaluate network development and OxEVIS delivery collaboratively, sharing data and insights.
- b. Maximising best value for Oxford residents will increasingly depend on regional longterm procurement partnerships. The Council will collaborate with Oxfordshire County Council, neighbouring Districts and LAs further afield to provide 'best value' to Oxford's citizens. We will collaborate with our neighbouring District Councils on the OxLEVI project, led by Oxfordshire County Council, with the aim to utilise £3.65M of LEVI funding awarded for Oxfordshire. The City Council will collaborate within these partnerships to ensure local OxEVIS commitments are met, and seek to balance scale with fair market competition and end user choice.
- c. Contracts will predominantly be concession contracts, which means that the supplier (concessionaire) funds most of the infrastructure, and the maintenance and operations, on the basis that they will earn back their investment plus some profit. While some grant funding may be made available to the concessionaires, the Council will not pay the concessionaires for the delivery of these contracts.
- d. Larger scale contracts will introduce a resiliency risk: if a contact fails, the impacts on the local economy from the simultaneous loss of charging provision could be substantial. The implementation plan seeks to mitigate these risks through the following key measures:
  - robust procurement and contracting
  - introduction of public charging alternatives such as pavement cable gulleys and co-charging,
  - multiple concessionaires to introduce some competition and choice, where possible within walking distance of households
  - Interoperability standards to enable quick adoption of a legacy estate by a new contractor.
  - A committed role for ODS in Charge Point Management to build local capability.
- e. We will use geographic data to deliver a spatial approach to site selection to provide a fair, equitable and accessible EVI network, monitored through a city-wide dashboard.
- f. Contracting for infrastructure will be via the already established Oxford Dynamic Purchasing System for EVI infrastructure for the initial OxLEVI and GULO phase 2 procurement, using concession-based contracts, funded by private investment and external grant funding, with nil capital cost to the Council. A revenue share will generate income to contribute towards project and contract management revenue cost. (see Finance Table 1). Procurements are expected to be carried out with multiple local authority partners, requiring a level of alignment.

- g. Terms of full concession contracts are likely to be around 15 years, based on current market offers, with deployment rounds taking place roughly every 3-5 years.
- h. Contracts will contain draft template leases, agreed with the Council's Corporate Property team; approvals of site inclusion through Development Board governance. If any lease exceed the amount approved under delegated authority, Cabinet approval is required.
- i. GULO grant and Oxford's OxLEVI grant share will approximately total £900k, and act as seed funding for otherwise privately-funded concession contracts. This funding will be targeted to support delivery of public residential charging hubs and on-street charging for residents without driveway charging, where private investment is insufficient to deliver the infrastructure the city needs. Grant will be targeted to enhance quality of provisions, such as accessible charging, charging in deprived areas of the city, and charging with enhanced sustainability, such as integrated battery storage, load balancing and energy generation.
- j. ODS opportunities to deploy will be pursued in parallel to OxLEVI and GULO contracts, to build ODS capability and enable the City Council to adopt an owner/operator model in the future when EV uptake is higher and income returns have greater certainty and provide a faster return on investment, should this be pursued.
- k. A partnership approach between the City Council and successful EVI Concessionaires will be key to ensure consistent performance and deployment through the contract term. This will include annual reviews scrutinising deployment progress, estate performance and utilisation.
- l. Cabinet decision on this implementation plan will precede procurements, for the end provider on large scale contracts to portfolio holders and officers. To mitigate the impact of this, Council Constitutional Processes and standing delegations including portfolio holder involvement will be followed at all times, and contracts will only be awarded if aligned with the vision of OxEVIS and this Implementation Plan as approved. If the risk deriving from a procurement is deemed too high or misaligned with the Implementation Plan, by a delegated authority holder, then the award decision may be referred up to Cabinet for decision.
- m. Multiple procurements through the DPS may be carried out to achieve Implementation Plan EVI targets, and new third party grants may be utilised to contribute funding, if secured. This includes re-procurement on terms in scope with this implementation plan and within the agreed delegations, should a contract fail or substantially underperform.
- n. EVI procurements outside the scope of this Implementation Plan fall outside the OxEVIS Implementation Plan delegations, even if infrastructure is being delivered. This includes procurements that draw on Council capital contributions for the creation of new assets. Such procurements will seek full approval in alignment with the Council Constitution, including Cabinet approval if of the relevant value.

- o. Annual monitoring and evaluation reports will be made to Cabinet for monitoring of OxEVIS delivery. Delegated authority to award further contracts may be withdrawn in response, should delivery be found wanting.
- 22. City owned car parks and land will be utilised as locations for ongoing EVI deployment to achieve OxEVIS and OEVIS targets. Selection and approval of such assets is through standard internal governance for developments. The Implementation Plan will ensure this process is efficient and cost effective. Land options put forward in tenders will have outline agreements based on lease templates, enabling the contractors to carry out the feasibility necessary to bring forward final designs and business cases for approval.
- 23. Privately hosted, publicly accessible EVI on third party land is included in the deployment targets. The City Council will seek opportunities for private landowners such as ZCOP members, NHS and School Academy Trusts to deploy EVI. The Council will act as a broker, signposting concessionaires to EVI opportunities via the production of a land asset bank and events.
- 24. We will provide ODS with opportunities to develop the partnerships, skills and expertise needed to support delivery of this implementation plan, including installation and operational management of EVI for Oxford City, and will support the GUL-e project.
- 25. This paper requests authorisation for delegations to enter into partnerships, and collaborations with other project partners, support and/or submit bids to Government as necessary, draw down funding and agree resulting contracts and other necessary agreements to procure EVI in line with this Implementation Plans.
- 26. Partnership benefits:
  - a. National cross-tier collaboration mandate: The Office for ZERO Emission Vehicles (OZEV) have adopted an increasingly region-focused approach to deployment. The Local Electric Vehicle Infrastructure grant, LEVI, is now only paid out to Tier 1 authorities (Oxfordshire County Council). However, OZEV made it clear that it expects Tier 1 and Tier 2 authorities to work closely with each other, and that regional delivery strategies must facilitate deployment under district strategies such as OxEVIS.
  - b. The OxEVIS Implementation plan has been reviewed with Oxfordshire County Council officers, and lays the foundations for successful partnership work. It aligns itself with that cross-tier collaboration methodology and creates a principle for ongoing collaboration and a regional approach to ongoing infrastructure provision. This will be essential for further grant bids and to provide best value to the public from procurement.
  - c. Together we can deliver stronger outcomes, benefit from a wider knowledge base, communicate more efficiently and create a network that is consistent across district boundaries, supporting a more joined-up experience for our visitors and commuters.
  - d. As the focus shifts towards regional deployment there is a risk that a sense of place and community is lost: OxEVIS protects local Oxford characteristics and

distinct requirements through this Implementation Plan. Work packages support delivery of EVI to achieve local priorities alongside regional collaboration.

### **Environmental considerations**

27. While the Implementation Plan's overarching focus is on delivering OxEVIS, it will support the delivery of the following plans and strategies:
- a) The 4th Carbon Management Plan 2021 – 2030: The Strategy will support the development of a plan to decarbonise the City Council's fleet vehicles.
  - b) The Net Zero Oxford Action Plan: Net Zero by 2040 requires decarbonisation of road transport (ZCOP roadmap).
  - c) The Council Strategy 2020 – 2024: Includes the priority to pursue a zero carbon Oxford.
  - d) Air Quality Action Plan 2021 – 2025: Requires the reduction in usage of fossil fuel cars in the city
28. This implementation of EV infrastructure aligns with Oxford City Council's policies and commitments relating to carbon reduction and safeguarding the environment, bringing us closer to our commitment to becoming a Zero Carbon Council by 2030 or earlier and Zero Carbon Oxford by 2040. The roll out of EV charging for citizens and businesses means that more people will be able to migrate to using EVs away from petrol and diesel vehicles. Air quality will be improved with an increased use of EVs within the city.
29. It should be noted that particulate matter (PM) emanating from braking systems, tyres road surface wear and road dust suspension are also produced by EVs. Ambient PM exposure is associated with health harms and premature mortality. Reduction of non-tailpipe particulate matter may become a focus of EV innovation projects and policy after 2026, and Air Quality Action Plans will be considered as part of each evaluation round to ensure the implementation plan can adjust in alignment with air quality data.
30. Infrastructure targets in this plan have been aligned to correspond to the transport and emissions reduction targets required for Oxford to achieve carbon neutrality by 2040 as set out in the ZCOP roadmap, and as such this implementation plan is a critical building block to achieve these reductions. LTCP5 also pursues a 2040 transport decarbonisation target.
31. The iterative approach of OxEVIS with its review intervals in 2026, 2030, 2035 and 2040 will allow us to take into account future policy and strategy, such as the anticipated 2040 County EVI Strategy and emerging strategies on carbon in-setting, energy systems resilience and climate adaption.

### **Human Resource Implications**

32. The role and resource requirements for the City Council to achieve the programme of works will require:
- a. Management by the Environmental Sustainability Team, working alongside a project team made up of an interdisciplinary set of subject experts from across appropriate council departments including: procurement, planning, legal, property and financial services.

- b. Costs for additional resource needed are shown in Financial Implications.

## **Consultation and Communications Implications**

33. The Implementation Plan will use a mix of communication and consultation approaches to listen to and inform local communities and wider stakeholder groups:

- a. OxEVIS Dashboard: The OxEVIS dashboard will pull together key metrics that allow ongoing monitoring of the OxEVIS implementation both internally and for the public. Dedicated resource will be made available to facilitate the dashboard and keep it up to date.
- b. OxEVIS EV champions: a work package has been created to set up a network of commercial and domestic EV champions, to allow peer-to-peer engagement. We will seek to recruit EV champions from within Oxford's diverse communities.
- c. Use of aggregators: To reach wider audiences we will continue to use national aggregators like the Planning Portal and Zap Map to communicate relevant information.

34. The key communication and consultation principles for OxEVIS are:

- a. Consistent consultation: The OxEVIS Implementation programme consists of a number of projects, some of which will have consultation obligations. In some cases these will be informal, some will be statutory. Statutory consultations include Transport Regulation Order (TRO) consultations, which will be required for all highways EV charging sites, and planning consultations for sites that require planning permission.
- b. Integrated communication: The communication strategy on inter-district work strands such as OxLEVI is not yet fully defined. The OxEVIS implementation plan will be embedded into a governance structure that will enable us to make the most of communication opportunities: Joined-up regional comms will create synergies with our neighbours, and targeted localised comms will enable us to address specific communities directly.
- c. Cross-tier strategic alignment: Oxfordshire County Council's EV strategy (OEVIS), which maps out the regional strategy until 2025, was adopted alongside Oxford's EV Strategy in July 2022. Oxfordshire County Council is anticipated to start work with Oxfordshire districts and Oxford City Council on the next iteration of the regional EV Strategy in 2024. Oxfordshire County Council has committed to assess OxEVIS as part of this work with a view to delivery equivalent or improved outcomes for Oxford. If any substantial scope changes to OxEVIS do become apparent, then these will be taken back to Cabinet for a decision, however this is not currently anticipated.
- d. Reporting back to Cabinet: We will provide an annual update to Cabinet and the Development board, drawing on Concessionaires annual reports, Community feedback, work package KPIs and Opportunity and Risk profiles. At a minimum, quarterly reporting will be provided through implementation plan programme governance, and individual capital projects under the

implementation plan programme will report through standard capital reporting procedures.

## Health and Safety

35. Projects will be managed by experienced staff in EVI deployment and follow health and safety and CDM requirements, overseen by Property Services and Corporate H&S in line with corporate best practise standards.

## Financial implications

36. The 2040 net zero target requires significant funding to allow the required 7500 ktCO<sub>2</sub> of carbon reduction by 2040 to be achieved. EVI is only one of the Low Carbon Technologies (LCTs) requiring investment. Significant reduction of EVI deployment will require other areas, such as housing retrofit, to accelerate. EVI deployment in line with the 2040 target is achievable.

37. Oxford City Council does not expect to be the only EVI provider in the city – approximately 30% of public fast EVI are anticipated to be on City Council land, and 35% of public rapid charging. Oxfordshire County Council, local employers, land and business owners will provide the remaining infrastructure: Landsec for example already provides significant EVI charging at the Westgate Centre, and County Highways is anticipated to deploy onstreet.

38. All capital to be expended on EVI deployment is expected to be funded by private sector investment and government grant. There will only be a limited window of opportunity for local authorities to secure substantial EVI grant funding. Government has highlighted that it expects the EVI market to move into commercial maturity within two years, with no further generic EVI grants scheduled.

39. Delegated authority for concession contract<sup>1</sup> award is capped at a concession turnover value of £60m or £3m per year per contract, to enable the procurement of high-turnover rapid hubs. Commercial risk is carried by the concessionaire. Concession turnover value is defined by the total energy consumption in kilo watt hours (kwh) multiplied by the cost per kwh. Appendix 6 shows a high level worked example of a 20 unit/40 socket super-rapid charging hub over 20 years and an example of a 500 socket fast charging contract delivering multiple hubs over 15 years.

40. Appendix 6 shows the **additional** City resources & staff needed to fully deliver the contents of this Delivery & Implementation Plan. This resourcing plan is based on a comprehensive assessment of **additional** need until April '28. Internal teams including Corporate Property, Legal, Property Services etc have contributed their additional requirements, alongside a fully costed work programme from the EV Team.

41. A bid to cover these additional implementation plan cost will be made for April '24-April'27 under the MTFP. Budget shortfalls in 24/25 and 25/26 are anticipated to be fully offset over subsequent two years, achieving a net income of £24k over the full period.

42. It should be noted that the City Council has already committed resource to deploy EVI, as it recognises the importance of this work in supporting the local economy and

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<sup>1</sup> Concession contract definition as per paragraph 21c.



achieving its net zero targets. A team of 3 x permanent staff are currently supporting EVI delivery, alongside other duties. These staff are funded by grants, income generated outside of this implementation plan and base budget, and excluded from the additional funding calculations in the Table 1.

43. Analysis shows that from 27/28, there is potential for resource costs and revenue to balance and thereafter continued deployment could start to see a more substantial net benefit. A bid for additional revenue may need to be made in line with the strategic re-evaluation in 26/27, to determine any ongoing resource requirements. Net income by 2040 could total at up to £5.2M (aggregated over 11 years), based on an annual outturn raising from an estimated £99k in 2029 to up to £650k in 2040. This is dependent on EVI being deployed at the target rates, sufficient utilisation and successful procurement.
44. It should be noted that income projections will be heavily dependent on the Council's ability to designate land for EVI bays. The split of car park bays vs On-street Bays is an estimate – it will be determined by joint working to identify suitable locations between County and City Councils. The car parking bay numbers align with first phase estimates for car park EVI installs agreed internally.
45. Other assumptions in this model, include receipt of @£50K capability funding to support the OxLEVI programme work over the next 2 years and 1p/kWh ongoing revenue via the on-street estate if the contract moves to County Highways. The numbers of chargers are in line with the expected roll out via GULO and OxLEVI.
46. This Implementation Plan recommends that some EVI income is utilised to replenish the existing EVI contingency reserve, to cover risk-based intervention costs, such as a provider going into administration, or emergency decommissioning. As the risk of intervention rises over time, it is recommended for the Council to accrue £200 per charging unit from EVI income to be held in contingency reserve. This is calculated as cost, and is expected to significantly reduce risks deriving from contract failures and underperformance.
47. To check on projections and funding arrangements, a financial programme update will be provided quarterly through programme governance, and be reviewed annually by the Development Board each year. Capital projects will report monthly.
48. Implementing the EVI work streams will present significant business opportunities for ODS/ODSTL to deliver and maintain EVI in the region, and build a potentially lucrative business providing GUL-e solutions across the UK.
49. Alongside the short-term opportunities for ODS/ODSTL there are longer term opportunities for ODS and the Council to generate income from this bid: Greater EV saturation will support a secure business case, and charging sites pre-connected to the electric grid will be a valuable asset. Once concession contracts are terminated, Oxford City Council could choose to own and operate the chargepoints itself, securing a valuable income stream.

**Table 1 – Note: Bay increases are Council contracted bays only, excluding third party charging bays.**

Bay increases based on cautious estimates, to reduce budget risk, and account for uncertainties. Actuals may be higher as per Appendix 4 – Table 1.

Financial Year	24/25	25/26	26/27	27/28	Total	Figures below are estimates, aggregated over 11 years 2029 - 2040
<b>Council hosted charging bays:</b>	Bays increase this period:	Bays increase this period:	Bays increase this period:	Bays increase this period:	Total bay increase 24-28	Total bay increase 29-40
AC Onstreet bays (increase per year)	55	109	49	66	<b>279</b>	<b>126</b>
AC Car parks bays (increase per year)	22	75	30	39	<b>166</b>	<b>291</b>
DC Bays (increase per year)	10	13	10	9	<b>42</b>	<b>121</b>
<b>Cost and Income:</b>						
CPO Bay Rental Income	£32,747	£74,981	£81,605	£103,781		
CPO Revenue Return Income	£8,000	£42,882	£66,708	£84,486		
<b>Charge point Revenue Income</b>	<b>£40,747</b>	<b>£117,863</b>	<b>£148,313</b>	<b>£188,267</b>	<b>£495,190</b>	
Capability fund (estimated value)	£30,000				£30,000	
<b>Total Income</b>	<b>£70,747</b>	<b>£117,863</b>	<b>£148,313</b>	<b>£188,267</b>	<b>£525,190</b>	<b>£7,159,913</b>
New Resource from April 2024						
Work Programme Budget (non-staffing)	£20,000	£20,000	£20,000	£20,000	£100,000	
Resource ES Team (G6 - Project Officer )	£44,167	£45,271	£46,176	£48,023	£226,707	
Resource Corporate Property (G9)	£30,946	£31,720	£32,513	£33,813	£159,212	
Resource Property Services (CDM)	£2,829	£2,829	£2,900	£3,016	£12,723	
<b>City resources</b>	<b>£97,942</b>	<b>£99,820</b>	<b>£101,589</b>	<b>£104,852</b>	<b>£498,642</b>	
Contingency Reserve (Intervention)	£0	£32,433	£32,433	£32,433	£97,300	
<b>Total cost</b>	<b>£97,942</b>	<b>£132,253</b>	<b>£134,022</b>	<b>£137,286</b>	<b>£501,503</b>	<b>£1,920,697</b>
<b>Out-turn</b>	<b>-£27,195</b>	<b>-£14,390</b>	<b>£14,291</b>	<b>£50,982</b>	<b>£23,687</b>	<b>£5,239,216</b>

## Legal issues

50. Under Parts 4.5(10) (21) and 18 (12) of the Constitution Cabinet is empowered to take the decisions set out in the recommendation. Under section 9E(3)(c) of the Local Government Act 2000 Cabinet is empowered to delegate its functions to officers.
51. Any contracts awarded, or agreements entered into with third parties, under the officer delegations will need to comply with the Council's Constitution and where applicable the Public Contract Regulations 2015. The Council has already established a Dynamic Purchasing System which can be used to secure the Suppliers to deliver the Electrical Vehicle Infrastructure and concession contracts required to deliver the Implementation Plan.
52. The transition of GULO phase 2 delivery to Oxfordshire County Council is a project change, and will require approval by the funder, Office for Zero Emission Vehicles.

## Levels of risk

53. A risk register is attached (see Appendix 1), outlining known risks and mitigations. The remaining highest risks are shown below:
- a) **Budget:** A bid for resources is needed to deliver this plan will be made as part of the MTFP (funding from April 2024). This bid may not be successful. There is a significant risk to delivery of City Council land located EVI, as Corporate Property require 2.5 FTE additional resource to deliver this. If MTFP bids are unsuccessful, officers will meet to reprioritise and re-profile this implementation plan. Any significant scope changes will be escalated through the governance for decision.
  - b) **Competition for Land:** Competing priorities for City Council land place delivery of OxEVIS and the Implementation Plan at risk. Close internal collaboration has provided a Phase 1 - EVI bay deployment list for City Council car parks. This work will need to be iterative. Development Board, as decision making authority for this programme, will provide oversight and decision making on any competing locations
  - c) **The OxLEVI collaboration:** The LEVI bid to government must be made by Nov 2023. The City Council depends on the highways authority's support for access to the LEVI grant, the County Council must evidence City support to the government as part of the LEVI grant submission. Both Councils are working closely together to progress any areas where agreement is not yet finalised. There are areas yet to be agreed:
    - Full governance, roles and responsibilities for OCC and OxCC under OxLEVI are not yet confirmed
    - Final Capability Fund sum from LEVI not yet agreed
    - Coordinating location selection across offstreet- land in City Council control, and highways land in County Council control is required for a cohesive and equitable network: risk of undersupply if sides do not agree whether highways or offstreet- deployment is to be prioritised in an area.
  - d) **GULO Transfer:** While tentative agreement is in place as part of the mirror delegation and the GULO partnership agreement as per Appendix 3, some risks remain:

- GULO integration: Scope changes on revenue share, timelines and deliverables are agreed in principle, but not yet clearly defined.
- GULO transition: A transition work package has not yet been scoped out.
- GULO delivery: Significant delay of the GULO project is likely as it will now be delivered as part of a wider EVI programme linked to OxLEVI.

### Equalities impact

54. We don't anticipate adverse impacts on any part of the community from this implementation plan, however there are key risks to consider and mitigate:

- a. Reduced highways or car park accessibility for pedestrians and cyclists from EVCP deployment, for example through increased pavement clutter or inaccessible EVI design.
- b. Systemic disadvantage to drivers from less affluent areas through a pure demand-led EVI deployment approach – the OxEVIS implementation plan is specifically designed to mitigate such a market-led outcome.
- c. Unsafe and inaccessible charging sites through failure to implement PAS 1899 EVI accessibility guidelines.

55. Equalities impact risks are very much increased in a purely market-led EVI deployment. A fundamental principle of OxEVIS and the reason for Oxford City Councils' involvement in EVI is our ability to mitigate such inequality risk: Government funding will support the implementation of off-street residential charging hubs in disadvantaged parts of the city currently less attractive to commercial operators. We have adopted the OEVIS hierarchy, which seeks to minimise deployment of infrastructure on the pavement where other options are available and viable. The delivery of electrified on-street disabled parking bays will improve accessibility for people with mobility needs to transition to EVs earlier and more comfortably, and an accessibility and safety audit will be introduced to ensure design maximised PAS accessibility principles

An Equalities Impact Assessment is attached at Appendix 2.

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### Background Papers:

- 1 Zero Carbon Roadmap and Action Plan  
[https://www.oxford.gov.uk/downloads/file/7685/zero\\_carbon\\_oxford\\_partnership\\_roadmap\\_and\\_action\\_plan\\_-\\_summary](https://www.oxford.gov.uk/downloads/file/7685/zero_carbon_oxford_partnership_roadmap_and_action_plan_-_summary)

2 Local Plan 2016-2036

[https://www.oxford.gov.uk/info/20067/planning\\_policy/1311/oxford\\_local\\_plan\\_2016-2036](https://www.oxford.gov.uk/info/20067/planning_policy/1311/oxford_local_plan_2016-2036)

3 GULO delegated authority

<https://mycouncil.oxford.gov.uk/mglIssueHistoryHome.aspx?Id=12911>

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Appendix 1 - Risk Register

EV Infrastructure Strategy

As at: (18/09/2023)

EV Infrastructure Strategy - Implementation Plan

Ref	Title	Risk/Opp Description	Opp / Threat	Cause	Impact	Date Raised	Owner	Current Risk	Likelihood	Score	Mitigating Actions (Impact of Risk)	(to reduce	Controls (to reduce Probability of Risk)	Date Due	Status	Target Risk	Likely hood	Score
17	Land/Finance	Concession contract penalty clause terms set by the Council are prohibitive for market-led EVI deployment on our land. Oxford City Council would need approx. £3.2m plus interest in capital to deliver the EV Infrastructure required to align with the Council's Carbon targets if it cannot utilise grant funding and enter into concession type contracts.	Threat	80-100% of capital investment into the charging estate anticipated to come from private investment, totalling approx. £3.2m (incl. interest). Currently, contract lengths are modelled to be 15 years, with ROI varying between 7 and 20 years depending on the type of charging solution pursued. Contract terms need to be fair and proportionate.	Unrealistic termination clauses could lead to failed procurement, requiring us to re-run the lengthy and work intensive process, or accept a Council obligation to raise capital to cover the £3.2m loss of private investment, plus interest. In addition, we may lose the 0.5m LEVI grant, as this is tied to a private investment obligation. Even where this is successful, the cost of termination would and the investment risk would revert to us, so it is unlikely that even in a fully publicly funded model no cost termination is viable.	14/07/23	Development Board	5	5	25	Determine formula to calculate a reasonable and fair and non-punitive buy-out/termination compensation formula based on depreciation/amortization/ROI of assets, cost and agreed profit margin. Ensure costed break-clauses allow termination or lift and shift is an option for all Council sites. Drive down cost of termination/lift and shift as part of the tender process as much as possible.	Use the Council's internal development governance process to determine sites put forward and how they meet corporate priorities. Raise generic issue with LEVI support body to include in additional market testing to get a more holistic view of compensation formula options.	31/07/23	Open	3	3	9	
14	Monopolistic contracts	Under the current LEVI procurement strategy, which will form the main delivery mechanism for EVI in Oxford, all on-street provision across the region will be provided by one concessionaire. This could leave large areas of Oxford with limited choice of solutions, and inflated margin/underinvestment in the estate and low performance due to high customer and client dependency on one contractor.	Threat	Oxfordshire County Council does not support more than one on-street supplier in Oxford at this stage. Additional contracts in the future may be possible.	This creates a longer term resilience issue and increased likelihood of monopoly creation (>25% market share), especially in a heavy populated urban environment like Oxford.	10/07/23	Hannah Battye Oxon CC/Mish Tullar	4	5	20	While the County Council has not supported the City Council's proposal for Oxford's zonal strategy, that would have created a checkerboard of distinct geographic zones, based on Census Output Areas, the risk of monopoly and reduced resilience should be mitigated by having separate suppliers for on-street solutions (held by County Council), on-street car parks (held by City and Districts). Other mitigation solutions are providing alternative competition drivers. Co-sharing of domestic EVI, cable channels, and car parks deployment. It is also likely other players will enter the market over the coming years as EV charging becomes more commercially attractive.	Unlikely that further improvements can be secured. However, evaluation and monitoring has been agreed, and limited exclusivity has been agreed as principle in onstreet contracts, to enable future procurements if monopolistic distortions become apparent.	24/07/23	Open	4	4	16	
12	Proposal to move On-street contract management to County Highways for Oxford Areas.	Uncontrolled transition. To enable a successful change in contract management, a pathway, phasing and process for this progression needs to be put in place by collaborative working between County and City. This work is yet to start.	Threat & Opp	County Highways adoption of the contract management of on-street charging across Oxfordshire.	Decision making on Highways contract ownership for OxLEVI procurement is not able to progress without this fundamental work being undertaken.	10/07/23	Mish Tullar/Hannah Battye (OxonCC)	5	4	20	Agree mirror delegation (equivalent officer delegations at city and county cabinet) with agreements in principle, with commitment to work together on pathway/change process for handover to highways at a later date. There is also a need to negotiate revenue share - city investment in this area has been significant.	Keep working collaboratively. Escalate if necessary. In the unlikely event final agreement cannot be reached a conflict resolution mechanism can be used.	24/07/23	Open	4	3	12	
15	OCC Finance	Lack of approval for internal budget bids for staffing in Property services and other supporting areas jeopardizes the delivery of OxEVIS	Threat	Budget constraints result in lack of funding for additional staff	At best, delivery of OxEVIS slows significantly. At worst work stops on key workpackages, resulting in deployment halted. Possible risk of contract breaches if we can't approve sites for suppliers to deliver EVI	07/10/23	Nigel Kennedy/Mish Tullar/Jane Winfield	4	5	20	Future revenue streams to the Council from installation of EVI in car parks should underpin funding bids for additional resource. There may also be opportunities if necessary to allow for flex in the delivery timeline. Clear communication on priorities and impacts, in particular in regards to grant condition constraints, so that funding can be targeted to the highest impact/benefit areas. Consider alternative funding options if funding cannot be identified.	Clear comms regarding need, support from areas requiring the additional staffing levels. Implications clear if funding not granted.	31/07/23	Open	3	4	12	
9	Land - availability for EV Charging	Finding Council owned land for EV infrastructure can be hard with so many competing Council requirements. Local Government Act 123 requires a determination of best value.	Threat & Opp	Under current land value assessment criteria, the best value determination is financial value only. Social value and net zero criteria are not defined or weighted. To date there has been insufficient resource in Property Services to assess Council owned land for future sustainable development purposes.	Few council owned land locations available for EV charging which hampers deployment.	10/07/23	Tom Bridgeman & Nigel Kennedy	5	4	20	Internal process agreed for existing car-parks to be included for EV charger roll out. This will provide sufficient for first deployment round. A request for additional resource via MTFP will support ability to examine other locations for future deployments. Maximise current and already approved development opportunities to add in EV provision. Use data layers created in OxEVIS and LED projects to inform location selection and business plans.	All locations put forward will go via the internal development governance process. Value of income generated to be assessed each year and fed into future deployment plans to support priorities of E financial value.	15/07/23	Open	4	4	16	
5	Resource - particularly Legal & Corporate Property Resource	Insufficient internal resource across relevant departments to implement Strategy. Legal & Corporate Property Resource input required to create land leases and supporting agreements for commercial use of Council land as well as template leases for private landlords	Threat & Opp	Resources already stretched to meet current portfolio of work. Concession contracts with suppliers will require land agreements for some locations. Amends to current developments may be required if EV charging not considered.	Conflicting priorities resulting in delays. Work can only commence when resource available. Legal & corporate property input will be required at each deployment.	10/07/23	Nigel Kennedy Jane Winfield	4	4	16	Each department has assessed resources needed and where additional are required these are included in this plan. Based on this assessment a request for additional funding will be made to MTFP for April 2024. All legal and property agreements are now template leases due to the DPS - hence reducing resource burden	Close working with key departments is already taking place, and estimated resource requirements are included in this plan. There is a financial incentive to resource this work. If locations can be found and increased provision supported the Council will generate more income in the longer term.	15/07/23	Open	4	3	12	
3	Finance	Level of investment needed from the commercial sector is too prohibitive for the scaling up proposed under LEVI and influences ability to provide fair and equitable deployment	Threat & Opp	EV uptake is currently still relatively low and many early adopters have access to off-street charging or workplace charging, so there is currently more risk around any business cases.	Deployment skewed to areas which will quickly support a commercial business case.	10/07/23	Nigel Kennedy	4	4	16	Funding to cross subsidise and provide a fair and equitable roll out coming from government grants and in the future there is potential to access low carbon incentives such as ZEZ and workplace charging. Grant intervention will be used so that it is focused on supporting where it provides most public value. Oxford has also reserved the right to direct funds to 20% of locations, thereby ensuring that a fair and equitable approach is delivered in practice	Location approval criteria will be agreed via a LEVI and GULO Board	15/07/23	Open	3	3	9	
10	Stakeholders & Legislation - Cross Regional Collaboration	Government funding arrangements now mean that OCC access to grant funding sits with Tier 1 (County Council), alongside its neighbouring Oxfordshire Districts. This new working is increasing the collaboration required to follow through on the OxEVIS mandate. Joined up, larger procurement should result in better value for Oxford's residents. However Oxford only flexibility and agility has been reduced. Risk = increased complexity & stakeholders to deliver complete OxEVIS mandate, as well as slower delivery	Threat & Opp	New methodology, and ways of working with multiple stakeholders, taking time and resource to embed. Integration and agreement of a combined approach and agreement on distinct roles and responsibilities of County and City Councils, still to be formalised. Oxford is a small densely populated urban district, with higher levels of deprivation and distinct on-street and land pressure needs (compared with neighbouring districts) has an already developed EVI strategy to serve its communities	1. Slower deployment - LEVI deployment tender will be released at same time as many other LAs, all vying to spend part of £350M available via LEVI. 2. Reduction in flexibility and agility to deliver OxEVIS	10/07/23	Mish Tullar/Hannah Battye (OxonCC)	4	4	16	Continue to balance benefits vs compromise, essential that the overriding principle is best value to residents of Oxford. Integration and agreement of a combined approach and agreement on distinct roles and responsibilities of County and Oxford residents to maximise utilisation of resources for the common good.	Work collaboratively, identify and state clearly critical areas that cannot be compromised on. If we reach an impasse, escalate to senior management for decision making	Open	3	3	9		
11	Regulation	A risk of network failure means a 3 month minimum time delay until a replacement operator can be found. Oxford has already experienced 50% of initial EVI suppliers failing.	Threat	Enforcing standards for chargepoint operations is just beginning - not a proven pathway as of yet.	This could leave those without access to home charging at risk of network failure for 3+ months. Causing disruption and the need to drive to charge (against local travel policy)	10/07/23	Mish Tullar	4	4	16	Oxford City Council will seek to ensure at least two providers will be available, across off-street and on-street provision in the city. This may be on top of the three charge point operators already operating at the Redbridge Superhub, and other providers such as Westgate Centre.	Initially should be 2 chargepoint operators for areas/locations with on-street EVI need. This can be reassessed in line with progress and performance of Suppliers.	Open	4	2	8		
13	ZEZ Enabling EVI	Lack of EVI in situ before ZEZ expansion occurs	Threat	Not able to get sufficient EVI in situ in time to support business and resident needs for ZEZ Phase 2	Frustrated residents and business owners	10/07/23	Hannah Battye (OxonCC)/Mish Tullar	4	4	16	Working closely with County Highways and EV team on work package to support timely EVI deployment and alignment with wider transport objectives under LTCP5 including the ZEZ.	Collaborative working with County Council Teams	Open	3	2	6		
18	Reputational, Health, Economic, Net Zero commitments	Substantial further delay to GULO project	Threat	No committed timeline from Oxfordshire County Council available at the time this Cabinet report is being submitted. LEVI project reducing capacity in Oxfordshire teams for GULO transition, onboarding and deployment. GULO deployment timelines could be condensed significantly, but this requires additional resource at Oxfordshire County Council to fast-track the location selection process, highways licenses and traffic regulation orders.	GULO deployment was committed for 2023, but could possibly move back as far as 2026. Many Oxford residents have expressed demand for onstreet solutions in Oxford, some have been waiting since 2020 for delivery. GULO is set to facility the switch to EV for up to 1600 vehicles. A delay will lock in unnecessary pollution, and will mean that ZCOP carbon reduction pathway targets are likely to be missed.	13/09/23	Mish Tullar/Hannah Battye (OxonCC)	4	4	16	Oxford EV team has offered support highways with onboarding and transition, and OxonCC have agreed that GULO timelines are contracted as a separate workstream in the GULO tenders, to ensure suppliers are able to provide LEVI and GULO units in parallel. Additional work needed to look at highways resourcing. Fast deployment of city off-street sites and cable channels (GUL-e) could fulfil some of the peak up demand, although GUL-e is equally out of control of the city, with the Connectivity Plan (LTCP5) supports fast Transport delivery timeline moved from 2023 to 2040. OZEV oversight of GULO funding should also help ensure GULO is prioritised by all partners.	Discussion on timelines ongoing. Cross Council engagements. County Local Transport and up demand, although GUL-e is equally out of control of the city, with the Connectivity Plan (LTCP5) supports fast Transport decarbonisation (2040), which aligns city and county interests.	26/09/22	Open	3	4	12	
11	Planning Resource	Additional resource will be required in planning to process planning applications for GUL-e installs, paid for via the application process.	Threat & Opp	It is estimated that 200 applications, would take one FTE planning officer 9 months (assumes average 6 hrs per application). Resource will need to be planned in	Slow approvals process if resource is not available	10/07/23	David Butler	3	4	12	There may be an opportunity to recruit a NZ specialist planning officer support and EVI and other NZ technology planning apps	Discuss and work closely with Planning on timelines for projects.	Open	3	4	12		

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16	Finance	ODS/OCC become an EV Chargepoint Owner/Operator	Threat & Opp	ODS build skills and knowledge over the next 10+ years to take on EVI management at the end of the concession contracts	Provide a first class local service and return revenue directly to the Council	15/07/23	Mish Tullar/ Simon Howick	4	3	12	Work closely with ODS to develop opportunities to upskill. This will require resource and a focus on achieving accreditations such as HERS.	OCC and ODS work closely together under oversight of the Council's internal development framework, and the ODS Board	31/07/23	Open	3	3	9
1	Legislation	National planning and other legislation is not updated support equitable roll out of EV charging infrastructure	Threat	Government needs to change national planning policy to enable permitted development for home charger and larger hub installations	Slow adoption in areas where local planning decisions cannot mitigate national Planning policy guidelines	10/07/23	David Butler	3	4	12	National Planning Policy changes expected Summer 2023 which should reduce the impact of current legislation constraining deployment	Working closely with planning to address city challenges regarding heritage areas. Inputting into government consultations regarding planning	15/07/23	Open	3	3	9
2	Legislation	Government and Regulatory changes - impact EV uptake	Threat & Opp	Government changes 2030/35 deadline for phasing out the purchase of new fossil fueled vehicles. Government changes and new government increases funding for this sector	Slowdown or Increase in EV uptake	10/07/23	Mish Tullar	3	4	12	The Delivery and Implementation Plan EV uptake targets are 3 years ahead of actual need. That coupled with rigorous annual and periodic detailed reviews should enable time to respond to upward change to support changes like this. The Council would also actively lobby the Government against any loosening of the fossil fuel vehicle phase out deadlines.	Target is to be 3 years of EV uptake. A thorough review of EV uptake vs EVI across Oxford will be reviewed each year.	15/07/23	Open	3	2	6
4	Political	Lack of public support for charging	Threat & Opp	Parking already very constrained so potential push back on allocation of bays for charging	Political and administrative workload to manage lack of public support	10/07/23	Mish Tullar	3	4	12	Oxfordshire is already seeing a very strong take up of EVs by resident Initiatives such as ZEZ and active travel policy plans such as LTNs, workplace charging levy should increase active travel plans and support increased car club usage.	Demand tracker and inbound emails from public and Councillors suggest high demand/desire for charging. The Implementation Plan supports car reduction measures such as EV Car Clubs to be situated with all new chargers installed etc. Charging roll out will be regularly checked against car ownership numbers.	15/07/23	Open	2	3	8
7	Economic - income loss/creation	Council loses income delivering this plan. Due to resource needed and measure such as loss of parking income in EV hubs	Threat & Opp	Costs of resourcing. Parking charges may need to be waived in some cases (rapid charging)	Loss of revenue to the Council.	10/07/23	Jane Winfield/ Nigel Kennedy	3	4	12	Enter into concession contracts. Support ODS with development of a chargepoint operator for the longer term. Continue to identify and include City locations to generate longer term income. Parking Fees for charging will align with existing car parking charges, unless an alternative arrangement is agreed within the Council. Where there is a loss of parking revenue, contracts will be formulated so that Bay rental payments seek to offset loss of parking fees.	Enter into concession contracts -so that it is only an initial revenue burden to the Council. If sufficient locations can be provided for Council run EV bays. There is potential to generate income longer term. Negotiate terms for chargepoint contracts in collaboration with Finance.	TBD	Open	2	2	4
8	Health & Safety	Electrical solutions to be installed	Threat	risk to personnel and public	Injury	16/05/22	Mish Tullar	2	4	8	the EV team are well versed in CDM practices and all PMs have CDM certification	All contracts will used CDM practices, quality plans and pre- and post- install checklists and be checked via the internal CDM team	26/09/22	Open	2	2	4
6	Economic - DNO network connections	DNO network connections too prohibitive for chosen sites	Threat & Opp	Energy capacity in the city very patchy, access to data at ward/ street level patchy. The costs of connection to the distribution network for the EV hubs could be high and connection may not be possible at all proposed hub locations.	Reduction of hubs/ solutions delivered by the project.	10/07/23	Mish Tullar	3	2	6	Back-up solutions will be prepared but certain locations where need is high, may not be possible to include in LEVI funding rounds due to prohibitive infrastructure improvement costs and/or timeframes. Where this occurs, locations will be moved to the next deployment phase which may take place after the national grid upgrades. Back up solutions will be identified in the event of a site failing due to lack of capacity. This is an opportunity to trial further innovative solutions that support grid constraints.	This is a known problem, we are already working with DNO/LECO and in talks regarding the use their trial connection mapping tool to support location identification.	15/07/23	Open	3	2	6

**Note**

**Gross Risk Score**  
Risk level if existing key controls and mitigations were not in place or not effective.

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

**Target Risk Score**  
This is the risk score after mitigating actions have taken place. The target risk score shows how effective your action plans are at managing the risk.





## Appendix 2

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

<b>Service Area :</b>	Environmental Sustainability	<b>Section:</b>	<b>Date of Initial assessment:</b> 15-7-23	<b>Key Person responsible for assessment:</b> Kristina Mould	<b>Date assessment commenced:</b>  14-09-23
<b>Name of Policy to be assessed:</b>			The Electric Vehicle (EV) Infrastructure Strategy (OxEVIS) implementation plan		
<b>1. In what area are there concerns that the policy could have a differential impact</b>		<p style="text-align: center;"><b>Race</b></p> <p><i>Positive: Implementation plan is mitigating negative impacts on areas with higher deprivation, which tend to have greater ethnical diversity in Oxford.</i></p>	<p style="text-align: center;"><b>Disability</b></p> <p><i>This would be a positive impact, once mitigated. EVI can disrupt access to pavements and pedestrian routes but provides vital support for electric mobility. The Implementation Plan will set high accessibility standards and work packages that improve access, such a programme to provide new electrified accessible parking bays, and retrofit existing.</i></p>	<p style="text-align: center;"><b>Age</b></p> <p><i>Positive: Implementation plan seeks to improve access to electric mobility solutions that may benefit older and the less mobile in particular Carbon reductions that are achieved as part of this implementation plan, including the scaling impact on E-mobility solutions through its innovation work, will benefit the young,</i></p>	

			<i>that are most affected by Climate breakdown.</i>
	<b>Gender reassignment</b>	<b>Religion or Belief</b>	<b>Sexual Orientation</b>
	<b>Sex</b>	<b>Pregnancy and Maternity</b>	<b>Marriage &amp; Civil Partnership</b>
<b>Other strategic/ equalities considerations</b>	<p><b>Safeguarding/ Welfare of Children and vulnerable adults</b></p> <p><i>Positive: Air quality improvements are expected as an output of this implementation plan, which is</i></p>	<p><b>Mental Wellbeing/ Community Resilience</b></p> <p><i>Positive: Implementation plan seeks to improve access to electric mobility solutions, such as EV charging and electric car clubs, in a fair and equitable way, ensuring all Oxford communities can meet their mobility needs in a changing environment, even where the market is not likely to provide.</i></p>	
<p><b>2. Background:</b></p> <p>Give the background information to the policy and the perceived problems with the policy which are the reason for the Impact Assessment.</p>	<p>The e-mobility transition carries a risk of locking out the less affluent, due to the investments required, and will change highways, pavements, driveways and car parks with the introduction of thousands of EV charging units across the city.</p> <p>The Oxford Electric Vehicle (EV) Infrastructure Strategy (OxEVIS) Implementation Plan seeks to address equitability and accessibility of EV charging in the city by introducing policies to promote fair and proportionate deployment of on-street, hub and other charging solutions. The strategy addresses this in 3 key areas; vehicles, infrastructure and people.</p> <p>The implementation plan identifies the concept of the “key user”, a category of EV driver that needs particular attention and support. This category will be built into procurements and evaluation strategies, so that these groups can be assessed regularly, and improvements tracked. In the first monitoring phase up to 2026, the following groups have been identified as requiring particular support and intervention: Working drivers, pedestrians and motorists with additional needs, in particular mobility needs and sight constraints, those that are mobility-poor.</p>		

	<p>As time progresses, different groups may be identified to fill this category, for example female drivers, or those with caring responsibility. Their needs will be considered from the outset, but particular interventions may be developed if disadvantage risks becoming entrenched.</p> <p>Multiple work packages are proactively addressing such inequities in communities impacted by the EV transition, such as work package focussed on:</p> <ul style="list-style-type: none"> <li>• Working drivers (motorists depending on their vehicle for economic activity), such as taxi drivers, domestic cleaners, delivery drivers, domestic care workers.</li> <li>• Car club integration, to enable those that cannot afford a car, or wish to transition away from a car, to access e-mobility</li> <li>• Provision of a more accessible Electric Vehicle Infrastructure (EVI) estate through contracting and following PASS 1899 Standards (EVI Accessibility) in EVI deployment.</li> <li>• Ongoing evaluation of emerging in-equities.</li> </ul>
<p><b>3. Methodology and Sources of Data:</b></p> <p>The methods used to collect data and what sources of data</p>	<p>Wide stakeholder engagement was sought which included OCC's Inclusive transport group, Motability consultants and a number of accessibility focussed suppliers.</p> <p>OxEVIS has gone through external consultation and surveying in June 2022 prior to presentation at Cabinet on 15<sup>th</sup> July 2022. The Oxford EVI demand tracker enables Oxford residents to seek priority status where additional needs are identified.</p>
<p><b>4. Consultation</b></p> <p>This section should outline all the consultation that has taken place on the EIA. It should include the following.</p>	<p>An online survey was created as part of the OxEVIS to inform future EV infrastructure proposals. The survey was open to all members of the public and focussed towards those who live or work in Oxford. The aim of the survey was to gain a better understanding of the need for EV infrastructure, the type of infrastructure needed and the role the council should play in fulfilling these needs. This spanned the breadth of infrastructure requirements including questions around accessibility and disabilities.</p> <p>Of the 500+ respondents, 11% stated they had mobility challenges with a further 3% who preferred not to say. Of these 86% said they owned at least 1 vehicle, 68% of whom don't have access to a drive or garage next to their</p>

<ul style="list-style-type: none"><li>• Why you carried out the consultation.</li><li>• Details about how you went about it.</li><li>• A summary of the replies you received from people you consulted.</li><li>• An assessment of your proposed policy (or policy options) in the light of the responses you received.</li><li>• A statement of what you plan to do next</li></ul>	<p>home and nearly 50% of those couldn't always park outside their house. This highlights the need for accessible on-road and off-street parking within Oxford.</p> <p>Additionally there is significant public support for accessibility needs to be consider; 19.4% of all respondents felt the Council should prioritise those with mobility needs when using public funding for charging solutions. 65% felt the Council should deliver a range of charging infrastructure solutions that are accessible and equitable for all.</p> <p>This information has been fed into the strategy and implementation plan.</p>
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### 5. Assessment of Impact:

Provide details of the assessment of the policy on the six primary equality strands. There may have been other groups or individuals that you considered. Please also consider whether the policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults

<b>Race</b> positive	<b>Disability</b> positive	<b>Age</b> positive
<b>Gender reassignment</b> Neutral	<b>Religion or Belief</b> Neutral	<b>Sexual Orientation</b> Neutral
<b>Sex</b> positive	<b>Pregnancy and Maternity</b> positive	<b>Marriage &amp; Civil Partnership</b> Neutral

Improving accessibility, as well as equitability, of EV charging infrastructure are key drivers for OxEVIS, with innovations such as moving charge-points from pavements onto the road, providing accessible charging units and electrifying disabled parking bays considered as priority.

Improving equitability of charging provision was also a significant factor, ensuring provision for those in disadvantaged areas, in particular working drivers which includes private hire, taxi, care workers and delivery drivers. Ethnic minority groups make up a significant proportion of these drivers. Disadvantaged areas are often not well served by the market currently, which largely targets the most affluent due to high EV uptake trends. Improving infrastructure provision in disadvantaged areas may also protect ethnic minorities, which are more likely to live in such areas.

Other vulnerable groups considered were those with particular safety concerns, in particular at night time: (female drivers, lone or vulnerable drivers, people with children /less mobile dependents in the car). Needs of carers with young children were considered in the context of rapid charging hub design.

The strategy requires these factors to be assessed in locations feasibility, funding structure and site design.

## 6. Consideration of Measures:

This section should explain in detail all the consideration of alternative approaches/mitigation of adverse impact of the policy

We do not currently anticipate negative impacts from the policy, which is designed to minimise the risk that those at risk from a purely commercially led EV transition are left behind. But the monitoring arrangements set out below will act to reduce risk from unintended policy impacts.

*Image description (below): Graph showing ranked support for EVI prioritisation, showing highest support for prioritisation of working drivers and those with mobility needs, followed by key workers, equal prioritisation of all, and drivers on low incomes.*

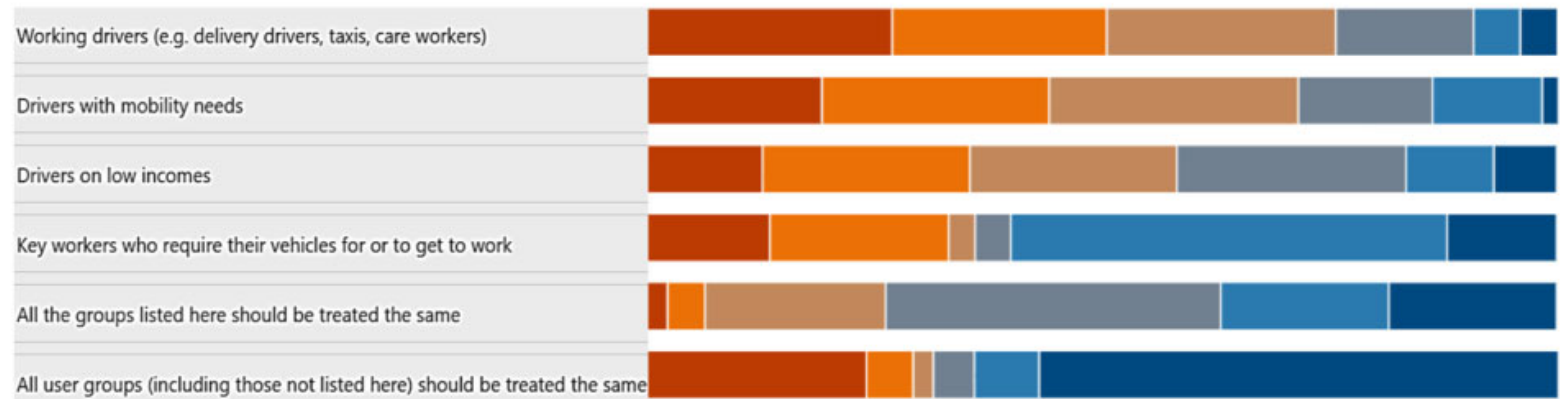
46. If there isn't enough funding to provide all the charging solutions the city needs at once, which user groups should Oxford City Council prioritise? Please rank the following...

510 Responses

1-300 | 510 < >

### Rank Options

First choice ■ ■ ■ ■ ■ Last choice



<p><b>6a. Monitoring Arrangements:</b></p> <p>Outline systems which will be put in place to monitor for adverse impact in the future and this should include all relevant timetables. In addition it could include a summary and assessment of your monitoring, making clear whether you found any evidence of discrimination.</p>	<p>As part of the strategy we have defined city geographic zones that will be monitored annually. All of our CPNOs are and will be required to share utilisation and location data as a core requirement built into our procurement framework (DPS), and we will use these data sets to monitor take up across city zones. In addition we are working with the LEAP tool team (part of the LEO project) to ensure all required data packages are available to review , including demographic data, data on working drivers, energy constraints etc. This will allow us to monitor provision, and identify any inequities at annual reviews. We will also seek nuanced reviews with Charge Point Operators to understand the demographic of end users.</p> <p>Furthermore, the four factors outlined in the BSI accessible EV charging provision consultation will be considered in each step of the planning and installation of charge point infrastructure, and PASS 1899 standards (accessible EVI) will be built into contracts. Innovation projects will seek to advance accessibility solutions.</p>				
<p><b>7. Date reported</b></p>	<p>14/09/2023</p>				
<p><b>8. Conclusions:</b></p> <p>What are your conclusions drawn from the results in terms of the policy impact</p>					
<p><b>9. Are there implications for the Implementation Plan?</b></p>	<p>YES/NO</p>	<p><b>10. Date the Implementation Plan will be updated</b></p>		<p><b>11. Date copy sent to Equalities Lead Officer</b></p>	

Signed (completing officer)



Signed (Legal Officer)

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

Programme Officer: Kristina Mould

Completing Officer: Sarah Hassenpflug

Legal Officer: Joanna Williams (reviewed 15<sup>th</sup> September 2023)

Service Manager: Mish Tullar



## Appendix 3

### A joined-up, collaborative approach to EVI Deployment: Transition of Oxford City Council's Go Ultra Low On-street Project and Estate to Oxfordshire County Council

#### Existing On-street and Go-Ultra Low On-street Transition

The City Council was awarded Go Ultra Low Oxford (GULO) funding in 2015 to deliver on-street EV Charging Point (EVCP) sockets across two project phases. The City and County Councils entered a partnership agreement in 2017 to enable the delivery of these EVCP. This provided the City Council the rights to deliver on street, in partnership with the County EV and Highways Teams.

To date 49 On-street EVCP have been delivered, maintained and upgraded under GULO P1. GULO board approval on 12/03/23 confirmed that GULO P2 will fund a further @142 On-street EVCP in areas, servicing a minimum of 1600 users, where there is need and/or projected demand. This includes 100 units on street, 30 GUL-e units and 12 units in Car Parks.

GULO phase 2 was paused by the GULO board on 28/02/21 to enable the delivery of the GUL-e pilot project, and improve city EV BAU (Business As Usual) readiness, setting up an EVI procurement system, the Oxford EVI contract management facility and ensuring that there was a strategically integrated approach to ongoing EVI deployment for the City, including on the highway, which resulted in the Oxford EVI Strategy (OxEVIS).

Resuming GULO P2 was planned for early 2022, then delayed by one year due to the small-scale nature of the proposed EVI estate, which meant that the remaining funding would be insufficient to achieve the number and quality of provision committed for under GULO P2. The City Council Project Manager for GULO was also heavily involved in developing the initially unsuccessful Local EV Infrastructure (LEVI) Pilot grant application.

The Government announced the LEVI funding in February 2023, with a new restricted allocation to Tier 1 authorities only (unitary, county council or combined authorities) in England, on behalf of their constituent authorities. to support local authorities in England to plan and deliver charge point infrastructure for residents without off-street parking.

*Under LEVI, Oxfordshire has been provided with an allocation of £3.655M Capital and £529k revenue funding for delivery of EV Infrastructure, with the funds held by Oxfordshire County Council, subject to approval of the County Council's application with a detailed proposal.*

County and City Council officers sought ways to incorporate GULO into LEVI, to maximise the GULO grant funding and ensure residents using GULO EVPCs are not disadvantaged over residents using LEVI EVCPs. In addition, officers concluded that incorporating GULO into LEVI would improve scale overall, benefitting not just Oxford, but all Oxfordshire districts.

Initially Oxford City Council was going to remain the contract owner, as per GULO P1, but with agreed third party rights on the on-street estate for County, and a managed transition aiming to novate contracts to County Highways, once resource and facilities were in place. More recently, following further review between officers at both councils and the fact that on-street deployment under LEVI will have to expand beyond city boundaries, Oxfordshire County Council as the Highway authority and LEVI funding recipient and accountable body to government has decided to take strategic control of all EVI deployment across the Oxfordshire Highway. In this context it makes greater sense that the GULO P2 element be procured from the onset under LEVI, with the County Council as the Contract lead.

This will involve combining GULO P2 and re-contracting of the existing GULO P1 estate into the LEVI procurement and subsequent contracting and will mean a further delay in GULO P2 delivery into 2024. However, this inclusion will allow drawing in more investment through LEVI and delivering better outcomes for residents; i.e., providing a joined-up approach across Oxfordshire for residents, visitors and commuters moving across district boundaries. Working drivers, in particular, will benefit from a consistent, reliable charging estate across the region.

In addition to the GULO grant, the City Council has invested both its own capital and revenue into delivery, upgrade and maintenance of the existing on-street estate and initiation of GULO P2. Transitioning the estate and remaining GULO grant to the County Council will also transition the future revenue income upon which the original up-front investment from the City Council was predicated.

Return of investment (ROI) on the GULO P1 estate has not yet been achieved and costs currently outweigh income. The existing partnership agreement includes a 50:50 income share arrangement on concession contracts. As such the revenue from the estate associated with GULO will continue to include a revenue share agreement to allow for cost recovery.

Oxfordshire County Council and Oxford City Council are committed to collaborate to ensure a smooth transition from the current arrangement to Highways control in a manner that ensure comparable outcomes for Oxford residents to those committed to under OEVIS (Oxfordshire Electric Vehicle and Infrastructure Strategy), GULO and OxEVIS.

The LEVI project deadlines are November and there are some challenging timelines to prepare the documentation required to go to tender. To enable a successful transition of the GULO project and approval by the joint GULO Board, more time is needed to fully work through the detail.

The County Council will need time to review the funding obligations that they will take on. The appropriate legal requirements will then need to be put in place and agreed with the funder Office of Zero Emission Vehicles (OZEV).

Therefore, Oxford City and County Councils have jointly agreed to seek mirror delegations to transition the On-street element of the GULO project.

As such we recommend that Cabinet resolves to:

Agree the On-street elements of the Go Ultra Low Oxford project (GULO) transition from Oxford City Council delivery to Oxford County Council delivery, subject to the following conditions being fulfilled:

- a) The County Council are satisfied that they can meet the funding obligations within the GULO funding agreement;
- b) The funding body for GULO agrees (Office for Zero Emission Vehicles/OZEV) for the transfer to take place;
- c) There is an agreement by both Councils on the methodology for delivery of the key outputs of GULO Phase 2, including the number of electric vehicle charging points

and cable channels (GUL-e) committed under GULO are delivered to updated timeframes that are agreed with Oxford City Council and the funding body;

- d) The existing GULO estate and highways related GULO Phase 2 funding are both transferred; and
- e) An updated partnership agreement, including a revenue share arrangement for the assets associated with GULO is put in place that recovers the City Council investment to date.

Note: In the unlikely case that the above conditions are not fulfilled, and the matter cannot be resolved at officer level, then the GULO partnership agreement conflict resolution procedure will be followed.

#### Joined-up, Collaborative Approach to EVI Deployment

In support of the joined-up and collaborative approach to EVI deployment across the City and Oxfordshire, the following other outcomes between City and County EV & Highways Teams have already been jointly agreed at officer level, pending cabinet approval:

1. LEVI funding will support meeting 2025 EVCP OEVIS targets & NEVIS projections. The GULO2 funding will remain 'ring-fenced' for Oxford (as required under the funding) and ensure the City OxEVIS targets are delivered.
2. Electric Vehicle Charging Points (EVCP) deployment on highways land will be subject to county strategic oversight under OEVIS. City will oversee inclusion of City Land Assets.
  - a. County will work with City to meet OxEVIS numbers.
  - b. New LEVI EVCP on highways land will be managed by County from the outset.
  - c. Workshops for transition arrangements to County Highways management and roles and responsibilities under OxEVIS implementation plan to be held.
3. County EV Infrastructure Strategy (OEVIS) is planned to be updated 2024 – City OxEVIS commitments & implementation plan will be assessed as part of this work with a view to ensure equivalent or improved outcomes for the City.
4. LEVI grant will be used for EVCP in areas that are strategically important but which the business case does not yet support. Typically:
  - Areas of deprivation/lower socio-economic output and rural areas
  - Areas with residents without access to off-street charging

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Oxford City EV Strategy

# Summary Report: Delivery and Implementation Plan

DRAFT 2

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# Glossary of Terms

Accessibility Audit	An evaluation of how accessible a location, service, or item is to prevent barriers to use
Back-office	Cloud based software which allows creation and management of electric vehicle charging networks.
Broad Policy Statement	Overarching strategy aims and objectives
Carbon Emissions	Carbon gasses released from burning fossil fuels, such as carbon dioxide, monoxide and methane.
CPO(s)	Charge Point Operator(s)
Demand Trackers	A method of enabling residents and others to highlight locations/areas of EVI need. Used by City to identify the most requested areas.
Equitable	A fair and non-discriminatory equal approach to distribution of EVI across Oxford, taking into account need and community characteristics alongside demand.
EV champions	Spokesperson in the local area to advocate and educate others
EV(s)	Electric Vehicle(s)
EVCP(s)	Electric Vehicle Chargepoint/s
EVI	Electric Vehicle Infrastructure
GULO	Go Ultra Low Oxford
Highway	Any area of a road maintained by the local Highway Authority including all adopted roads, footpaths and verges.
Highway Authority	Local Authority responsible for adopted Highways within its geographic region (with the exception of Motorways and Trunk Roads controlled by Highways England)

Accessible	Able to be used or entered by everyone.
Baseline	The current state of play to act as an evidence base for forecasting needs
Car clubs	Short-term local car rental. Users pay by time and/or mileage. Supports active travel policy.
Climate Emergency	OCC publicly declaring in 2019 that it needs to act on the causes and impacts of climate change.
Decarbonisation	Reduction of carbon emissions, via technologies that do not require the burning of fossil fuels.
Districts	Means Oxfordshire's Districts: Cherwell, South Oxfordshire, West Oxfordshire, Vale of the White Horse
DPS	Dynamic purchasing system used to procure EVI and battery storage solutions by the Councils
ESO	Energy Superhub Oxford
EV Infrastructure	All equipment needed for charging electric vehicles.
GUL-e	An on-street charging solution which home charging, by connecting an EV charger safely across the pavement using a drainage channel design
GHG(s)	Greenhouse Gases - Water vapour, carbon dioxide, methane, nitrogen oxide, that trap heat in the earth's atmosphere.
Interoperability	Ensuring compatibility across EVI and back-office systems to simplify and improve the experience for users.
LEVI	Local Electric Vehicle Infrastructure Fund.

LEO	Local Energy Oxfordshire
MaaS	Mobility as a Service
Mobility Hubs	Bring together shared, public and active travel services in spaces designed to improve public realm for all.
OCC	Oxford City Council
Policy Statement & Area Action	How the policy statement(s) will be achieved
Technical Advice note	Detailed advice note - used by local planning authorities.
Travel Hierarchy	A system which ranks the most to least prioritised transport mode
ZCOP	Zero Carbon Oxford Partnership
ZEZ	Zero Emission Zone

Methodologies	A framework for reaching desired outcomes
Net Zero	When the balance of greenhouse gas (GHG) that's produced and the amount that's removed from the atmosphere is equal.
OxonCC	Oxfordshire County Council
Shared Mobility	Use of a shared vehicle for travel. E.g., car clubs, bike hire, scooter hire, etc.
Telematics	An instrument used in vehicles to provide valuable information on usage.
TSU	Transport Studies Unit (Oxford University)
Zero Emissions	Emitting no Greenhouse Gases (GHG) to the environment.
Zone/Zonal Approach	Geographic unit to enable analysis of Grouping of geographic areas for EVI need and demand and evaluate estate performance and benefits realisation fairly, taking into account Place and Locality. delivery

# Introduction

In July 2022, Oxford City Council adopted its Electric Vehicle Infrastructure Strategy (OxEVIS) which sets out clear targets for the city of Oxford to meet by 2026, 2030, 2035 and 2040, in terms of infrastructure deployment to meet EV uptake, measuring the city's fulfilment of its net zero ambitions and setting out a pathway to get those in Oxford that rely on a personal vehicle ready to transition to EV. The government has set the final date for sale of new petrol and diesel cars and vans to 2030 and the trial Zero Emissions Zone (ZEZ) initiative is due to expand in Oxford, making EVI deployment evermore critical.

Oxford has been successful in Electric Vehicle Infrastructure (EVI) delivery and built a national reputation for good practice through a series of successful partnership projects such as [Energy Superhub Oxford](#), [Go Ultra Low Oxford](#) and the successful launch of the [Oxford Dynamic Purchasing System](#) for EV Infrastructure (EVI).



EV uptake in Oxfordshire is amongst the highest in the UK: DVLA figures from early 2023 show full Battery Electric Vehicles (BEV's) now make up just under 50% of new car registrations in the region, well above the 2020 forecasts by the Transport Studies Unit<sup>1</sup>. And a 2023 report from Oxford University's Environmental Change Institute indicated that the installation of the Oxford Superhub influenced 40% of surveyed Oxford Superhub Users in their decision to buy an EV<sup>2</sup>.

But while Oxford's EV uptake is currently ahead of the UK average<sup>3</sup>, there is still a considerable challenge ahead to meet the transport electrification targets of net-zero carbon emissions by 2040, as declared in the [Zero Carbon Oxford Partnership \(ZCOP\) Roadmap and Action Plan](#).

This Delivery and Implementation Plan sets out how OxEVIS will be implemented. This includes clear public EV infrastructure (EVI) targets and evaluation mechanism for Oxford City Council to pursue through projects and collaboration with local stakeholders such as Oxfordshire County Council and the Zero Carbon Oxford Partnership, as well as embedding and normalising EVI delivery within existing Council services.

## Local Context:

Oxford City Council declared a climate emergency in January 2019. Following Oxford's Citizens' Assembly on Climate Change, the Council set out its commitment to become net zero by 2040.

Alongside declaring a climate emergency, OCC has committed, in the fourth Carbon Management Plan "[OCC Zero Carbon Plan 2030](#)", that by 2030, Oxford City Council activities will no longer contribute to a worsening climate crisis by reducing annual carbon emissions to zero.

In February 2021, the Council launched the Zero Carbon Oxford Partnership of the city's largest institutions and employers, which agreed to a target of net zero carbon emissions for the City of Oxford by 2040 or earlier. Transport is the second largest contributor to Oxford's emissions, accounting for 171 ktCO<sub>2</sub>e in 2018, with private cars being the main source of emissions. To achieve these ZCOP transport targets, 25% of cars driving in Oxford need to be electric by 2025, 80% by 2030, and 100% by 2035.

Oxfordshire County Council (Oxon) and Oxford City Council have introduced a Pilot [Zero Emissions Zone \(ZEZ\)](#) in Oxford city centre, to reduce air pollution and help to reach Carbon reduction targets. The ZEZ area is due to expand over time. These measures, combined with the [Council's Local Plan 2040](#), will further stimulate demand for EVs, which will help to reduce transportation emissions and improve air quality and support the 2040 zero carbon target, provided sufficient electric vehicle charging infrastructure is provided.

Oxford City Council is an early adopter of EV Infrastructure and has already taken significant steps in the previous years to support the transition to zero-emission vehicles through EVI deployment initiatives, delivered in collaboration with a range of critical partners such as Oxfordshire County Council, Oxford's wholly owned Services Company ODS, and a wide range of private sector partners. To name but a few:

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<sup>1</sup> <https://www.gov.uk/government/statistics/vehicle-licensing-statistics-january-to-march-2023/vehicle-licensing-statistics-january-to-march-2023>

<sup>2</sup> <https://energysuperhuboxford.org/wp-content/uploads/2023/06/ESO-Final-Report-V7.pdf> Figure 2.17.

<sup>3</sup> <https://www.gov.uk/government/collections/vehicles-statistics>

- [Go Ultra Low Oxford Onstreet Charging](#)
- [Go Ultra Low Oxford Taxi Charging](#)
- [Energy Superhub Oxford](#)
- [GUL-e \(under-pavement cable channels\)](#)

In addition, substantial work investment has taken place to improve Oxford City Council's readiness to enable the EV transition: moving from an early adopter environment to Business as Usual, through the introduction of a dedicated EVI Contract Management facility to improve EVI estate performance and the creation of a Dynamic Purchasing system that allows local authorities and other public bodies to buy EVI goods and services quickly and securely.

To acknowledge the need to move from a multi-pilot project approach to consistent broad scaling of infrastructure, in July 2021 Oxford commissioned an EV Infrastructure Strategy (OxEVIS) to set out the vision and targets for EVI delivery in Oxford by 2040.

The aim of OxEVIS is to align EVI deployment with the city's 2040 net zero carbon target and ensure the delivery is sustainable, equitable and fair, in line with Oxford's [Core Values and Corporate Priorities](#). OxEVIS built on and incorporated Oxfordshire's Electric Vehicle Strategy (OEVIS 2020-2025<sup>4</sup>) and was approved in August 2022. Oxford is working very closely with Oxfordshire and its Districts on a range of EVI projects, and this trend is expected to continue in the longer term, with Oxford and Oxfordshire County Council collaborating closely on delivery of future EV infrastructure in the city.

## National and Regional Context

The [Government's EV Infrastructure Strategy "Taking Charge"](#) was launched in March 2022, seeking to implement charging infrastructure at scale, utilising grant funding as needed to match additional private sector investment. Taking Charge states: *"We expect the market to lead the majority of public chargepoint deployment. However, local government has a crucial role in ensuring that deployment reaches all areas, using sustainable commercial approaches."* It further specifies: *"a place-based approach will be essential to achieve cross-cutting net zero ambitions, and the strategic role of local authorities will be fundamental."*

Taking Charge' sets out a vision that seeks to *"transform local on-street charging by putting an obligation on local authorities (subject to consultation) to develop and implement local charging strategies to plan for the transition to a zero emission vehicle fleet."* It states that *"where there are two tiers of local government, the Government expect county councils to produce EV chargepoint strategies. They should do so in close collaboration with district level councils."* *"These strategies should identify how to provide affordable, convenient charging for residents, businesses including fleets, and visitors without causing pavement disruptions that could discourage walking and cycling"*<sup>5</sup>

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<sup>4</sup> [https://mycouncil.oxfordshire.gov.uk/documents/s55283/CA\\_MAR1621R11%20Annex%203%20-%20DRAFT%20Oxfordshire%20Electric%20Vehicle%20Infrastructure%20Strategy%2020210225.pdf](https://mycouncil.oxfordshire.gov.uk/documents/s55283/CA_MAR1621R11%20Annex%203%20-%20DRAFT%20Oxfordshire%20Electric%20Vehicle%20Infrastructure%20Strategy%2020210225.pdf)

<sup>5</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1065576/taking-charge-the-electric-vehicle-infrastructure-strategy.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1065576/taking-charge-the-electric-vehicle-infrastructure-strategy.pdf)

While no statutory duty for EVI currently exists, the government is expected to, “*further to consultation, take pre-emptive powers to ensure there is a clear statutory obligation on higher tier authorities*”.

The status of District EVI Pioneers such as Oxford is not defined in Taking Charge. But the government vision is clear in that the higher tier EV Strategies are to interface into the Local Transport Plan (LTCP) governance. Oxfordshire County Council has stated in the most recent Local Transport Plan (LTCP5): “*Our District and City councils may also produce their own strategies and delivery plans to support ZEVs. For example, Oxford City Council are currently working an Electric Vehicle Strategy. Supporting the delivery of these strategies will also be critical to supporting the uptake of ZEVs*”.

Relevant statutory responsibilities for an equitable and fair EV Charging Estate fall across both Councils: Oxfordshire is the Transport and Highways Authority, and Oxford is the Authority responsible for Communities, Place & Planning and Air Quality. This means that strategic control over the overarching strategic objectives of a city-wide fair, sustainable and equitable EVI charging estate is shared between the two Councils.

In response to the above national strategy change, Oxfordshire County Council now wishes to enact strategic control over EVI deployment on the highway across its full geographic area, including in Oxford, to ensure a consistent experience for drivers across the region. Oxfordshire will manage contracts on the Highway, Oxford City Council on City land. Both partners will coordinate projects to engage Third Party stakeholders through established and new forums such as the Zero Carbon Oxford Partnership, Future Oxfordshire Partnership and Oxfordshire Community Action Network.

This change is to be implemented via the LEVI programme, seed-funded by the government at approx. £3.6m, delivered by OxonCC in close collaboration with Cherwell District Council, Oxford City Council, South Oxfordshire District Council, Vale of White Horse District Council and West Oxfordshire District Council.

As such, a key deliverable of this Delivery and Implementation Plan will be sound, cross-Council governance, to ensure that each Council’s roles and responsibilities are clear and transparent for all users of Oxford EVI, and data sharing agreements, to ensure that equitability and effectiveness of the charging network can be monitored to inform future decisions.

Oxfordshire’s current EV Infrastructure Strategy (OEVIS<sup>6</sup>) expires in 2025, and is planned to be updated in 2024. To ensure continuing alignment of City and County strategies, Oxfordshire County Council have committed to assess “*City OxEVIS commitments & implementation plan [...] as part of this work with a view to ensure equivalent or improved outcomes for the City*”<sup>7</sup> where OxEVIS measures sit outside of city control.

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<sup>6</sup> [https://mycouncil.oxfordshire.gov.uk/documents/s55283/CA\\_MAR1621R11%20Annex%203%20-%20DRAFT%20Oxfordshire%20Electric%20Vehicle%20Infrastructure%20Strategy%2020210225.pdf](https://mycouncil.oxfordshire.gov.uk/documents/s55283/CA_MAR1621R11%20Annex%203%20-%20DRAFT%20Oxfordshire%20Electric%20Vehicle%20Infrastructure%20Strategy%2020210225.pdf)

<sup>7</sup> Planning and Placemaking meeting in-between City/County Delivery phase schemes & network management Members Briefing Group meetings 03/08/2023, and appended mirror delegated authority.

## Project Context and Change:

The move to Highways-led Onstreet contracts, delivered under the LEVI programme, constitutes a change from previous arrangements, where onstreet deployment in Oxford was delivered by the two Councils in partnership under the GULO project, led by the City funded by the Office for Zero Emission Vehicles and Oxford. Oxfordshire County Council and Oxford City Council are committed to collaborate to ensure a smooth transition from the current arrangement to Oxfordshire Highways management, and secure comparable outcomes for Oxford residents to those committed to under GULO and OxEVIS.

This change is an opportunity: GULO phase 2 deployment has been delayed since 2020 due to the challenging business case of raising private funding for a small-scale onstreet EVI estate. Integrating GULO into the LEVI project will result in higher value contracts that are likely to draw in significantly more private investment and deliver better outcomes for residents. The City Council's Dynamic Purchasing System (DPS) will provide a fast and robust route to procure. Its use by public bodies across the UK will contribute to DPS operating costs, with the potential, over the longer term, to provide additional income to the Council.

The collaborative approach has wider benefits: Oxford residents, visitors and commuters move across district boundaries frequently. Working drivers in particular will need access to a reliable charging estate across the region. For example, data shared by one prominent parcel carrier showed that despite the local depot being based outside the city in a rural district, 90% of delivery drivers travelled daily into Oxford, with an estimated daily EV charging demand within city boundaries of 1MW (1000kw).

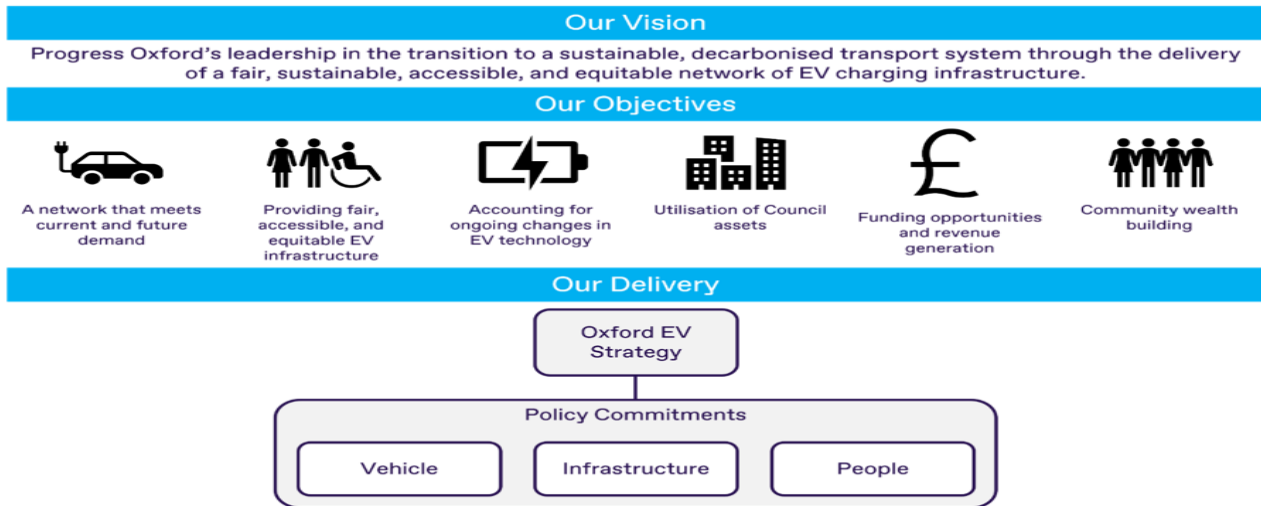
The new arrangement in regards to GULO has been summarised by Oxfordshire County Council and Oxford City Council in mirror delegations to embed the joined-up approach<sup>8</sup>.

## OxEVIS vision

The OxEVIS vision is to; *progress Oxford's leadership in the transition to a sustainable, decarbonised transport system through the delivery of a fair, sustainable, accessible and equitable network of EV charging infrastructure*; via six key objectives which help to ensure that Oxford citizens are able to take full advantage of the environmental, social, and financial benefits that the transition to electric vehicles offers:

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<sup>8</sup> See Cabinet Report October 2023 in support of this implementation plan.



1. A network that meets current and future demand
2. Providing fair, accessible and equitable EV infrastructure
3. Accounting for ongoing changes in EV technology
4. Utilisation of Council Assets
5. Funding Opportunities and Revenue Generation
6. Community Wealth Building

The key policies set out in OxEVIS are split into three key categories:

- vehicles,
- infrastructure
- people

These categories incorporate the different statutory duties that mandate local authorities to take action, in particular Communities, Place, Transport and Air Quality. The OxEVIS Delivery and Implementation Plan looks at these categories holistically to provide a comprehensive suite of actions that will build upon both national and regional policies.

## Scope

This Delivery and Implementation Plan Summary Report will set out how the benefits pursued under OxEVIS will be realised for Oxford and the people that live, visit and work here. This is committed for the deliverables that are within the scope of Oxford City Council's control. For deliverables outside of Oxford City Council's control there is a commitment to collaborate and engage key stakeholders, such as Oxfordshire County Council and the Zero Carbon Oxford Partnership, to deliver the desired outcomes together.

In line with the Zero Carbon Oxford Pathway, measures are not restricted to EV Infrastructure: Supporting measures that enable a simultaneous reduction of personal car ownership and car miles, such as car club bays, are also firmly in scope.

In line with OxEVIS, detailed evaluations of this work will be carried at the end of each tranche: 2026/27, 2030, 2035 and 2040. EVI targets will be updated as part of this work, and agreed through the relevant governance strands with ZCOP and Oxfordshire partners, to ensure the

underlying commitments under the LTCP and the Zero Carbon Oxford Roadmap continue to be met.

## Delivery and Implementation Plan Objectives & Structure:

The document is split into five parts:

**Part 1: Policy Statements and Associated Actions:** Part 1 breaks down the OxEVIS policy statements associated with the OxEVIS objectives into concrete actions, with owners, collaborators and a guide timeline and includes a risk and opportunity matrix, outlining current risks, mitigations and cross council opportunities from delivering this programme. The full programme covers from now until March 2027. The aim from this work is to move EVI from Innovation to BAU within the Council. Not all Actions are within our control – where this is the case, the city will use its best endeavours to influence and collaborate with partners to achieve the aims. All Actions will be monitored, regardless of control.

**Part 2: Infrastructure Delivery Methods:** Most contracts for procuring EVI are @15 years in length, procurement by City Council and other critical partners such as Oxfordshire County Council. Response times to re-procure and deploy are likely to be a minimum of 6 months and more likely 1 year+. By necessity our approach is aimed at longer term flexible delivery. Part 2 covers procurement methodologies for different charging types, as well as the spatial/geographic method that OxEVIS seeks to implement to ensure fair deployment and effective evaluation and sets out quantitative deployment targets in line with these methods.

**Part 3: Resources:** This provides an overview of resources required to deliver the programme and highlights the need to make a bid for further Council funding for the next 3-4 years. City resourcing only.

Revenue from capability funding via LEVI & charge point income will provide some offset. It also contains a forecast of potential earnings from EVI deployed on City land vs costs, providing an indication of when costs and revenue balance.

**Part 4: Governance:** This is the internal and external governance process for managing this programme.

**Part 5: Document register:** This section provides more detail on Delivery and Implementation Plan detail.

# Policy Statements and Associated Actions

The following policy statements, actions and ownership are a continuation of OxEVIS, combined with Oxfordshire County Council’s EV Infrastructure Strategy, OEVIS. Both strategies must complement each other, to offer the region the best chance of achieving the desired modal shift. More detail is shown in Appendix 2.

## Fit for purpose – strategy, standards, finance, planning, innovation & land.

This policy area covers: Strategy and Standards, Other Strategy Areas, Innovation & Partnerships, Planning Policy, External Funding, Finance Models & Land Assets. Work packages in this policy area create the regulatory environment to efficiently and effectively deliver good quality infrastructure for our communities by maximising partnerships across the Council, City, Oxfordshire (County and Districts) and industry, so we are prepared for initiatives such as the ZEZ, whilst continuing our pioneering role to determine the best ways to fund the work that is needed.

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Work package	Policy statement	Action	Owner /Collaborators	Delivery Date
Strategy and Standards	Collaborate with Oxfordshire County Council on the deployment of a network that meets current and future demands in the city	Review strategy at set time intervals in 2026, 2030, 2035, and 2040 and refresh as appropriate.	EV team, OxonCC, External stakeholders	As per dates
		Create, design, and deliver methodologies to support city-wide charging infrastructure to meet EV uptake trajectory and net-zero targets.	EV team, OxonCC and Districts External Stakeholders	Ongoing
		Scale-up of GUL-e trial for mass home charger installation.	OxonCC, EV team, Planning, ODS	2024-27
	Oversee the deployment of EVI at Oxford City Council off-road sites	Wherever possible, drive innovation by encouraging suppliers to source materials for deployment that have a lower carbon footprint and are more efficient.	EV team, Procurement	2024
	Collaborate with Oxfordshire County Council to set the minimum standards required for any new deployment within the city	Integration of <a href="#">Oxfordshire’s EV Infrastructure Strategy</a> with OxEVIS to complement and realise opportunities for best value and consistent and efficient charging deployment.	EV team Oxon CC External stakeholders	Ongoing
		All new charge points installed on Oxford City Council land/by Oxford City Council will meet the minimum standards set in the UK-wide <a href="#">EV infrastructure strategy</a> . <a href="#">CPOs are expected to follow PAS 1899 guidelines, unless otherwise agreed</a> . City will collaborate with Oxfordshire County Council to maximise accessibility on the onstreet estate. All new charge points will be required to support interoperability, including contactless payment.	EV team	Ongoing

	Collaborate with Oxfordshire County Council ensuring the future network meets the needs of all			
Other Strategy Areas	Collaborate with Oxfordshire County Council to ensure that the future network meets the needs of all	Investigate HMO and tenant migration to EVs, to see if we can increase the EV charge point installations at these types of properties.	EV team, Property services, OxonCC External stake holders	2025/26/27
Innovation & Partnerships	Continue to promote Oxford as a test bed for innovative technologies	Work with the commercial sector and devise novel ways to maximise charger distribution and utilisation and balance energy management, bookable solutions, energy storage, and mobility hubs.	EV Team, ES team, ODS, External stake holders	Ongoing
		Continue to test new technologies in the city that support the transition to EVs, especially utilising smart charge points and local energy projects.	EV team OxonCC External stake holders	2024-27
		Build relationships with future partners and identify upcoming funding to test new products in the city.	EV team OxonCC External stake holders	2024-27
Planning	Ensure planning and council policies reflect the changing needs of EV infrastructure	Support planning and other Council teams to develop policy and TAN's in line with the evolution of EVI, taking into account relevant Oxfordshire County Council policy and guidance such as the street design guide and parking standards.	EV team Planning Property Services OxonCC	Ongoing
		Define minimum charging infrastructure provision to be provided in new and redeveloped or materially changed developments, where not defined at national level. Collaborate with Oxfordshire County Council to ensure EVI planning policy is joined up across highways and offstreet deployment.	EV team Planning Oxfordshire Oxon Council	Ongoing
		Support delivery of EV solutions in heritage contexts.	EV team, Planning Comms team	Ongoing
External Funding & Finance Models	Ensure the city of Oxford benefits from new commercial opportunities in EVI	Collaborate to maximise existing funding initiatives to support the deployment of EV infrastructure: LEVI & GULO. Identify and collaborate to maximise new funding initiatives to support EV deployment outside the scope of LEVI.	EV team, Finance ODS, OxonCC, Districts, External stake holders	2023/24 2024/25/26
		Look to maximise the business case for EV charge points by exploring booking/rental, concessions, overstay charges, and advertising Phase 1 – LEVI & GULO Phase 2 – Post LEVI	EV team Finance, ODS OxonCC and districts External stake holders	2023/24 2024/25/26
		Collaborate to develop self-sustaining EVI. Collaborate to seek funding for EV infrastructure and support the development of a self-sustaining EV charging network for Oxford/Oxfordshire.	EV team Finance ODS OxonCC and districts	Ongoing



		Reduce continuing public finance support in the future and minimise the impact on existing and future council budgets.		
		Seek funding generated through ZEZ initiatives in Oxford City to aid the expansion, operation and maintenance of the EV estate, and to fund supporting measures to help businesses and residents that are reliant on vehicles and are impacted by the ZEZ to transition to EVs.	EV team, Finance ODS, OxonCC and districts	2024-25
Land Assets	Continue to seek funding opportunities and land that support this EV strategy	Identify land and assets within Oxford City that can support EV Infrastructure deployment e.g., car parks, community buildings, lockups, etc. Tranche 1 (LEVI Deployment) Tranche 2 (Beyond LEVI)	EV team Property services Planning ODS External stake holders	Ongoing 2024-27
		Work with Private Sector to develop a self-sustaining EV infrastructure network, via a set of coordinated programmes and projects to meet the targets for 2026, 2030 and 2040.	EV team, Finance ODS OxonCC and districts, external stakeholders	2023-27

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## Communities and critical stakeholders

This policy area covers: DNO/Energy Providers, Thought Leadership, Taxi - a zero-emission fleet, Working Groups & ZCOP, Integrated Transport Links with County, Public Interaction.

Work packages in this policy area will build lasting relationships with key users such as working drivers to better understand and support their needs and build a network of EV champions to represent commercial and domestic users. Work packages will promote and pursue energy and transport system readiness for integrated EVI deployment through partnership work and innovation and continue to build on Oxford City's thought leadership at the local, national and international level as a pioneering and compassionate city.

Work package	Policy statement	Action	Who	Delivery Date
DNO/energy providers	Create Partnerships with critical stakeholders	Seek to leverage efficient use of energy to facilitate charging by partnering with Energy Network Providers.	EV team OxonCC External stake holders	Ongoing
Thought Leadership	Continue to promote Oxford City as an exemplary city and support other LAs in their transition	Continue to create relationships with the government, innovative suppliers, local partners, and organisations that support the city's fair and equitable net zero focus.	EV team OxonCC External stake holders	Ongoing

Taxi - a zero-emission fleet	Support a zero-emission fleet of Taxis	Monitor the transition of taxis (both black cab and private hire vehicles) to EV annually. All Oxford-licensed Hackney Carriages (black cabs) are to be zero emission by 2026 and private hire vehicles by 2030. Ensure EV taxis are considered as public transport options under Transport policy initiatives, such as Transport hubs.	EV team Licensing External stake holders	Ongoing
		Work with partners to ensure procurement policies promote zero-emission taxis and private hire vehicles.	EV team Procurement OxonCC	2024 onwards
Working Groups & ZCOP	Develop relationships with all local stakeholders and partners to deliver a city-wide approach	Create a city EV working group to identify shared assets and opportunities and utilise ZCOP and other private landowners to maximise EV infrastructure opportunities across the city.	EV team, OxonCC External stake holders	2024-27
		Create a working driver focus group with key organisations, deploying working drivers in the city to create and implement EV infrastructure multi-use solutions.	EV team ODS OxonCC (highways) Property services External stake holders	2023-27
	Support working drivers to transition to electric vehicles	Provide charging solutions at offstreet locations to meet the needs of working drivers and logistical services in Oxford, accommodating different vehicle sizes and working patterns. Engage Oxfordshire County Council to maximise opportunities for working drivers on the highways.		2024-27
	Actively consider reserved Park & Ride parking for working drivers operating electric delivery vehicles.	2024/25/26		
	Optimise choices of charging for the different groups of working drivers.	2025/26		
Integrated Transport Links	Collaborate with Oxfordshire OxonCC Council to maximise new and existing infrastructure to create integrated transport schemes & Mobility Hubs	Maximise existing EV infrastructure to create better travel experiences - Mobility Hubs at P&R's in collaboration with Oxfordshire OxonCC Council	EV team ODS Property Services City Transport & Regen OxonCC External stakeholders	2023-24
		Maximise EV infrastructure & utilisation at as many sites as possible - commuters/visitors by day and residents/fleet drivers by night.		2023-27
	Consider links to active and public transport when identifying new sites for charge points and seek to facilitate EV infrastructure provision close to public transport locations. Facilitate joined-up solutions for mobility hubs by working with key partners in the city.	2024 onwards		
Public Interaction	Continue to make use of the Go Ultra Low Oxford & ESO brands, to support public knowledge	Develop a network of EV champions within the city that represent public and commercial organisations.	EV team Comms. team	2024-27
		Support development of an Oxfordshire-wide conduit for resident requests for the siting of new charge points – to be hosted by Oxfordshire OxonCC Council.	EV team, IT Comms. team	Ongoing
		Deliver a programme of promotional activities to stimulate the uptake of EVs across the city, building on the GULO campaign. Promote Use of Co-Charger and similar solutions that enable cost-effective sharing of EVI	EV team Comms. team	2024-27

## Utilisation of council assets

This policy area covers: Resourcing to implement OxEVIS, Consultancy, Council Fleet, Internal Council Best practice, OxEVIS Dashboard

Work packages in this policy area will secure Council staff both in dedicated and supporting teams to deliver this Delivery and Implementation Plan funded through a sustainable mix of internal and external funding sources. The work packages will embed effective Council processes and methodologies to deliver EVI in the long term and create an OxEVIS dashboard to monitor and showcase the progress of deployment against equitability and other metrics and will support ODS both in its role as an EVI supplier and in the move towards an all-electric Council fleet.

Work package	Policy statement	Action	Who	Delivery Date
The resource to implement OxEVIS	Create a dedicated EV team to oversee the implementation of this strategy and create income where possible to support the team	Maintain EV teams within Oxford City Council/Oxford Direct Services. Identify funding sources to support the EV delivery team. Adjust team to reflect wider policy contexts.	EV team, Finance ODS, OxonCC External stake holders	Ongoing
		Create a common set of delivery framework processes and workflow methodology to ensure the smooth running of the EV Programme.	EV team Comms. Team ES team, OxonCC	2023/24
Consultancy		Pursue funded opportunities to offer services and expertise to other organisations.	EV team, Finance External stake holders	2024-27
Council Fleet		Deploy an electric-only pool car fleet at appropriate offices.	EV team, ODS External stake holders	2024
		Support ODS in the reduction of carbon emissions from their fleet to support the city's 2030 net zero targets.	EV team ODS	2024
Internal Council Best practice	Lead by example through the decarbonisation of transport in the city and lead Council Best Practice for EVI	Work within the Council using change management tools to integrate EVI assets into appropriate council teams.	EV team, ES team OCC, Property services Customer services External stake holders	2025-27
		Work with colleagues to develop and embed an efficient methodology for EVI deployment on Council owned land.	EV team Property services External stake holders	2023
		Collaborate with Oxfordshire County Council and External Stakeholders to set out a consistent and fair approach to EV deployment across the City in line with OEVIS, OxEVIS and other relevant strategies and policies such as the Local Transport and Connectivity Plan 5 (LTCP5).	EV team OxonCC External Stakeholders	2024
Dashboard	Ensure Oxford City maximises the environmental and	Collaborate with Oxfordshire County Council to monitor progress of EV infrastructure delivery against the OxEVIS trajectory annually to ensure provision continues to meet revised demand and takes into account wider ZEZ, Net Zero and Air Quality plans/impacts. Ensure contracts enable data sharing for this purpose.	EV team IT Comms. Team, Procurement,	Annually

	health benefits that electric vehicles offer	Oxford City Council to publish an annual utilisation report, covering demographic data, to enable analysis on the equitability of the network.	OxonCC External stake holders	Annually
		Measure the impact of the EV transition on air quality in the city.	EV team, ES team OxonCC External stake holders	2024

## Fair and Accessible

This policy area covers: Car Club, Social Inclusion and Accessibility.

Work packages in this policy provide targeted support for “key users”, and promote shared electric mobility schemes, accessible parking and working driver support as a priority in Oxford’s travel hierarchy through committed integration of car club bays, accessible bays and working driver charging provision into infrastructure deployment. Work packages will develop a pathway to electrify blue badge parking bays and electrification of parking for tenants in private and public accommodation including HMOs. Work packages in this area will ensure grant is targeted and all contracts include a requirement for social inclusion.

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Work package	Policy statement	Action	Who	Delivery Date
Car Club	Promote shared electric mobility schemes as a priority in Oxford’s travel hierarchy	Electric car clubs to be maximised. Set annual standards for EV car club deployment. All new charging hubs to consider an electric shared car club vehicle. Ensure electric car clubs are deployed at all significant charging developments.	EV team Planning	2024 onwards
		Facilitate relationships between car club operators and charge point operators to ensure a seamless experience.	Property services, OxonCC External stake holders	Ongoing
Social Inclusion and Accessibility	Facilitate a fair and accessible EV infrastructure for Oxford City	All tenders/contracts will include a requirement for social inclusion to ensure the provision of accessible, fair, and socially equitable EV Infrastructure.	EV team Comms. Team Inclusivity team	Ongoing
		Ensure designated accessible bays at every charging hub on city land. Engage and collaborate with Oxfordshire County Council and external stakeholders to encourage accessible bays onstreet, at transport hubs and in private car parks.	EV team, OxonCC External stake holders	Ongoing
		Creation of an accessibility audit document to be completed by developers at each new EV site. Committed for City EV Developments Endeavoured through engagement for External EV Developments within city boundaries (OxonCC, External Stakeholders)	EV team Planning Property Services OxonCC	Ongoing 25/26

		Continue to partner and test new innovative products/approaches that support the accessibility of charging.	EV team External stake holders	2024-27
		Work with Motability and similar stakeholders to pursue an appropriate programme to electrify disabled bays in city car parks, collaborating across other stakeholders such as OxonCC and third party EVI providers to ensure an accessible network.	EV team Comms. Team Inclusivity team OxonCC	2024-27

# Dependencies and Constraints

85 The Delivery and Implementation Plan is dependent on many external factors to ensure its timely delivery. These include Central Government policy amends in areas such as planning, transport, energy, and climate as well as funding initiatives, and impacts on local policies as a result. Elections results at both local and national levels could change priorities too – impacting initiatives such as the Local Transport plan, the expansion of the Zero Emissions Zone and introduction of Workplace Charging.

To mitigate the impact of these changes, an annual review of the Delivery and Implementation Plan progress will be assessed, and the Council will update the public on any significant changes.

Oxfordshire County Council is the Transport and Highways Authority for Oxfordshire, and strategic planning and implementation of EV Infrastructure on the Highway is led by Oxfordshire County Council. Oxfordshire County Council supports the development of EV Infrastructure Strategies by tier 2 local authorities such as Oxford City Council, for EV Infrastructure deployment within their remit, to supplement and locally define the overall Oxfordshire EV Infrastructure Strategy. Oxfordshire County Council will collaborate with Tier 2 authorities such as Oxford City Council on strategic planning and deployment of EV infrastructure on the Highway, both during current deployment via the OXLEVI programme, and in the development of the refreshed Oxfordshire EV Infrastructure Strategy to be commenced in 2024.

# Key Risks and Opportunities

External live document. Status 18 09 2023, see Appendix 1: Programme Risk Register OxEVIS Imp Plan, Cabinet Report October 2023.

## Infrastructure Delivery

As government grant funding subsidies are being reduced, there is an increasing drive for commercial investment into EVI. Councils are moving from owned and operated to concession contract delivery models. This enables the private sector to focus on commercial delivery and Councils to focus on the needs of the people they serve.

To ensure that the deployment of charging infrastructure across Oxford City is equitable, inclusive and accessible, it is important to assess the existing infrastructure, future requirements and utilise a Delivery Model that will achieve the desired outcomes.

### 98 Drivers towards a Fair, Equitable and Risk Mitigated Delivery Model

There are concerns about the creation of local monopolies for public charging infrastructure, in particular for slower chargers that are used by households as their primary energy source. Such households tend to be dependent on the public provision available to them within walking distance of their homes, and without competition this dependency and the risks associated with it, are substantially increased. The primary risks are two-fold:

#### **Risk 1: Contract failure (resiliency risk)**

The public EV charging market is still relatively young and is expected to consolidate and grow substantially into mainstream provision over the next five to ten years.

The business case for AC onstreet charging in particular is currently weak and thus vulnerable to disruption. Electric Vehicle Chargepoint (EVCP) technology is also not yet mature, maintenance and repairs are costly. Contract enforcement in the context of acquisitions and administrations is very challenging: Oxford has experienced this multiple times: over the last seven years, **five out of ten of the Charge Point Operators (CPOs)**

**who run the support and payment services for public using the chargers, delivering Oxford contracts were acquired or, in one case, went into administration, causing severe service disruption in the process.**

Being locked into just one CPO concessionaire creates a single point of failure. Thousands of dependent EV drivers could lose access or experience reduced service simultaneously. While small scale disruption could be absorbed through public rapid provision and, in the future, co-charging, large scale disruption could have serious consequences for communities, working drivers and the local economy. Similarly, if a contract underperforms into breach of contract, procuring an alternative provider would take a minimum of ten weeks, excluding the time needed for onboarding of legacy infrastructure. So, service disruption would be substantial.

## **Risk 2: Locked-in pricing**

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Councils cannot fully control tariffs in concession contracts: competition law does not allow price setting. CPO concessionaires, also need some flexibility to monetize the substantial private investment contributions to provide EVI. While some constraints are possible, for example using margin caps and benchmarking requirements, pricing will be driven by private providers in the pursuit of profit. Where margins are constrained, underinvestment into the upkeep of the infrastructure could be the result.

We expect GUL-es and co-charging to disrupt monopolies to a degree, and multiple CPOs will be active in the city on private land, bringing some market driven competition. However, most residents would be reliant on the same CPO if the Councils only contract one CPO Concessionaire within walking distance of their home. This introduces pricing risks: Households that are dependent on their vehicles have no choice but to charge at the price that is available to them within a feasible walking distance. This dependence means a monopolistic CPO could inflate prices within the contractual constraints without penalty.

Providing charge points from two or more CPOs within walking distance of households on equivalent contracts would mean that residents have a choice. CPO Concessionaires would have to compete for custom on service performance, including price, ease of use and responsive maintenance. And, in an interoperable network, should one operator fail, the second operator may be able to take on and run the failed EVCP estate whilst a new CPO is procured.

Appendix 1 sets out how we are using geographic zoning to mitigate risks deriving from monopolistic contracts, and lock-in equitable and fair delivery.

## Preferred Delivery Models

The Council has gained considerable experience from its previous award-winning EVI projects, its current EVI estate results from 3 different projects and as such comprises 6 suppliers, operated across highways and Council owned land with different business models, contract terms and end dates.

EV Infrastructure delivered on the Highway in Oxford has to date been led by Oxford City Council under an agreement with Oxfordshire County Council for the Go Ultra Low Oxford Project (GULO).

Following steer from central government in the UK EV Infrastructure Strategy, and the allocation of LEVI funding for EVI to Highways & Transport (Tier 1) authorities in England, Oxfordshire County Council will undertake the lead role in strategic planning and implementation of all EV Infrastructure on the Highway within Oxfordshire going forward.

Oxfordshire County Council will collaborate with Oxford City Council regarding strategic planning and implementation of EVI on the Highway through;

- The OXLEVI Strategic Programme & Delivery Boards (during the period of the OXLEVI programme)
- Existing governance routes in Transport, Planning and Place-making at officer and member levels

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Oxford City Council will lead on non-highways aspects of this Delivery and Implementation Plan, such as community inclusion and offstreet charging. Where County and City remits overlap, such on city-wide evaluation and monitoring, both Councils will collaborate in a joined-up approach:

1. LEVI funding will support meeting 2025 EVCP OEVIS targets & NEVIS projections. The GULO2 funding will remain 'ring-fenced' for Oxford (as required under the funding) and ensure the City OxEVIS targets are delivered.
2. Electric Vehicle Charging Points (EVCP) deployment on highways land will be subject to county strategic oversight under OEVIS. City will oversee inclusion of City Land Assets.
  - a) County will work with City to meet OxEVIS numbers.
  - b) New LEVI EVCP on highways land will be managed by County from the outset.
  - c) Workshops for transition arrangements to County Highways management and roles and responsibilities under OxEVIS implementation plan to be held.
3. County EV Infrastructure Strategy (OEVIS) is planned to be updated 2024 – City OxEVIS commitments & implementation plan will be



incorporated as part of this work with a view to ensure equivalent or improved outcomes for the City.

4. LEVI grant will be used for EVCP in areas that are strategically important but which the business case does not yet support. Typically:
  - a) Areas of deprivation/lower socio-economic output and rural areas
  - b) Areas with residents without access to off-street charging

### **Regional Procurement of AC slow and fast charging.**

As mentioned in the Introduction, Government funding and delivery responsibilities under the LEVI programme are being delegated to Highways Authorities. For Oxfordshire, the £3.65M from LEVI will sit with Oxfordshire County Council (Oxon) to be shared across Oxfordshire, with a requirement for all Districts and Oxon to work closely together.

68 In general, the larger a contract the better value is possible for consumers and a seamless joined-up approach to EVI in Oxfordshire will provide a benefit for Oxford's residents, as well as commuters and visitors. However, this needs to be balanced with the risks deriving from monopolistic setups.

Oxfordshire County Council has committed to use LEVI funding to achieve 'National EV Insights and Strategy (NEVIS) Tool' targets for EVI infrastructure in 2025, and ring-fenced funding from the GULO project to provide additional EVI to meet OxEVIS targets for 2025 in Deployment round 1 of the OXLEVI programme.

Through the OXLEVI programme Oxford City Council will collaborate with Oxfordshire County Council and other Oxfordshire District Councils to review and define target numbers of EVI to be deployed in Oxford under the programme across multiple deployment rounds over the life of the contracts procured. OxEVIS targets will be reviewed periodically as part of the target setting process, and analysed alongside other datasets to contribute to a holistic approach across Oxfordshire. It is anticipated that the target review process will form a core part of development of the refreshed Oxfordshire EV Infrastructure Strategy, and ongoing collaboration between Oxfordshire's local authorities.

### **OEVIS solution hierarchy**

Oxfordshire's EVI strategy has introduced a hierarchy that seeks to protect 'Inclusive Mobility' and active travel by deploying public EV chargepoints in the highway only where no off-road alternative can be feasibly implemented.

The Councils will collaborate to identify off-road sites which could feasibly be used to develop EV Charging hubs within a reasonable timeframe. Off road EV sites may include;

- EV Charging Hubs in publicly accessible car parks owned/managed by Oxford City Council or a third party, typically consisting of 6 or more EVCP.
- Smaller Community EV Micro-hubs at community buildings in Oxford run by Parish Councils or other community non-profit groups.

Oxfordshire County Council will then identify defined areas or ‘zones’ within Oxford, where EV Infrastructure in the Highway is the only viable option to provide residents without off-road parking sufficient access to public EV charging within a 5 minute walk. Oxfordshire County Council will work with the City council to identify the zones, the prioritisation of the zones for EVI deployment, and target numbers of EVI to be deployed within the identified zones.

Following appointment of a CPO, Oxfordshire County Council will invite the CPO to propose locations for highways EVI within the defined zones, and work with the CPO to develop appropriate site design, before approving and licensing infrastructure deployment.

This process and its outcomes will be jointly evaluated for OEVIS and OxEVIS compliance, and repeated for each future EV infrastructure deployment round.

This Zonal delivery methodology will be applied to procurement and delivery of mixed hubs, on-street solution as well as car parks and destination charging, to enable deployment based on geographic characteristics, such as deprivation, onstreet household density, destination charging opportunity.

It is likely that concession contracts for these solutions are to be @15years in length. This is the average time that CPOs are currently looking to lock-in contracts, to ensure a viable return on their investment.

### **Rapid Hub Delivery**

Large rapid/ultra EVI hubs, like ESO, are best deployed by specialist CPO’s. Upfront capex, in terms of energy requirements and cost of charging infrastructure are high. Energy connections may also require a considerable lead-in-time. These will be delivered under separate focused procurements.

Contract lengths are likely to be @15-20yrs.

### **Consolidating Contracts**

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When previously procured EVI contracts end, (where possible) corresponding EVI locations will be added into the wider portfolio umbrella. New contracts will require such integration without discrimination against users of legacy infrastructure. Highways sites will be incorporated into highways contracts, and offstreet sites into offstreet contracts, unless otherwise agreed. This will ensure all EVI is operated, owned, and maintained in a consistent manner that secures best value and performance for the Council and those who use the estate.

### **Cross Pavement Solutions - GUL-e**

Cross-pavement solutions for the public, such as GUL-e, are an essential element of this Delivery and Implementation Plan. These solution types provide the closest alternative to home charging for residents that do not have access to the benefits of off-street parking, without converting front gardens into driveways. Oxford City Council will work with Oxfordshire County Council, ODS, City Planning and other partners, to promote, and pursue options that reduce barriers and increase uptake of cross-pavement solutions.

### **Shared EVI Solutions & Private Landlords**

91 There are increasing opportunities for sharing EVI. This includes residential home charging (Co-Charger) as well as maximising EVI for public and private use, either on City or Private Land. Maximisation of these opportunities are also an important part of this Delivery and Implementation Plan.

### **Oxford Direct Services (ODS) - Longer term Owner/Operator Model**

In 15 years' time the numbers of EVs on the road will outnumber fossil fuelled vehicles, providing a much stronger business case for an owner/operator model. At this point, as the concession contracts end, Oxford will also own it's previously contracted underground EV infrastructure (@60-70% of the costs value of any install).

This provides a great opportunity for the City, via ODS, to become a future owner/operator, with more control over service and fair pricing than under a concession agreement. This Delivery and Implementation Plan will provide ODS with opportunities to develop skills that support this longer-term model. Starting with providing CPO services for a small number of offstreet locations, which can increase in line with success and increased expertise.

Where existing commitments and EVI are transferred to new contract owners, such as the existing GULO onstreet estate, we will seek a reimbursement of the sunk investment.

### **Efficient & Effective Procurement Methodologies**

Procurement and contracting of EVI for a Council is resource intensive. The Council owns and operates a Dynamic Purchasing System (DPS) for EVI related procurement, which has reduced this administrative burden to a minimum. This award-winning service is supported by government

and being used by multiple by other LA's to procure EVI. Revenue from the DPS covers the resource needed to run it, under an invest-to-save scheme. In the next 12 months it is hoped that this service will create additional revenue for the Council's Sustainability agenda.

This Infrastructure Delivery and Implementation Plan will seek to procure effectively and efficiently, via the DPS.

This Delivery and Implementation Plan seeks to further minimise Council resources needed to procure and contract EVI, by aspiring to achieve the following:

1. Contracts will be robust, enforceable and have clear KPI's
2. All CPO's partnering with Oxford will have met a set of stringent EVI related and business quality criteria
3. Oxford will utilise the minimum number of high-quality CPO's needed to achieve best value different charging solutions for its residents, while supporting healthy market competition.
4. Revenue generation from concession contracts will set out to cover contract management costs.
5. There will be a partnership approach with CPNO's to deploying infrastructure.
  - a. Longer term contracts with Deployment Rounds @every 3 years.
  - b. Infrastructure deployment is based on need
  - c. Location selection is a partnership approach with locations being suggested by both CPNO's and the Councils within their respective portfolios and in line with the agreed site selection process. To ensure the equitability and accessibility standards set out in OxEVIS and OEVIS are met, in particular in regards to areas of deprivation, the Councils reserve the right to prescribe a minimum of 20% of the overall locations, and will collaborate to ensure that a good network balance between offstreet and onstreet sites is achieved.
  - d. Monthly data/KPI reporting
  - e. Tight initial contract management until all standards and KPI's are achieved and a structured handover process for onward contract management
  - f. City wide annual performance reviews

## Planning EVI Delivery & Numerical Targets

Planning for delivery, requires utilisation of multiple government collated and local datasets to calculate EVI socket requirement per annum and to achieve Net Zero. Oxford City Council commissioned a toolkit calculator to do this as part of OxEVIS. The latest table is shown in Table 1 below.

It must also take into account local transport plans, which seek to reduce private car usage. Datasets like total number of vehicles on the road are critical to ongoing deployment calculations.

Below are the main datasets used to monitor EVI deployment & calculate ongoing EVI demand:

1. Numbers of Cars and Vans in Oxford
2. Demand Tracker – showing exact locations for on-street need.
3. BEV registered numbers per quarter in Oxford
4. Number of existing working sockets by type (5kW, 7kW, 22kW, 50kW, 150kW etc.) in Oxford
5. Number of BEV's per socket type.
6. Approx. visitor cars and vans to Oxford
7. Nationally collated trajectories/predictions for EV uptake
8. Local trajectory of EV uptake needed to achieve net zero by 2040
9. Numbers of households in Oxford
10. Numbers of households in Oxford that will need access to public charging
11. Numbers of plug-in grants
12. Utilisation rates of existing EVI
13. Numbers of cross pavement solutions deployed

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### Understanding EV Uptake

Oxford uses published government data (DfT) to monitor EV uptake. Every quarter the Council will utilise the latest EV registrations in Oxford to baseline EV uptake.

This enables the City to track EVI need against actual EVI provision and plan properly for the future. Currently many BEV owners also have access to home charging and therefore will only use public charging infrequently. This model is changing, EVI provision must remain ahead of e-migration if we are to meet our NET ZERO targets.

EV car registrations are useful, but they only tell us the City or location where the car is registered to. The Council will also work with local stakeholders, such as residents, Working Driver Operators, local institutions and businesses to improve its knowledge and evidenced base data.

## Combining Datasets to Determine Need

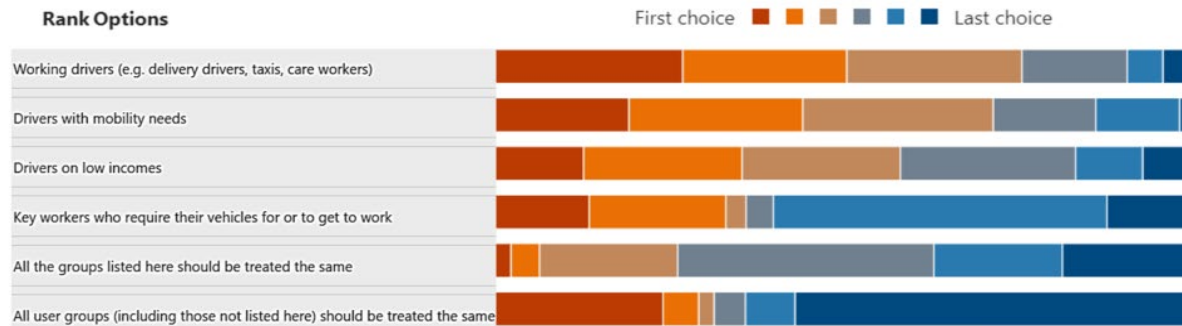
The Councils will use a joint 'Demand Tracker' to record resident requests for EVI, combined with a data-sharing agreement to record exact locations of EVI need for residents that are accessible to OxonCC and the Districts, including the Council. Directly expressed demand provides the best location accuracy for demand, and can provide valuable insights on need.

Datasets will be combined with the surveys and consultation outputs, to determine the appropriate and equitable spread of the right charging infrastructure across the city.

46. If there isn't enough funding to provide all the charging solutions the city needs at once, which user groups should Oxford City Council prioritise? Please rank the following...

510 Responses

1-300 | 510 < >



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Survey output 2022

The total number of charge points required across Oxford has been identified yearly. More detailed data and a comprehensive split by charging types is available for fixed periods in 2026, 2030, and 2040.

This Delivery and Implementation Plan commits Oxford to set its EVI Delivery target to be aligned with the EV uptake requirements under the ZCOP transport roadmap. This is 3 years ahead of medium EV uptake projections as per the governments monitoring tool NEVIS. This provides sufficient time for fluctuations in EV uptake, and factors in sufficient time to undertake location selection, as well as aligning with 3 yearly deployment cycle (see Table 1 below).

**Table 1 - Public EVCP Demand**

This table is from the Toolkit used to plan and monitor EVI demand. It is based on all public EVCP sockets, offstreet and onstreet, Council and private sector, aligning with other EVI forecasting methodology.

Trajectories are based on different uptake models. The fastest uptake trajectory is ZCOP (NET ZERO by 2040) - this requires all cars and vans to be NET ZERO by 2035.

These calculations assume a fast socket is a 5-7kWh charger and a rapid is initially a 50kWh charger.

Chargers with a different power rating will be appropriately factored into the toolkit.

These calculations are based on the ICCT calculations

Cross Pavement solutions (GUL-e) have been assumed to account for 10% of all on-street charging.

Original date = Demand Year. Install Date = 3 years prior – to ensure that EVI provision aims to be @ 3 years ahead of need.

All datasets will be verified and the Toolkit output recalculated as a minimum once per annum.

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KEY		To be completed/needs answering	Electric vehicles from DfT statistical data (VEH0132)										Annual UK Mileage																																																																																																																																																																																																		
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Electric Vehicles	Projected ZCOP		3,519	6,110	8,702	11,293	13,806	19,881	25,955	32,030	38,105	44,179	46,388	48,597	50,806	53,015	55,224	55,224	55,224	55,224	55,224	55,224																																																																																																																																																																																									
	Projected High		1,923	3,281	5,261	8,094	12,153	16,208	20,302	24,507	28,976	33,833	38,678	43,503	48,189	52,676	55,224	55,224	55,224	55,224	55,224	55,224																																																																																																																																																																																									
	Projected Medium		1,553	2,651	4,250	6,539	9,817	13,094	16,401	19,798	23,408	27,332	31,246	35,143	38,929	42,554	45,969	49,116	51,955	54,407	55,224	55,224																																																																																																																																																																																									
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CO2 Savings	Projected ZCOP		5,234	9,089	12,943	16,797	20,535	29,570	38,606	47,641	56,677	65,712	68,998	72,283	75,569	78,855	82,140	82,140	82,140	82,140	82,140	82,140																																																																																																																																																																																									
	Projected High		2,860	4,881	7,825	12,039	18,076	24,108	30,197	36,452	43,100	50,323	57,530	64,706	71,677	78,351	82,140	82,140	82,140	82,140	82,140	82,140																																																																																																																																																																																									
	Projected Medium		2,310	3,943	6,321	9,725	14,602	19,475	24,394	29,447	34,817	40,653	46,475	52,272	57,903	63,295	68,374	73,055	77,277	80,925	82,140	82,140																																																																																																																																																																																									
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# Monitoring and Evaluation of Performance

The OxEVIS programme Board will monitor and evaluate the effectiveness of this Implementation and Delivery. This will be done every 3 months, alongside an annual overview. Any ancillary projects delivered under the OxEVIS programme will be monitored via their respective project boards.

A full review of Implementation and Delivery will be carried out via Evaluation rounds, scheduled for 2026, 2030, 2035 and 2039/40. These will re-evaluate predicted trajectory of EV uptake (taking into account strategy and policy changes), the success of existing strategies for EVI deployment (including an analysis to understand whether the Fair and Equitable objective is being met) and vehicle and mileage reduction in the city in line with the OxEVIS tranches.

These evaluation rounds will be aligned with the ZCOP roadmap, and LEVI evaluations. Each evaluation round will result in a new projection of EVCP need in the city, and updated for the next planned tranche. Evaluation rounds must seek insights from external stakeholders such as CPO representatives, Oxfordshire County Council, inclusive mobility groups, working drivers, EVI users and other impacted groups to be identified in the respective work package.

Evaluation KPIs will be developed as one of the work packages under this Delivery and Implementation Plan but data points will contain as a minimum:

Annually:

- OX number of full battery electric vehicles to
- OX number of EVCP in total
- OX number of GUL-e deployed
- OX number of EVCP by technology
- OX number of car club bays total
- OX CPO contract performance incl. customer satisfaction and uptime
- OX Utilisation by EVCP technology
- OX demand forecast
- OX median EVCP cost by technology
- OX Revenue share per annum/average EVCP

Full Review Evaluation tranches/EVCP Deployment rounds:

- OX number of Vehicles per 1000 residents
- OX number of EVCP per 1000 vehicles
- OX number of car club utilisation in total and per COA
- OX number of EVCP per COA, analysed against affluence, utilisation, and uptime.
- OX Air Quality Plan particulate emission tyres
- OX Air Quality Plan particulate emission tailpipe OX equality impact assessment
- OX innovation status
- OX CPO contract performance review
- OX CPO – value for money assessment for Oxford EVI users – confirming benefits of continuation of deployments under existing contract



# Resourcing Requirements

This resourcing covers the **additional** City resources & staff needed to fully deliver the contents of this Delivery and Implementation Plan.

It should be noted that the City Council has already committed considerable resource to deploy EVI, as it recognises the importance of this work in achieving its net zero targets. A team of 3 permanent staff are currently supporting EVI delivery, as well as support from other internal teams. These costs are excluded from the additional funding calculations.

By April 2027, with the detailed actions in Part 1 of this document completed and suitable well performing charge point operators in place, the City will be able to re-assess the workload and resources required for ongoing delivery of EVI and determine where it best sits in the Council and the related ongoing governance structure. A desired outcome is to have a normalised, “business as usual”, efficient and cost-effective process.

97 Appendix 6 shows the additional City resources & staff needed to fully deliver the contents of this Delivery & Implementation Plan. This resourcing plan is based on a comprehensive assessment of additional need until April '28. Internal teams including Corporate Property, Legal, Property Services etc have contributed their additional requirements, alongside a fully costed work programme from the EV Team.

A bid to cover these additional implementation plan cost will be made for April '24-April'27 under the MTFP. Budget shortfalls in 24/25 and 25/26 are anticipated to be fully offset over subsequent two years, achieving a net income of £24k by 27/28, and are expected to stay net positive thereafter.

To check on projections and funding arrangements, a financial programme update will be provided quarterly through programme governance, and be reviewed annually by the Development Board each year. Capital projects will report monthly.

It should be noted that income will be heavily dependent on the Council's ability to designate land for EVI bays. The split of Car Park bays vs Onstreet Bays is an estimate – it will be determined by joint working to identify suitable locations between County and City. The Car Parking Bay numbers align with first phase estimates for car park EVI installs agreed internally.

Other assumptions in this model, include receipt of @£60K capability funding to support the LEVI programme work over the next 2 years and 50% income share of ongoing revenue via the On-street estate if the contract moves to County Highways, until the City Council's investment has been recouped. The numbers of AC and DC chargers are in line with the expected roll out via GULO and LEVI.

The contingency reserve fund will support any additional intervention costs. Figures are estimated as per September 2023.

**Table 2** - Note: Bay increases are Council contracted bays only, excluding third party charging bays<sup>9</sup>.

Financial Year	24/25	25/26	26/27	27/28	Total	est. 2029 - 2040
<b>Council hosted charging bays:</b>	Bays increase this period:	Bays increase this period:	Bays increase this period:	Bays increase this period:	Total bay increase 24-28	Total bays increase 29-40
AC Onstreet bays (increase per year)	55	109	49	66	<b>279</b>	<b>126</b>
AC Car parks bays (increase per year)	22	75	30	39	<b>166</b>	<b>291</b>
DC Bays (increase per year)	10	13	10	9	<b>42</b>	<b>121</b>
<b>Cost and Income:</b>						
Charge point Revenue Income	£40,747	£117,863	£148,313	£188,267	£495,190	
Capability fund (estimated value)	£30,000				£30,000	
<b>Total Income</b>	<b>£70,747</b>	<b>£117,863</b>	<b>£148,313</b>	<b>£188,267</b>	<b>£525,190</b>	<b>£7,159,913</b>
City resources	£97,942	£99,820	£101,589	£104,852	£498,642	
Contingency Reserve (Intervention)	£0	£32,433	£32,433	£32,433	£97,300	
<b>Total cost</b>	<b>£97,942</b>	<b>£132,253</b>	<b>£134,022</b>	<b>£137,286</b>	<b>£501,503</b>	<b>£1,920,697</b>
<b>Out-turn</b>	<b>-£27,195</b>	<b>-£14,390</b>	<b>£14,291</b>	<b>£50,982</b>	<b>£23,687</b>	<b>£5,239,216</b>

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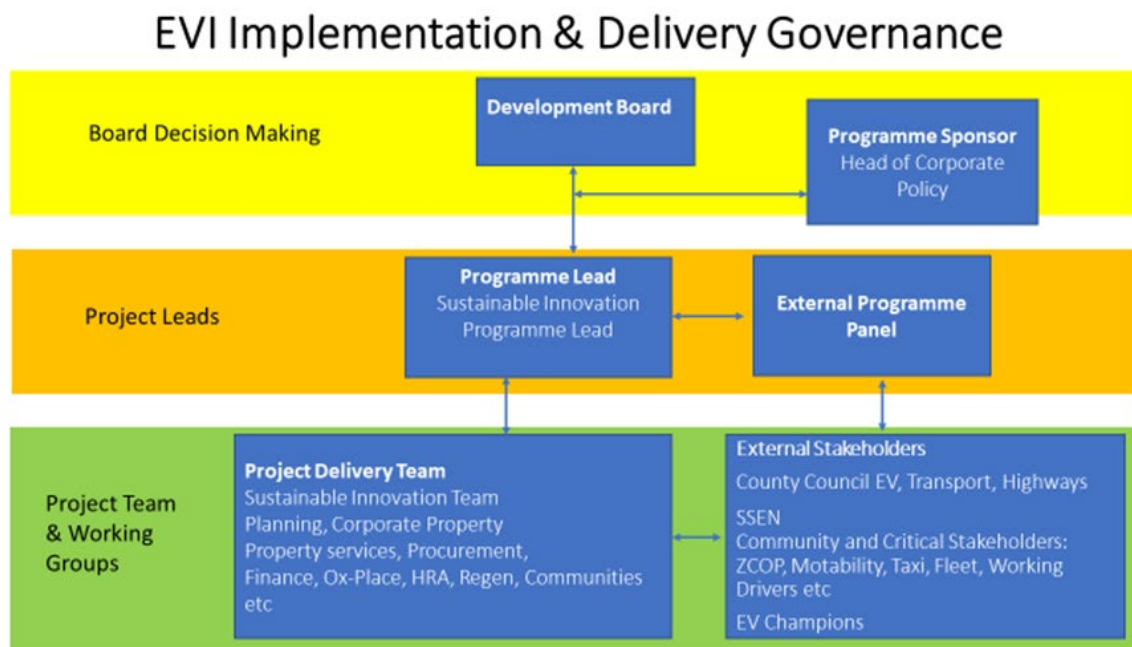
<sup>9</sup> Bay increases based on cautious estimates, to reduce budget risk, and account for uncertainties. Actuals may be higher, as per Table1.

# Governance, Roles and Responsibilities

The Development Board will be responsible for monitoring, critical decision making, reporting and overarching delivery of the programme.

External stakeholders are integral to the success of the programme. It is recommended that all critical external Programme Leads are identified in the start-up phase and with agreement co-opted onto the External Programme Panel - including representation at Development Board as needed.

External governance structures are project specific. Increasing integration into Local Transport and Connectivity Plan 5 governance and Future Oxfordshire Partnership governance are expected.



# Appendices

## Appendix 1 Delivery Models Detail

### a. Zonal Approach

As detailed earlier, to ensure an equitable and fair network across the city and, to ensure the deployed infrastructure meets the needs of all of those who live, work, and visit the city, a zonal approach to infrastructure is going to be applied. This creates approximately 400 zones across the city, with the aim of providing charging solutions in walking distance from homes that need them, and enable targeted deployment of specialist EVI hubs, such as hubs for working drivers.

This geographic approach will allow for targeted deployment of EV infrastructure in areas of need, and enable ongoing evaluation and monitoring of distinct geographic areas, to ensure future deployment rounds maintain the principle of equitability.

This will, for example, enable us to analyse access to charging services in areas of deprivation or with high numbers of resident working drivers (drivers dependent on their vehicle to carry out their work), such as care workers, domestic cleaners, taxi drivers or delivery drivers.

In addition, zones will be utilised to monitor the impacts of market share on pricing and performance of concessionaires – any market share above 25% is classed as monopolistic by the competition market authority, and may result in local market dysfunction, such as inflated pricing or underinvestment. This is particularly relevant for overnight charging solutions that directly compete with home charging, as residents depending on public charging may have only a single provider available within walking distance from their homes. Geographic zoning allows us to analyse the performance of our contracts against such monopolistic tendencies, and allows us to target interventions if required, such as:

- Increasing the number of cable channels
- Encouraging co-charging (sharing of home chargers/driveways/work place charging)
- Encouraging additional charging provision on third party land
- Procuring additional onstreet or car park providers.

The zones have been created using [Field Dynamics](#) software by Oxfordshire County Council. City and County officers are working on integrating these maps with data derived from Census Output Areas, the most granular spatial dataset produced by the 2022 Census, and data layers created through the LEAP tool, a data tool developed as part of the Local Energy Oxfordshire project (LEO). The aim is to create a data tool that allows for easy analysis of anonymised data, to assess whether infrastructure provided meets the cities needs. A work packet under this Implementation Plan will seek to feed the anonymised data outputs into a dashboard that is accessible to the general public.

The proposed zoning across the city is shown below with the total properties and an average deprivation score and number of Onstreet properties.

Bundle	Grand Total 20/09 (variation expected)
Number of Filed Dynamic Zones/Census Output Areas	423/446
Number of Properties	55225
Average % of households with one + deprivation indicator	48%
Households with a high probability onstreet parking	25403
Number of charging demand respondents (in Postcodes)	279
Zone contains one or more electric substation/s with 0 capacity	24

## Need, Demand and Priority Maps

The below map shows the Field Dynamic output zones, which analyse the level of demand for slow and fast public charging units, as equivalent to home charging (rapid charging demand is excluded), based primarily on access to a driveway that can be connected to a household energy supply. An iteration of this map will form the basis of a wider “need and constraint” analysis, which will take into account a wider set of data sources.

### Legend

#### OXFORD\_EV\_Mapdata - OXFORD\_Autozones\_polygon

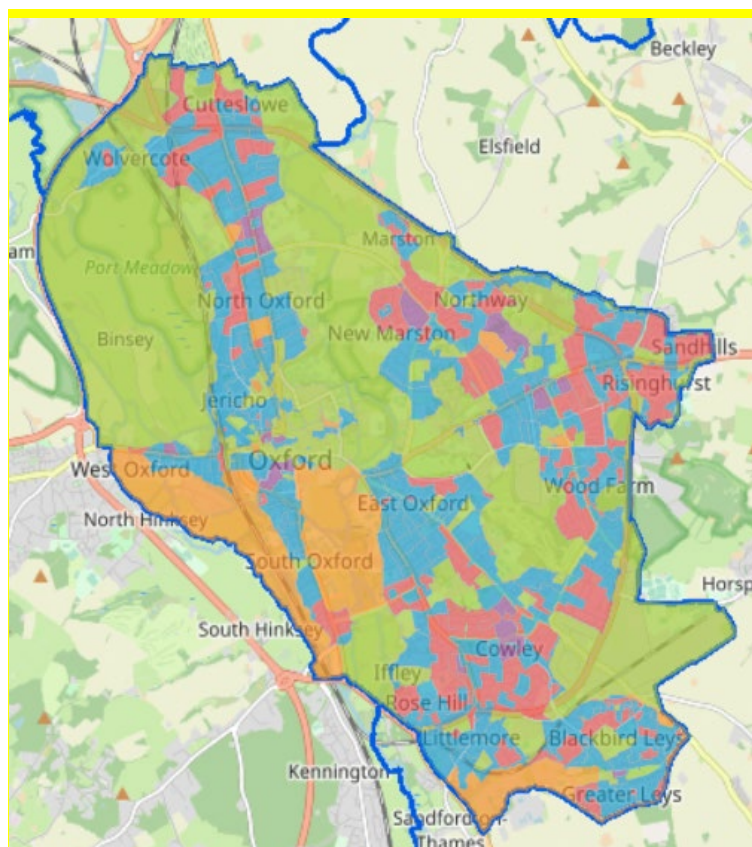
-  public
-  off-street
-  minimum-need
-  commercial
-  visitor

#### Admin Areas

Oxfordshire Boundary



District



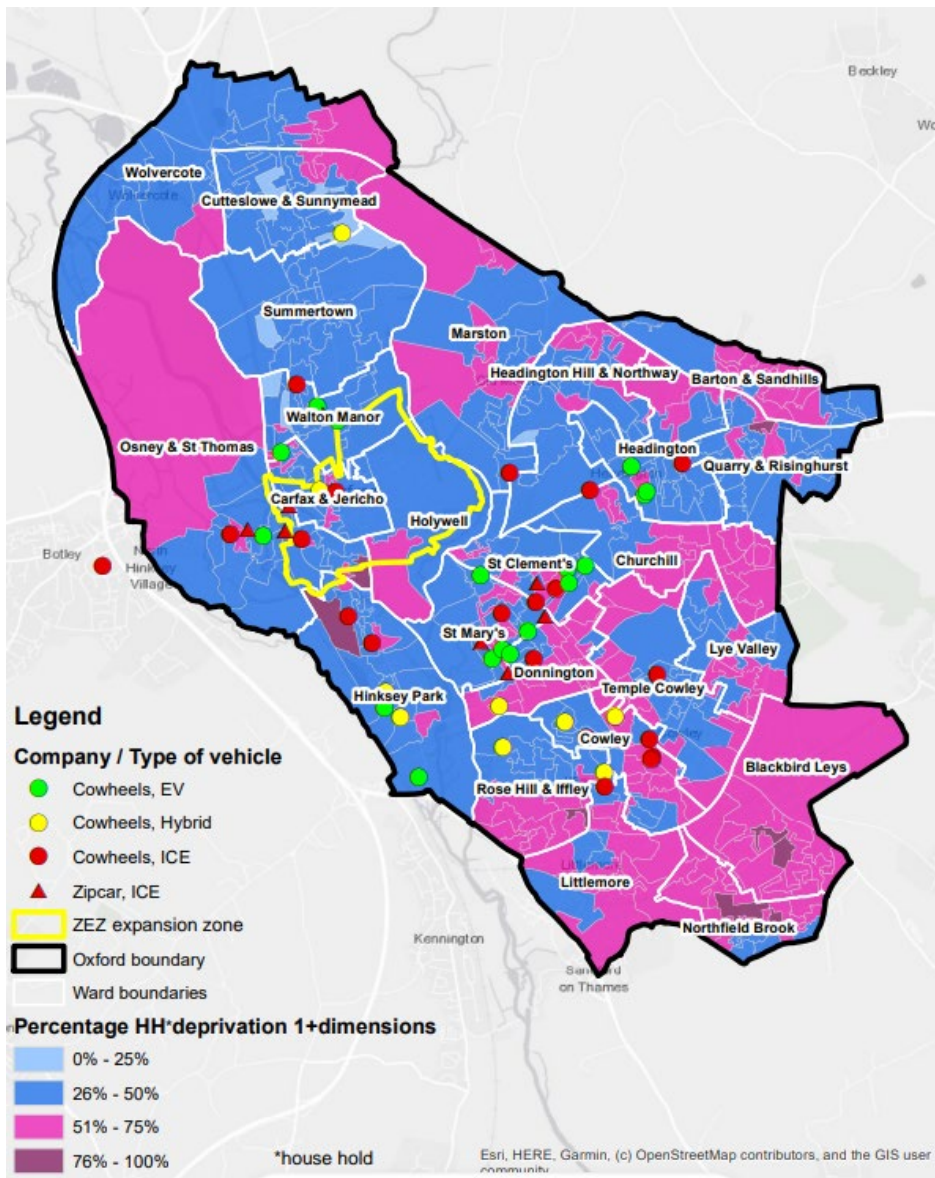
### Assumptions and notes:

1. Public Zones: More than 25% of households do not have access to offstreet parking
2. Offstreet Zones: 75% or more have access to dedicated parking.
3. Minimum need: Green Space/other
4. Commercial: Non-residential use
5. Visitor: Area with high need for destination charging.

6. 2021 census data has been used to analyse Census Output Area data.
7. Field Dynamics data (chosen method of mapping data on-street requirements, 2023) will be analysed alongside datasets that have been consolidated from the LAEP system (2023) and Census data (2021). Dataset may change, depending on availability during evaluations.

A number of analytic maps will be created and monitored to analyse key user categories and impact of policies.

An example is below, analysing the availability of car clubs against deprivation levels, and car club electrification. This map illustrates that car clubs are currently concentrated in mixed and affluent areas. More deprived areas have lower car ownership, and are more likely to have unmet transport need, so would benefit from access to car clubs for those with driving licenses. Mapping exercises allow us to target policy intervention or additional support to enable expansion of such schemes, and build a data evidence base to support market led expansion. Other car club maps will use census and other transport data to analyse car club prevalence against age, and number of cars per household, to enable the Council to monitor the impact of car clubs on car ownership.



ICE: Conventional Fuel Vehicle.

ZEZ: Zero Emission Zone

## b. Rapid Hubs

The projections for Oxford suggest that the Energy Superhub Oxford Hub at Redbridge Park & Ride will provide the required number of large rapid hubs in the city to meet the demand until 2026.

However, it should be noted that these projections are based on fixed periods and to ensure a continued transition to EVs it is important for areas to continually look to the next targets and ensure that infrastructure keeps ahead of demand.

It should also be noted that the timescales associated with delivering rapid charging hubs can be considerable, so it is recommended that Oxford begin to look at the next site for siting a large rapid hub within six months of this implementation plan being approved.

The image below shows several possible sites in the north of the city that have been identified as possible locations for future rapid hubs. It is proposed that OCC begin initial discussions with landowners and internal. Council departments to identify the location and scale of the next rapid hub.



## c. Gul-e & Cross Pavement Solutions

The Gul-e cross pavement solution has been developed in partnership between Oxfordshire County Council and Oxford Direct Services over the last few years. This partnership resulted in a successful trial of 27 units in Oxford at the beginning of 2022.

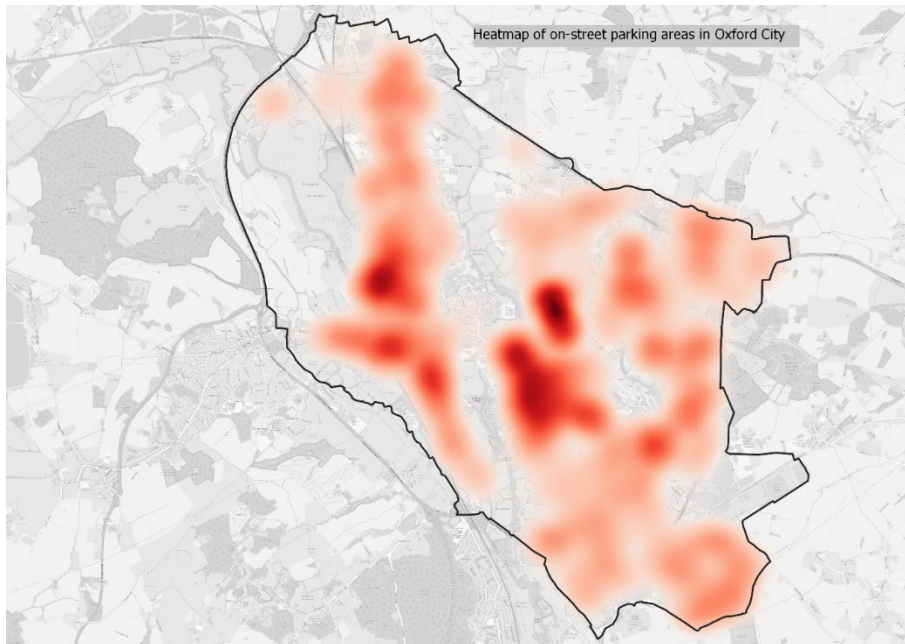
Oxfordshire County Council is leading development of a demand led 'EV Cable Gully' scheme, following on from the pilots, and has been awarded LEVI funding to subsidise end-user costs. It is anticipated that following approval, the scheme will launch in 2024, and deliver up to 500 subsidised cable gullies across Oxfordshire.

It is recognised that the successful roll-out of the solution will reduce the overall number of chargepoints that Oxford needs to install to meet demand. It is projected that 1 charge point can be removed for every 16 Gul-es deployed.

The table below indicates the numbers of Gul-es to meet a 10% target, of all properties without access to off-street parking, having this solution. Actual deployment figures may vary, and will be monitored as part of evaluation rounds to determine public EVCP requirement and planning officer time.

Total Pavement Solution - estimates	Additional Cross	2026	2030	2040	Responsible
3,175		715	843	1,617	Oxon (Licenses), City (Planning)

The deployment of Gul-es will require each individual household to apply and pay for the solution. It is therefore difficult to assess how fast deployment will take place and identify exactly where they will be located. However, the heat map below identifies the key areas where there are the most concentrated locations of suitable properties.



Oxford City Council will support continued roll-out of EV cable gullies by processing Householder Planning Applications for home EV charge points submitted by Oxford residents, and sign-posting enquiries to Oxfordshire County Council’s online EV Cable Gully application service.

Oxfordshire County Council will share data on EV Cable Gully uptake with Oxford City Council to facilitate the joint target setting process for EVI.

It should be noted that Gul-e’s could reduce onstreet deployment further, if shared between multiple households, pending further exploration of regulatory constraints.



# Appendix 2 Actionable items from each policy statement.

## Fit for purpose – strategy, funding/finance, standards, innovation, land

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Policy Statement & Area	What
Collaborate with Oxfordshire County Council on the deployment of a network that meets current and future demand in the city	<ul style="list-style-type: none"> <li>• Set out a procedural review process in 2026, 2030, 2035, 2040</li> <li>• Define key stakeholders and involve them in development of the Oxford EVI Network and review process.</li> <li>• Collaborate with Oxfordshire County Council to ensure that EVI in Oxford City is deployed in line with jointly agreed EV uptake forecasting scenarios across City Council off-road estate and Oxfordshire County Council Highway estate</li> <li>• Collaborate with Oxfordshire County Council to develop EVI monitoring mechanism (actual deployment vs forecast trajectory) taking into account GUL-e forecast and uptake, and use EV strategy modelling as a baseline for infrastructure growth</li> <li>• Establish zoning strategy and review success.</li> <li>• City and partners to collaborate to deliver EVI programmes (GULO P2, LEVI, wider implementation) To continue the rollout of EV infrastructure. City to oversee the deployment of offstreet infrastructure.</li> <li>• Continue to improve planning support for GUL-e</li> <li>• Work with procurement team and ES partners to prioritise low carbon materials</li> <li>• Confirm the programme and prioritisation of works along with the resource needed to deliver this</li> <li>• Work with ODS to develop options for Oxford to become an Owner/Operator of EVI in the longer term.</li> </ul>
Collaborate with Oxfordshire County Council to set the minimum standards required for any new deployment within the city	<ul style="list-style-type: none"> <li>• Review all compliance standards annually</li> <li>• Provide input into Oxfordshire EV Infrastructure Strategy 2 development via workshops and consultations and collaborate with Districts and Oxon to develop a consistent offering across Oxfordshire</li> </ul>
Ensure that the future network meets the needs of all	<ul style="list-style-type: none"> <li>• Create a WP to explore how city can support HMOs and Tenant migration to EVCPs</li> </ul>
Continue to promote Oxford as a test bed for innovative technologies	<ul style="list-style-type: none"> <li>• Promote and integrate EV infrastructure with other projects, such as LEO, Pioneer Places, etc.</li> <li>• Ensure that innovation is an essential criterion for all tenders</li> <li>• Pursue innovative technology trials and link with pioneering partners</li> <li>• Continue thought leadership</li> </ul>

Ensure planning and council policies reflect the changing needs of EV infrastructure	<ul style="list-style-type: none"> <li>• Input into future planning changes/evolution that impact EVI</li> <li>• Reflect Requirements from Building Regulations Part S</li> <li>• Stay up to date with sustainable planning development criteria and continue to feed into heritage planning policy/documents</li> <li>• Work with the planning team to produce case studies that support successful EV installations in a heritage environment</li> <li>• Ensure that best practice is disseminated to residents and CPNOs</li> </ul>
Ensure the city of Oxford benefits from new commercial opportunities in the EV	<ul style="list-style-type: none"> <li>• Carry out an annual review of business models to compare predictions against actual.</li> <li>• Keep abreast of developing new business model opportunities</li> <li>• Utilise existing networks and new procurement to maximise revenue return</li> <li>• Seek opportunities to work with other local authorities to maximise the best value and revenue return</li> </ul>
Continue to seek funding opportunities and land that support this EV strategy	<ul style="list-style-type: none"> <li>• Pursue grant funding to support the delivery of the EV strategy elements</li> <li>• Work with UKIB and other funders to explore funding opportunities</li> <li>• Work with Property Services to agree on a directory/asset bank of suitable council-owned land for EV infrastructure</li> <li>• Create a city &amp; privately owned land asset bank</li> <li>• Work with private landlords to identify opportunities for EVI</li> <li>• Create a ZEZ work package/EV needs case in line with ZEZ expansion</li> <li>• Ensure that grants and tenders prioritise ZEZ locations in line with the expansion programme</li> </ul>

## Communities and critical stakeholders

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Policy Statement & Area	What
Create Partnerships with critical stakeholders	<ul style="list-style-type: none"> <li>• Create a stakeholder map with DNO as a critical partner for EVI Implementation Plan</li> <li>• Continue to utilise and develop the Local Area Energy Plan mapping tool</li> </ul>
Continue to promote Oxford City as an exemplary city and support other LAs in their transition	<ul style="list-style-type: none"> <li>• Strengthen existing links with OZEV, Innovate UK, ZCOP, DPS suppliers etc. &amp; create a directory of partners</li> <li>• Create case studies and feed into best practice portals to share knowledge</li> <li>• Consider how this is done in partnership with Oxon</li> </ul>
Support a zero-emission fleet of Taxis	<ul style="list-style-type: none"> <li>• Six monthly monitoring and reporting of percentage uptake for hackney and private hire vehicles to Zero Carbon Steering Board</li> <li>• Define OCC EV teams role and responsibilities in achieving net zero taxi fleets</li> <li>• Input into council policies to support use of and transition to zero emission Taxis.</li> </ul>
Develop relationships with all local stakeholders and partners to deliver a city-wide approach	<ul style="list-style-type: none"> <li>• Create a work package to maximise relationships with local stakeholders</li> <li>• Define structure, establish roles and responsibilities, governance and hierarchy. Create a resourcing plan and ZCOP sprint</li> <li>• Work with private landlords to identify opportunities for EVI, supported by creation of a Private landlord lease.</li> <li>• Incorporate deliverables from these relationships into ongoing procurement for EVCP</li> <li>• Work with Oxon and Districts (via LEVI programme) to optimise land owned by Oxfordshire Councils to deliver EVI</li> </ul>
Support working drivers to transition to electric vehicles	<ul style="list-style-type: none"> <li>• Identify team members, and establish roles and responsibilities</li> <li>• Explore enabling sufficient accessible structure: barriers, bays, car park configurations etc., covering:</li> </ul>

	<ul style="list-style-type: none"> <li>○ Accessibility barrier restrictions</li> <li>○ Larger size bays across the city</li> <li>○ Rapid charging for transient visits</li> <li>○ EV &amp; EVI for freight</li> <li>○ Overnight charging for workplace drivers that live in the city but cannot park off-street</li> <li>○ Use trial initiatives and data/telematics providers to support learning</li> <li>● Include P&amp;Rs as potential locations in working driver-specific infrastructure</li> <li>● Accommodate travel patterns for working drivers</li> <li>● Work with Oxon &amp; Districts to ensure working driver EVI is joined up across the region where feasible</li> </ul>
Continue to make use of the Go Ultra Low Oxford & ESO brands, to support public knowledge	<ul style="list-style-type: none"> <li>● Define EV champion role and remit</li> <li>● Reach out to organisations &amp; public</li> <li>● Advertise the EV champions programme on the OCC website</li> <li>● Ensure that an online request service for EV charger locations is available to Oxford residents and businesses</li> <li>● Carry out community engagement</li> <li>● Promotional protocol for lower-income areas to aid equitability and fairness</li> <li>● Join up with Oxon &amp; Districts for events and other initiatives to encourage transition to EVs and alternative car use .Use EV summit and other open-day type events for EV promotion</li> </ul>

## Utilisation of council assets

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Policy Statement & Area	What
Maintain a dedicated EV team to oversee the implementation of this strategy and create income where possible to support the team	<ul style="list-style-type: none"> <li>● Oxfordshire County Council and Oxford City to collaborate via the OXLEVI Strategic and Delivery Programme and other relevant governance boards to ensure off-and onroad EV infrastructure across Oxford City Council and Highways land form a network that meets OxEVIS and OEVIS targets</li> <li>● Establish a medium-term resourcing plan, with funding and income to support resources needed to deliver the EVI programme</li> <li>● Work across OCC to gain swift approval for initiatives covered by income generation</li> <li>● Create a central point for all templates, reporting, and governance for funding application management and resource sharing, which aligns with Council wide project practice (Project Management Office).</li> <li>● Continue to deliver contract management at Oxford City Council owned off-road EVI sites in line with charge point expansion to support high-quality delivery and expand to other local authorities where viable.</li> <li>● Support Oxon highways with onstreet estate transition and implementation of an EVI contract management facility.</li> <li>● Explore options for revenue generated to be used to support wider EVI implementation</li> <li>● Provide opportunities and support ODS to develop EVI installation, operation and maintenance skills and expertise</li> </ul>
Lead by example through the decarbonisation of transport in the city and lead Council Best Practice	<ul style="list-style-type: none"> <li>● Audit the pool car fleet to confirm the numbers of electric and ICE and work with colleagues to move pool cars over to EV car clubs where this is more cost-effective</li> <li>● Work closely with ODS to transition their fleet to zero-emission</li> <li>● Share knowledge &amp; innovation in EV and charging sector to support the transition</li> <li>● Create a working group, using change management tools to integrate EVI assets/services into appropriate council teams.</li> </ul>

	<ul style="list-style-type: none"> <li>• Ensure that any future EVI assets/services taken on by the Council can be resourced and managed to meet the KPI's needed to achieve best value delivery for Users.</li> <li>• Agree on an internal best practice process and, where needed, provide fact sheets and support for EV Infrastructure delivery by other parts of the council</li> <li>• Confirm internal process and governance for EVI deployment on Council owned land</li> </ul>
Ensure Oxford City maximises the environmental and health benefits that electric vehicles offer	<ul style="list-style-type: none"> <li>• Create a dashboard that monitors progress against targets, using data from the modelling tools, ZapMap and update quarterly</li> <li>• Keep up to date with mapping systems and ensure all data is understood and consistent</li> <li>• Use data from existing contracts to monitor EV usage</li> <li>• Establish measuring tools to govern EV air quality impact and add them to the dashboard</li> <li>• Publish findings in air quality management plans/reports</li> <li>• Monitor data from ZEZ on EVs passing through our city</li> <li>• Investigate other dataset opportunities and consider whether noise pollution data can be collected</li> </ul>

## Fair and Accessible

Policy Statement & Area	What
Promote shared electric mobility schemes as a priority in Oxford's travel hierarchy	<ul style="list-style-type: none"> <li>• Create a car club protocol that confirms our commitment to car club increase to support EV migration and active travel at off-road sites</li> <li>• Set annual targets for car club increase at off-road sites and publish car club numbers as part of EV target vs actual per annum, via dashboard</li> <li>• Ensure that car clubs are evaluated and positively scored as part of tender processes for EVI</li> <li>• Promote shared electric mobility hubs schemes as a priority in Oxford's hierarchy</li> <li>• Work closely with Oxon and City Transport colleagues to provide EVI for mobility hubs on Oxford City Council land</li> </ul>
Provide a fully accessible EVI network which meets the needs of all users Facilitate a fair and accessible EV infrastructure for Oxford City	<ul style="list-style-type: none"> <li>• Create a work package and protocol for how we will address this as part of our EVI implementation, including: <ul style="list-style-type: none"> <li>○ Option for approx. 20% of EVI locations to be prescribed by the Councils on their respective portfolios, through OxLEVI governance, to ensure a fair and equitable network.</li> <li>○ All Off-road bay designs to consider accessibility standards guidance as default, with accessible bays delivered at every offstreet hub. A mechanism to ensure new designs are updated in line with new legislation, and retrofits considered.</li> <li>○ Create an accessibility audit document with defined objectives and guidance</li> <li>○ Share document with developers and contractors</li> <li>○ Ensure criteria are met and standards are regularly re-evaluated</li> </ul> </li> </ul>

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# Appendix 3 – Document Register

This appendix will contain the live document register. Relevant aspects of these documents will be summarised as part of the annual Cabinet Report. Links will be provided for published documents.

Document Name	Document Location	Document Owner	Document Version	Document Date	Notes
OxEVIS Strategy					
Cabinet Report OxEVIS Imp. Plan					
OxEVIS Detailed Work Packages					
Programme Plan					
Programme Risk Register					
OxEVIS Imp Plan Finance and Resourcing					
ZCOP Roadmap					
Oxfordshire Local Transport and Connectivity Plan 5					

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# Oxford City Council Electric Vehicle Infrastructure Strategy

Version 1.0 July 2022



## **Executive Summary**

The Oxford City Electric Vehicle Strategy builds on the excellent reputation the city and wider region has developed over the years in leading the transition to zero emission vehicles.

The strategy supports the Government's aims set out in the recent Electric Vehicle Infrastructure Strategy, "Taking Charge," where an obligation is placed on local authorities to take a leading role in the transition to electric vehicles.

Transport is the second largest contributor to Oxford's emissions, accounting for 171 ktCO<sub>2</sub>e (2018), with private cars being the main source of emissions. Transportation is responsible for 17% of total emissions, with on-road transport making up 16% of carbon emissions and is therefore a significant area to be addressed in order to meet these targets.

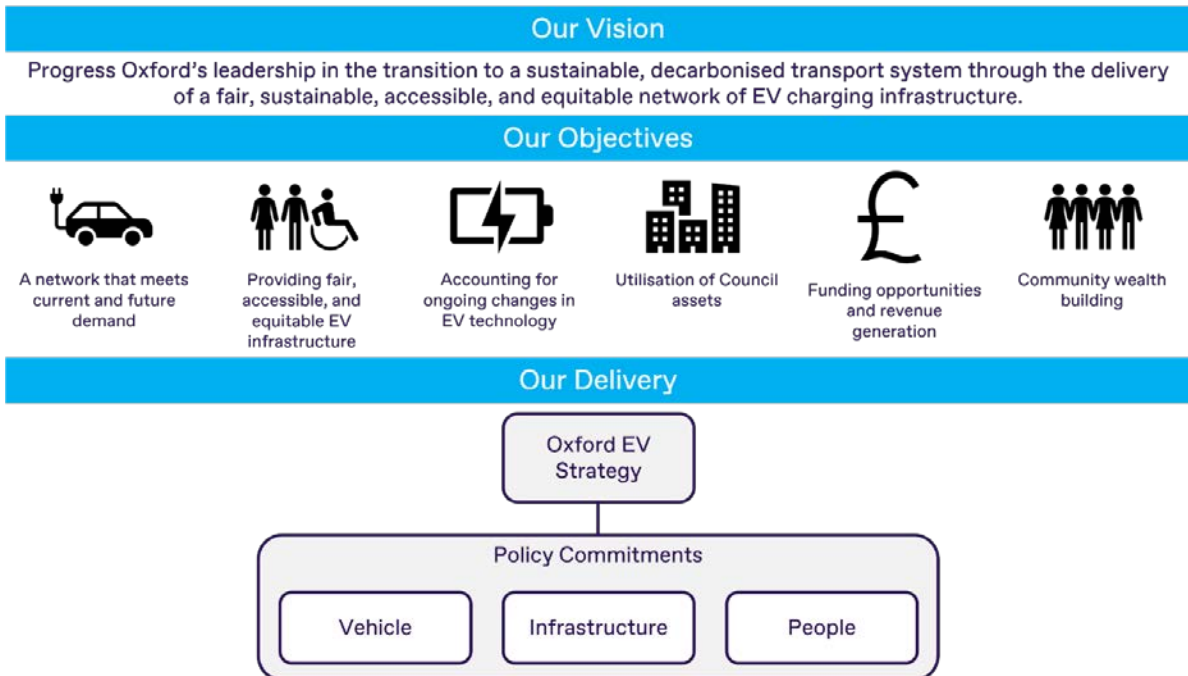
While Oxford City's EV uptake is ahead of the UK average, there is still a way to go to meet the targets of net zero carbon emissions by 2040, as declared in the Zero Carbon Oxford Partnership (ZCOP) Roadmap and Action Plan.

This strategy sets out clear targets for the city of Oxford to meet by 2026, 2030 and 2040, in terms of infrastructure deployment and EV uptake, which measure the city's fulfilment of its net zero ambitions.

The key policies and actions in this strategy have been split into three key categories: vehicles, infrastructure, and people—to provide a comprehensive suite of actions that will build upon both national and regional policies.



This strategy sets out a clear vision for the city, along with six key objectives, which will help ensure that Oxford is able to take full advantage of the environmental, social, and financial benefits that the transition to electric vehicles offers.



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Urban Foresight were commissioned by Oxford City Council to compile this Strategy using feedback from a wide range of internal and external sources.

# Oxford EV Infrastructure Strategy (OxEVIS)

In January 2019, Oxford City Council declared a Climate Emergency, recognising the reduction of Oxford's carbon emissions as key to more sustainable living in the city.

This strategy sets out how the city will support the transition of car and van-dependent journeys towards zero emissions, as part of a wider foundational shift to more active and sustainable transport.

The policies and actions set out in this strategy will help Oxford take a proactive approach to supporting the uptake of zero emission transport options, meeting the obligations identified in the government's strategy, while building on the work undertaken in the region and deliver for the people who live, work, and visit the city.

The vision for the strategy is to:

**“Progress Oxford’s leadership in the transition to a sustainable, decarbonised transport system through the delivery of a fair, sustainable, accessible and equitable network of EV charging infrastructure.”**

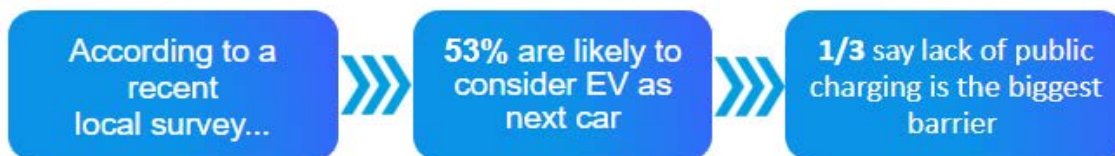
This will be achieved by tackling the key questions below:

- What is the Council's role in the future provision of charging infrastructure?
- How to ensure appropriate provision of numbers and types of chargers now and in future years?
- How can we ensure fair and equitable EV infrastructure that is equally accessible for all?
- How can we ensure best outcomes in regard to the rapid and ongoing changes in technology?
- How can Oxford City make best use of its assets to support infrastructure deployment?
- How can Oxford attract its fair share of funding and private investment that may lead to future revenue streams?
- How can we use EV infrastructure to promote community wealth-building? <sup>1</sup>

The transition to EVs is still relatively new and Oxford City Council recognises that there are several major obstacles to overcome.

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<sup>1</sup> Oxford City Council (7.2021) [Oxford City Council to develop electric vehicle strategy for Oxford](#)



In this strategy, the term 'EV' is used to refer to all 'plug-in' vehicles, including:		
Battery Electric Vehicles (BEVs)	Plug-in Hybrid Electric Vehicles (PHEVs)	Extended Range Electric Vehicles (REEVs)

While playing an important role in emissions reduction, the Council recognises that Electric Vehicles are not a panacea. Everyone has the right to move anywhere, anytime, yet traffic is an issue in the city and the Council is committed to schemes to cut congestion, including Connecting Oxford and policies for car free developments in its Local Plan 2036.

The private car has historically enjoyed a near-monopoly of the transportation network. The Council is committed to bringing about a balanced road network which is open, safe, and accessible to all road users, so that all citizens can move around their own city in their own preferred modality as easily as possible. This will require the redistribution of Oxford's road space to users of other vehicle types than the private car, which can slow the growth in predicted car use and enable infrastructure to increase the numbers of citizens getting around by cycling, walking, and bus.

As such, the Council seeks a reduction of private car ownership and use wherever feasible, and this extends to electric vehicles as well as fossil fuel vehicles.

This EV strategy seeks to identify an optimal way for ensuring those who need to drive cars – where cycling, walking or the use of buses is not practicable – are supported to do so in zero emitting vehicles.

The full transition to electric vehicles (EVs), alongside a significant reduction in car ownership and private car use, and a greater shift to active and bus travel, will be among some of the actions to achieve Oxford's zero carbon transportation and air quality targets. We refer to this shift from personal car ownership to shared car use and public and active travel in the document as "travel hierarchy".

Of the 52,000 vehicles in Oxford today, just under 900 are EVs (less than 2%). In order to meet net zero by 2040, these numbers must rise sharply over the next few years – ZCOP identifies that to meet Oxford's Zero Carbon ambitions, 16,000 fossil fuel cars need to be replaced by EVs in the next four years alone.

In a recent survey<sup>2</sup>, 53% of respondents in Oxford stated that they expect to switch to an EV in the coming 6-24 months. EV infrastructure needs to grow quickly to meet this demand.

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<sup>2</sup> Survey gained 510 responses and was open to anyone who lives, works or visits the City. Survey open between April - May 2022

The table below sets out 3 trajectories for EV uptake in the city. These figures have been calculated using nationally recognised formulas to predict the city’s future car and light commercial vehicle (LCV) EV charging needs<sup>3</sup>. To achieve the city’s zero carbon targets we would need to achieve the ZCOP uptake trajectory.

TRAJECTORY	Definition	2026	2030	2040
		<b>% EV's in Oxford per total number of cars and vans</b>		
<b>MEDIUM UPTAKE</b>	Based on Oxford's current uptake (before ZEZ implementation)	24%	50%	100%
<b>HIGH UPTAKE</b>	Based on another city which has a highre number of EV chargers currently.	29%	61%	100%
<b>ZCOP TARGET</b>		36%	80%	100%

However, it is recognised that there are many factors that will dictate the actual rate of EV uptake. Therefore, the Strategy recommends that we align targets for EV infrastructure deployment by annually checking EV adoption rates for the city. The purpose of the strategy is to enable EV uptake in an agile way, not to constrain it, while avoiding oversupply of infrastructure that is not used.

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<sup>3</sup> Figures based on formulae and ratios from the Intergovernmental Panel on Climate Change (IPCC) is the United Nations body for assessing the science related to climate change and the International Council on Clean Transportation (ICCT) is an independent non-profit organization to provide research scientific analysis to environmental regulators.

# National and Regional Policy Context

The growth of EVs in Oxford requires an integrated policy approach. This principle of integrated policymaking, set out in both Oxford's Low Emission Strategy (2013-2020) and Air Quality Action Plan (2021-2025), will generate maximum benefit to the step-change EVs offer.

## National Policy

The impetus for EV adoption is well-established within the national policy framework. The UK Government is committed to a transition away from internal combustion engines (ICE) and have a legally binding target for all new cars and vans to be effectively zero emission by 2035.

The most recent development in the UK Government's planning is the Electric Vehicle Infrastructure Strategy, "Taking Charge."<sup>4</sup> Released in March 2022, the strategy outlines the vision for charging infrastructure and the fundamental role local authorities can/should take in creating a successful rollout.

It estimates 450,000-700,000 additional charge points will be needed nationally by 2040. It also clearly defined the strategic role it wants Local Authorities (LA's) to take in the transition to electric vehicles, with Transport and District Authorities working together. It recognises that whilst commercial companies will provide charging, local authorities are best placed to ensure that infrastructure meets the needs of the people they serve, addressing fair and equitable distribution, reducing risks of poorly located and/or insufficiently maintained infrastructure

Additional roles and objectives identified for local authorities are as follows:

- Implementation of charge points should be designed with accessibility in mind, for use by residents, businesses, and visitors alike.
- In-house efficiency should be ensured through all aspects, such as grant permissions, so that they are easy and user friendly.
- Identification and implementation of clear ownership and resourcing of the planning and delivery of EV charging infrastructure rollout.

Along with these expectations for local authorities and vision for the network, the strategy also announces funding which supports councils' in resourcing the transition.

## Regional Policy

Oxfordshire County Council has publicly committed to planning for electric vehicles. The Oxfordshire Electric Vehicle Infrastructure Strategy (OEVIS)<sup>5</sup> supports all 6 of the county's

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<sup>4</sup> OZEV (3.2022) [Taking charge: the electric vehicle infrastructure strategy](#)

<sup>5</sup> Oxfordshire County Council (03.2021) [Oxfordshire Electric Vehicle Infrastructure Strategy](#)

councils in the move towards net-zero carbon transport through the creation of 17 EV-related policies and 55 actions. The policy statements are included in Appendix I.

The schedule of projects outlined in OEVIS is set to bring the installation of up to 432 EV charge points across the region by June 2022, through both private and public partnerships.

Ongoing co-commitments between Oxford City Council and Oxfordshire County Council are essential to the continuous development of comprehensive regional change in travel habits, and partnership working with the Highways Authority is a pre-requisite for Government funding. It will also enhance the collective opportunities for future projects.

OxEVIS is structured to complement and realise national as well as local transport and planning policies, including the Oxfordshire County Council Oxfordshire Electric Vehicle Infrastructure Strategy (OEVIS) published 2021 and the Government's recent Electric Vehicle Infrastructure Strategy 'Taking Charge' published in March 2022.

In particular, it will implement the hierarchy (implicit in both OEVIS and 'Taking Charge') of EV charging infrastructure installations that seek to keep pavements accessible and minimise negative impacts on active transport options, prioritising off-street charging hubs and safe, licensed pavement crossing solutions over conventional on-street EV chargers (where feasible). This strategy commits Oxford City Council to adopting OEVIS in full.

## Local Context

Home to a third of Oxfordshire County's jobs and prominent research and education institutions, the city of Oxford is well-situated to continue to lead the way in the adoption of electric vehicles.

Alongside declaring a climate emergency, in the fourth Carbon Management Plan, "Zero Carbon Plan 2030", Oxford City Council has declared that by 2030, Council activities will no longer contribute to a worsening climate crisis, with annual carbon emissions reducing to zero.

This is further enhanced by the Zero Carbon Oxford Partnership (ZCOP) Roadmap and Action Plan, launched in February 2021, which sets a target of net zero carbon emissions for the city of Oxford by 2040, if not earlier.

Recent data for Oxford<sup>6</sup> shows that:



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<sup>6</sup> Oxford City Council (1.2020) [A Journey to Zero](#)

To deliver these ambitious targets and to ensure that the people who live, work, and visit Oxford have access to attractive carbon-neutral sustainable transport, a reduction of transport-related emissions of 88% is required.<sup>7</sup>

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<sup>7</sup> Oxford City Council (7.2021) [Roadmap outlines Oxford's journey to net zero carbon emissions by 2040](#)



## Oxford City Council

The delivery of Oxford's EV Strategy fits well with the key council priorities to:<sup>8</sup>

- Promote the uptake of electric vehicles by working with partners to install electric vehicle recharging infrastructure.
- Promote the development of low and zero emission car club schemes in the city.
- Investigate the potential to offer preferential parking arrangements for low emission vehicles.
- Develop low emission and zero emission vehicles in Oxford City Council's own fleet, including the development of an electric vehicle car-pool for the Council

## Oxford's Pathway to Net Zero

In delivering an EV strategy for the city, we should acknowledge the significant work already underway in Oxford and Oxfordshire more broadly. A number of innovative mobility projects are helping establish the region as a leader in sustainable transport. These include:

### Oxford Zero Emission Zone

To improve air quality, cut carbon emissions, and move towards zero emissions travel in the city, Oxfordshire County Council and Oxford City Council have implemented a Zero Emission Zone (ZEM) pilot scheme in Oxford, started on the 28 February 2022. Learnings from public engagement and consultation during the pilot scheme will inform the expansion of the ZEM, with the full city centre expected to be included by 2024.<sup>9</sup>

Under the current approach, covering ten key streets, private cars that are not zero emission (i.e. emit 0g/km CO<sub>2</sub>) are proposed to be banned from parking and loading. The councils are also working with bus operators to update their fleets to zero emission vehicles. Oxford plans to engage in knowledge-sharing exercises with other city and regional councils to continue the growth of the ZEM movement across the country.

### Go Ultra Low Oxford

Go Ultra Low Oxford (GULO) provides on-street electric car charging solutions for residents who are considering buying an electric vehicle or own an electric vehicle and need access to electric charging points but do not have a driveway.

With installations beginning in 2017, the project has trialled 6 charging technologies to best provide for residential usage.<sup>10</sup>

In collaboration with Oxford Direct Services and Oxfordshire County Council, the project has three key goals:

- **Cleaner:** Reduce air pollution by making it easier for people to drive electric vehicles.
- **Safer:** Local people will have a safe way of charging electric cars without creating trip hazards by leaving wires across pavements

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<sup>8</sup> Oxford City Council [Electric Vehicles - Overview](#)

<sup>9</sup> LocalGov (2.2022) [Zero Emission Zone to be extended across Oxford city centre](#)

<sup>10</sup> Go Ultra Low Oxford (2022) [The Project](#)

- **For everyone:** If you choose to drive electric in the future and don't have a driveway, GULO chargers could help you

With an estimated 46% of Oxford city properties having no access to off-street parking and unable to install a home charger, GULO's innovative GUL-e project, provides a channel for charging cables to extend from homes to the roadside, without creating additional street clutter.

## Energy Superhub Oxford

Energy Superhub Oxford (ESO) is a £41 million project to trial the world's largest hybrid battery technology in the city, to support rapid and ultra-rapid EV charging on Oxford's strategic road network, as well as its low-carbon heat network.

The EV 'superhub' at the Redbridge Park and Ride site will use new technology helping to minimise the impact of large-scale charging on the grid, with battery technology optimising time-of-day charging. The project aim is to save 10,000 tonnes of CO<sub>2</sub> per year by 2021, increasing to 25,000 tonnes by 2032.<sup>11</sup>

# EVs in Context

Oxford City Council's approach to planning for EVs is focused on understanding the scale of demand in Oxford, and where support is needed to enable a fair and equitable transition to cleaner vehicles.

The mapping of Oxford's EV charging landscape requires engagement activities with many stakeholders to understand the best strategic sites for installation of infrastructure and to ensure that the needs of the end user are placed at the heart of the transition.

## EVs as Part of the Road Transport Ecosystem

While a fully net zero transport system requires decarbonisation of all vehicles, for the purposes of this strategy, the focus is on cars and light goods vehicles (LGVs), which are most likely to use public infrastructure.

Analysis of Greenhouse Gas (GHG) emissions by vehicle type shows that passenger cars are a significant source of transport emissions in the UK. Road transport in Oxford, contributes to 40.47% NO<sub>x</sub> emissions.<sup>12</sup>

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<sup>11</sup> Fleetnews (7.2020) [Oxford outlines its plan to be UK's first zero-emission city](#)

<sup>12</sup> [https://www.oxford.gov.uk/downloads/download/1185/oxford\\_source\\_apportionment\\_study](https://www.oxford.gov.uk/downloads/download/1185/oxford_source_apportionment_study)

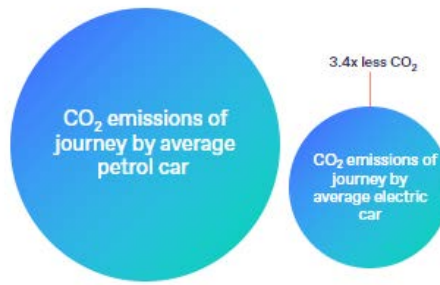


Figure 1 CO<sub>2</sub> emissions (per passenger) for equivalent journeys in the average petrol car versus electric car<sup>13</sup>

Cars account for 85% of the vehicles on the road with 65% of the fuel used, figure 2 shows that if light goods vehicles are added, this rises to 95% of the vehicles, with 82% of the fuel.<sup>14</sup>

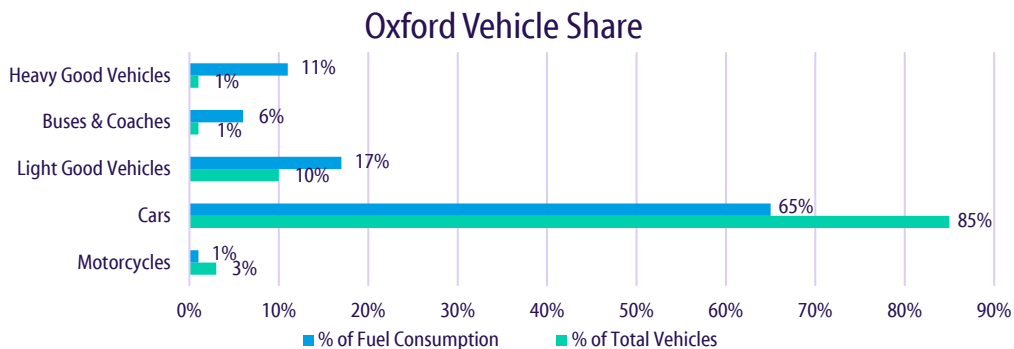


Figure 2 Oxford Vehicle Share by Fuel Consumption & Total Vehicles

In recognising cars and vans as the predominant proportion of both total vehicle numbers and fuel consumption, it is clear why this policy focuses on supporting the transition of these vehicle groups.

Targeting the largest carbon footprint is an intentional effort to create the greatest impact on Oxford’s Net Zero future, catalysing transformational change across the remainder of the transport system.

“The improvement in air quality and potential for sustainable electricity generation is a positive, but we also need to use cars less to reduce congestion and make cycling and walking safer and more pleasant.”

13 Department for Transport (5.2021) [Transport and environment Statistics 2021 Annual Report](#)

14 Department for Transport (9.2021) [Road transport energy consumption at regional and local authority level, 2005-2019](#)

## Transition to a Sustainable Transport System

In the long-term vision, Oxford City Council’s transport outlook prioritises active travel, as established in Policy M1: Prioritising walking, cycling, and public transport from the Local Plan 2036.<sup>15</sup>

Opportunities for successful active travel systems are high in Oxford because of the number of Controlled Parking Zones (CPZs), the availability of walking and cycling routes and facilities, and the excellent public transport options available.

“We have to make the change but need help and encouragement to do it.”

Oxford City Council views the widespread migration to EV ownership as a disruptive opportunity by which conventional car-dependent travel patterns can be re-evaluated.

This transition to EVs as part of the wider change in patterns could lead to additional benefits of improved journey time and traffic experience, which may play a significant role in the general quality of living in the city.

Emerging legislation, and guidance including this strategy, is paving the way towards a largely transport emissions-free city centre by 2035.

## Oxford’s Journey so Far

Delivering this EV strategy requires understanding of where the city is currently in terms of EV uptake and supporting infrastructure.

Private ownership accounts for the largest proportion of EVs in Oxford at 65%. Current data from Department of Transport (DfT) on vehicle registration,<sup>16</sup> shows that despite the accelerated growth in EVs, only 1.68% of the vehicle stock registered in Oxford is currently an EV.



<sup>15</sup> Oxford City Council (6.2020) [Adopted Oxford Local Plan 2036](#)

<sup>16</sup> Department for Transport (1.2022) [Vehicle Statistics](#)

# Oxford Today

 Population

161,848

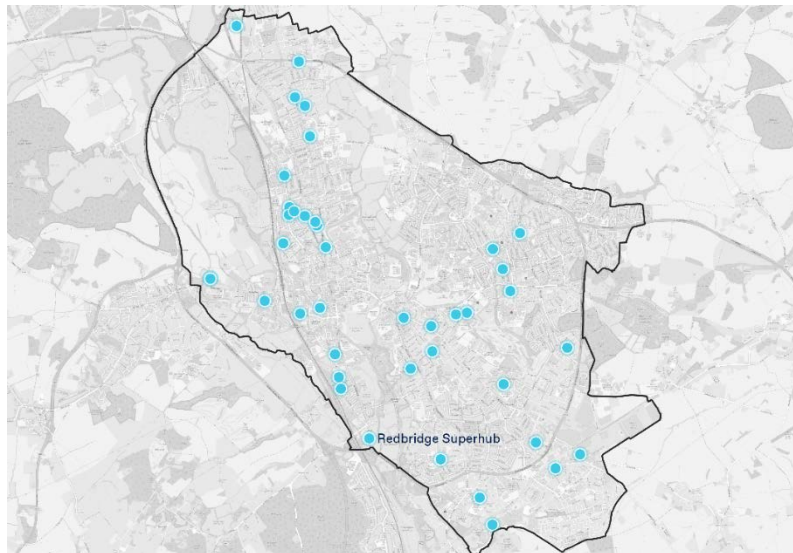
 Cars & Vans

52,753

 Electric Vehicles

887

## Charging Infrastructure



## No of each type of charger

Total Rapid Posts

27

Total Fast Posts

110

Total Home Chargers

287

Solution	No. of Locations (Today)	% of 2040 Total Charger Target
Rapid Hubs	3*	33.33%
Mixed Hubs	4	3.81%
Home Charging	287	0.76%
GUL-e	27	0.84%
On-Street Residential	24	11.16%
Off-Street Car Park	5**	20.00%
Destination	10	13.70%

\*Redbridge Superhub is 3 times the size of an average rapid hub.

\*\*Current car park infrastructure is suitably equipped for 5 locations

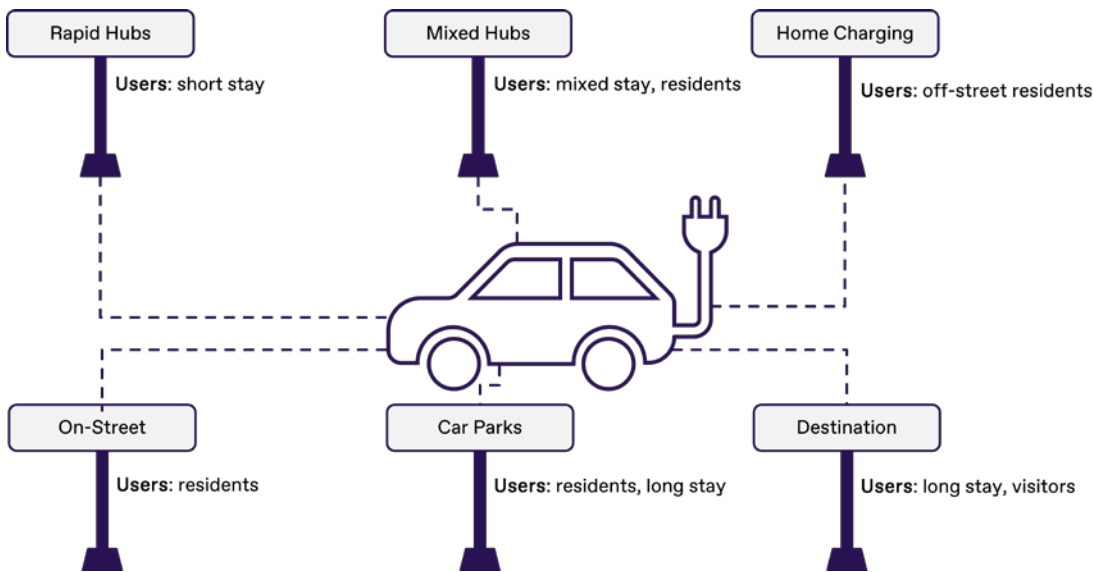
**11.39%**  
Vehicles supported

# Infrastructure in Context

EVs, by the nature of how they charge, offer the opportunity to move away from the traditional petrol station model to a more convenient and customer-focused approach, in recognition that in England, cars can be parked for up to 96% of the time.<sup>17</sup>

To ensure that this strategy meets the needs of the end users, a variety of different charging opportunities are included.

## Types of EV Infrastructure



Each of the identified types of infrastructure will have a mix of hardware delivering the charge at varying speeds. The table below provides an overview of the speed and approximate charging times associated with each charging type, as well as the current number of charge points in Oxford in 2022.

Charging Type	Speed	Charging Time	Chargers
Slow	3kW – 6kW	6 – 12 hours	32
Fast	7kW – 22kW	3 – 4 hours	71
Rapid	43kW (AC) – 50kW (DC)	30 – 40 minutes	4
Ultra-rapid	100kW – 350kW	15 – 25 minutes	22

While most charging (around 80%) is projected to be done at home, a strong network of public EV chargers is essential to the adoption of clean transport attitudes across the wider private and commercial fleet.

<sup>17</sup> RAC Foundation (7.2021) [Standing Still](#)

## Setting the Standards

To date, there are limited standards dictating the delivery of charge points, however a number of regulations are being developed which are likely to include:

- Ensuring infrastructure does not obstruct pavements or highways and is not hazardous to pedestrians
- Cables will not be permitted to trail across pavements or walkways, and instead will be accommodated safely in gullies etc.
- Charge points will be retrofitted into existing urban furniture where possible
- No exceptions will be made for EV bays (i.e., EV bays will not be introduced where traditional parking is not authorised)

All charge points' design and placements should meet Government guidance and accessibility standards. By recognising these key factors which are set to define the industry standard, Oxford City Council will ensure that the cities EV network will be **high quality, reliable, open, value for money, future-proofed and offer truly instant access.**

“The lack of consistent, reliable charging infrastructure that is accessible to all is a major challenge. The multiplicity of operators (and therefore associated cards/apps/accounts) makes travelling in an EV in the UK a nightmare!”

## Key Challenges for Oxford

Each city experiences its own unique challenges and opportunities, and Oxford is no different. The following section identifies some of the key EV-related issues in the city.

With job growth in Oxford estimated to bring 26,000 additional journeys within the city boundary by 2031, there may be approximately 13,000 more commuter car trips made each day. A 10% decrease in car travel is needed to prevent traffic levels rising.<sup>18</sup>

### Charge Point Operators

While EV charging is still a relatively new market, it is already made up of a number of private Charge Point Operators (CPOs). The number and variety of companies offering charging services makes it difficult to establish industry-wide standardised best practice.

As detailed above, there are several standards set to come into effect in the coming years, with the Government stating that the industry needs to implement features that make it easy for users to utilise any infrastructure without the need for multiple memberships or applications.

This will include the establishment of a single payment metric allowing users to easily compare prices between operators, as well as consistent payment methods, ideally seeing contactless payments across the board. Currently, only 9% of all public charge points accept contactless.<sup>19</sup>

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<sup>18</sup> Connecting Oxfordshire (2019) [Oxford Transport Strategy](#)

<sup>19</sup> Competition & Markets Authority. (2021). [Building a comprehensive and competitive EV charging sector that works for all drivers.](#)

Ensuring a consistent and accessible network will make the transition significantly smoother for users of the network and will be a key focus of future infrastructure projects.

### Lack of Off-Street Infrastructure

Many Oxford residents would like to drive an electric vehicle, but do not have or are not able to have a charger at home, most commonly due to lack of driveways and/or garages.

On-street charging infrastructure will be vital to cities such as Oxford, as learned through a number of on-street solution projects which have been tried in the city (Figure 3).

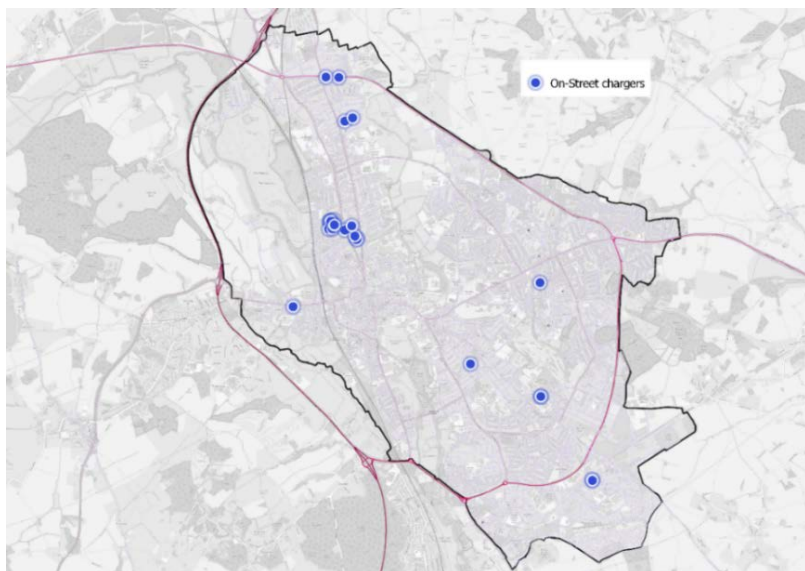


Figure 6: On-street chargers in Oxford

Alongside these charging options is a need for safe, licensed pavement crossing solutions, to reduce the risk from unsafe charging practices. The GUL-e solution, detailed earlier as part of the GULO project section, is an innovative example of this. It will enable more properties to charge at home, which would otherwise be excluded.

The GUL-e solution provides a number of advantages including;

- a. a convenient, accessible solution, allowing access to the benefits and innovation of the home charging market,
- b. improved targeting of public EV infrastructure funding into on-street and hubs, for those EV users that cannot rely on home charging for their primary charging
- c. utilisation of existing household grid connections, reducing the need for grid reinforcement and enabling smart energy management,
- d. an opportunity for ODS to work with local Councils and residents to continually improve design, as well as pursuing opportunities to make the GUL-e available across the Country and thus secure income for reinvestment into the City.



## Electric Grid Management

As the number of plug-in vehicles on Oxford's roads rises, so will demand for electricity. Charging hubs, particularly rapid and ultra-rapid, consume sizable amounts of energy from the grid.

Local Energy Oxfordshire project (LEO) is a SSEN-led initiative aiming to build a smart, fair, and reliable energy network, demonstrating that smart local energy systems can benefit the region's sustainable future.

"If we had more sustainable electricity it would be a better incentive."

## Smart Charging

The Government has announced an "Electric Vehicle Smart Charging Action Plan" in conjunction with Ofgem, to be published in summer 2022. This will include a consultation of the additional measures required to ensure there is a system-wide approach to transitioning to smart charging technologies.

Smart charging is a technology that takes power when demand for electricity is lower. This is typically at night or if there is a high volume of renewable energy on the grid.

Smart charging is also being integrated into Government regulation. For example, private charge points sold in the UK must be smart from June 2022.

The inclusion of local energy generation is key to Oxford City Council's whole-picture outlook for our sustainable zero-carbon future. Consideration of energy sourcing will be a requisite for EV planning going forward.

## Future Projections

To forecast the future number of EVs in Oxford City, and ultimately the number of charge points required, the Committee on Climate Change forecasts<sup>20</sup> were utilised. These project the year-on-year growth and ultimately project the year in which all cars and vans in the UK will likely be electric.

For the purpose of this strategy, the Balanced Net Zero pathway has been used. As part of this strategy, three local EV uptake scenarios have been identified to show the impact of EV adoption from differing levels of intervention.

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20 Committee on Climate Change (12.2020) [The Sixth Carbon Budget: The UK's Path to Net Zero](#)

### Expected No. of Plug-in Vehicles to 2040

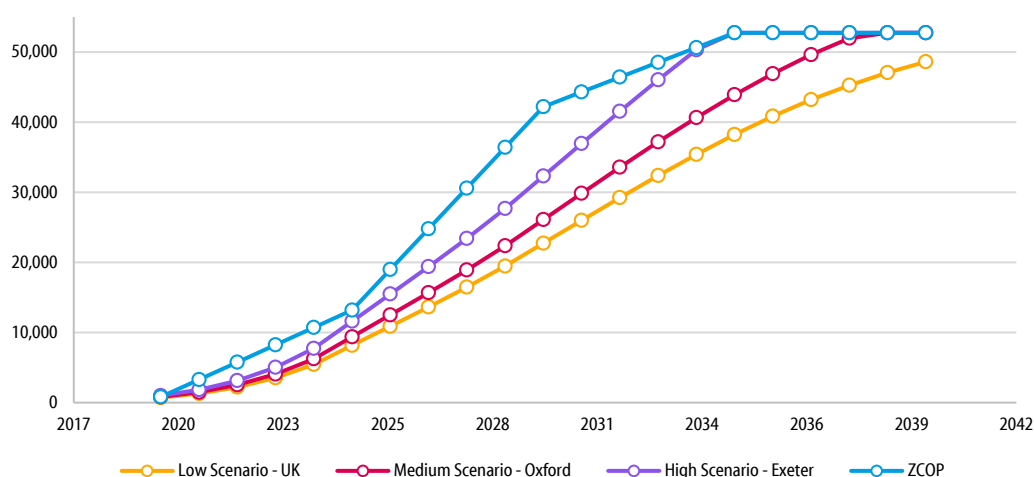
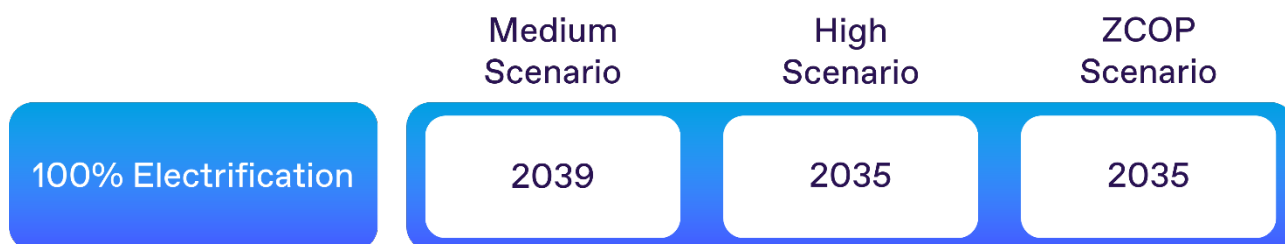


Figure 3 Expected number of plug-in vehicles to 2040

The scenarios all reach the same end goal with 100% of cars and vans being electric, however the speed at which they get there varies, but all signify the need for rapid growth in the coming years.



To meet this vehicle demand, it is vital to provide enough infrastructure of the varying types in the city. The Government’s EV Infrastructure Strategy estimates that the UK requires anywhere between 300,000 to 700,000 public chargers, a range which depends on factors such as the proportion of on-street chargers required and charging behaviours.

The high-level projections for future infrastructure included in this strategy provide an excellent insight into the likely make up of infrastructure in the coming years and allows for meaningful discussions with private investors looking to deploy infrastructure at scale.

# Oxford City in the Future

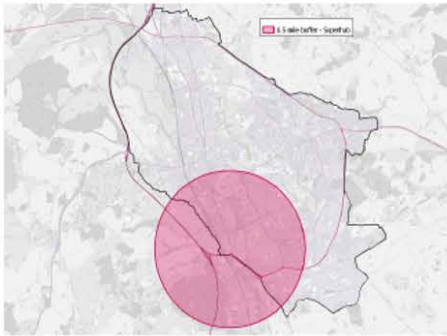
131

The following figures show the possible future makeup of charge points across Oxford, with the city set to become fully electric in 2039 if they continue to follow the medium-paced scenario.

## Oxford in 2026 (Med)

👤 Population	🚗 Cars & Vans	🚗 Electric Vehicles
163,637	52,753	12,508

### Charging Hubs



132  
No of each other type of chargers

Total Rapid Posts	Total Fast Posts	Total Home Chargers
79	252	8,912

Solution	No. of Locations (2026)	Additional Locations Needed (Today - 2026)	Additional Chargers Needed (Today - 2026)	
			RAPID	FAST
Rapid Hubs	3	0	0	0
Mixed Hubs	24	20	58	36
Gul-e	742	715	-	21
On-Street Residential	50	26	-	71
Off-Street Car Park	5	0	-	0
Destination	17	7	-	27

24%  
Vehicles supported

## Oxford in 2030 (Med)

👤 Population	🚗 Cars & Vans	🚗 Electric Vehicles
163,637	52,753	26,109

### Charging Hubs



No of each other type of chargers

Total Rapid Posts	Total Fast Posts	Total Home Chargers
131	465	18,602

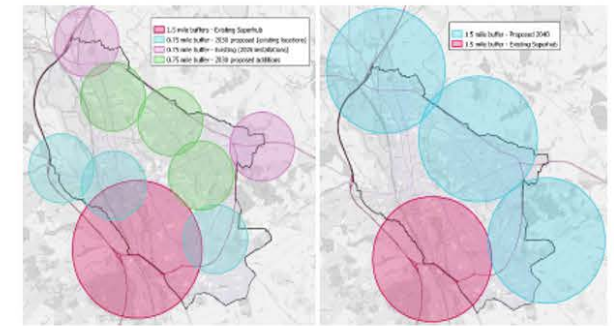
Solution	No. of Locations (2030)	Additional Locations Needed (2026 - 2030)	Additional Chargers Needed (2026 - 2030)	
			RAPID	FAST
Rapid Hubs	4	1	5	2
Mixed Hubs	52	28	44	55
Gul-e	1,585	843	-	26
On-Street Residential	106	57	-	78
Off-Street Car Park	10	5	-	14
Destination	36	19	-	27

50%  
Vehicles supported

## Oxford in 2039 (Med)

👤 Population	🚗 Cars & Vans	🚗 Electric Vehicles
165,264	52,753	52,753

### Charging Hubs



No of each other type of chargers

Total Rapid Posts	Total Fast Posts	Total Home Chargers
264	937	37,586

Solution	No. of Locations (2040)	Additional Locations Needed (2030 - 2040)	Additional Chargers Needed (2030 - 2040)	
			RAPID	FAST
Rapid Hubs	9	5	27	18
Mixed Hubs	105	53	106	106
Gul-e	3,202	1,617	-	51
On-Street Residential	215	109	-	185
Off-Street Car Park	20	10	-	51
Destination	73	37	-	63

100%  
Vehicles supported

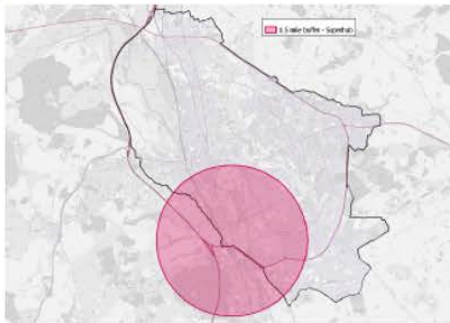
The following figures show the possible future makeup of charge points across Oxford, with the city set to become fully electric in 2035 if they follow the high scenario. Oxford reaches 100% EV earlier than the previous scenario as it considers a higher level of uptake.

133

## Oxford in 2026 (High)

Population **163,637**
 Cars & Vans **52,753**
 Electric Vehicles **15,483**

### Charging Hubs



### No of each other type of chargers

**Total Rapid Posts** **99**
**Total Fast Posts** **314**
**Total Home Chargers** **11,032**

Solution	No. of Locations (2026)	Additional Locations Needed (Today - 2026)	Additional Chargers Needed (Today - 2026)	
			RAPID	FAST
Rapid Hubs	3	0	0	0
Mixed Hubs	31	27	79	49
Gu-e	940	916	-	27
On-Street Residential	63	36	-	98
Off-Street Car Park	4	0	-	0
Destination	21	11	-	36



## Oxford in 2030 (High)

Population **163,637**
 Cars & Vans **52,753**
 Electric Vehicles **32,319**

### Charging Hubs



### No of each other type of chargers

**Total Rapid Posts** **163**
**Total Fast Posts** **574**
**Total Home Chargers** **23,027**

Solution	No. of Locations (2030)	Additional Locations Needed (2026 - 2030)	Additional Chargers Needed (2026 - 2030)	
			RAPID	FAST
Rapid Hubs	6	3	14	8
Mixed Hubs	64	33	46	66
Gu-e	1,962	1,022	-	32
On-Street Residential	132	69	-	93
Off-Street Car Park	12	6	-	25
Destination	45	24	-	32



## Oxford in 2035 (High)

Population **164,450**
 Cars & Vans **52,753**
 Electric Vehicles **52,753**

### Charging Hubs



### No of each other type of chargers

**Total Rapid Posts** **264**
**Total Fast Posts** **937**
**Total Home Chargers** **37,586**

Solution	No. of Locations (2040)	Additional Locations Needed (2030 - 2040)	Additional Chargers Needed (2030 - 2040)	
			RAPID	FAST
Rapid Hubs	9	3	30	20
Mixed Hubs	105	41	103	106
Gu-e	3,202	1,204	-	39
On-Street Residential	170	85	-	318
Off-Street Car Park	16	8	-	46
Destination	58	29	-	57

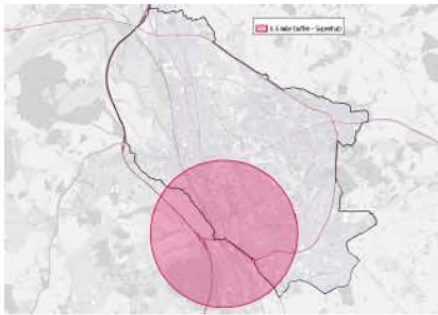


The following figures show the possible future makeup of charge points across Oxford, with the city set to become fully electric in 2035 if they follow the ZCOP scenario. Oxford reaches 100% EV earlier than the medium scenario as it considers a higher level of uptake.

## Oxford in 2026 (ZCOP)

Population **163,637**
 Cars & Vans **52,753**
 Electric Vehicles **18,991**

### Charging Hubs



134

### No of each other type of chargers

**Total Rapid Posts** **121**
**Total Fast Posts** **385**
**Total Home Chargers** **13,531**

Solution	No. of Locations (2026)	Additional Locations Needed (Today - 2026)	Additional Chargers Needed (Today - 2026)	
			RAPID	FAST
Rapid Hubs	3	0	0	0
Mixed Hubs	38	34	101	63
Gul-e	1,153	1,129	-	34
On-Street Residential	77	50	-	130
Off-Street Car Park	7	3	-	8
Destination	26	16	-	46

**36%**  
Vehicles supported

## Oxford in 2030 (ZCOP)

Population **163,637**
 Cars & Vans **52,753**
 Electric Vehicles **42,202**

### Charging Hubs



### No of each other type of chargers

**Total Rapid Posts** **212**
**Total Fast Posts** **749**
**Total Home Chargers** **30,069**

Solution	No. of Locations (2030)	Additional Locations Needed (2026 - 2030)	Additional Chargers Needed (2026 - 2030)	
			RAPID	FAST
Rapid Hubs	7	4	24	12
Mixed Hubs	84	46	67	92
Gul-e	2,562	1,409	-	44
On-Street Residential	172	95	-	130
Off-Street Car Park	16	9	-	36
Destination	58	32	-	46

**80%**  
Vehicles supported

## Oxford in 2035 (ZCOP)

Population **164,450**
 Cars & Vans **52,753**
 Electric Vehicles **52,753**

### Charging Hubs



### No of each other type of chargers

**Total Rapid Posts** **264**
**Total Fast Posts** **937**
**Total Home Chargers** **37,586**

Solution	No. of Locations (2040)	Additional Locations Needed (2030 - 2040)	Additional Chargers Needed (2030 - 2040)	
			RAPID	FAST
Rapid Hubs	9	5	30	20
Mixed Hubs	105	53	103	106
Gul-e	3,202	640	-	20
On-Street Residential	215	43	-	73
Off-Street Car Park	20	4	-	20
Destination	73	15	-	24

**100%**  
Vehicles supported





# Policy and Actions

To meet the ambitious targets for Oxford city in terms of Net Zero, Oxford City Council must introduce a range of policies and actions that support the creation of a fair and accessible network, equipped to meet current and future EV demand.

Oxford can currently support up to 11.39% of its vehicles becoming electric. This needs to rapidly accelerate to accommodate at least 24% of cars and vans by 2026, 50% by 2030, then at 100% by 2039 using the medium up take figures.

Oxford City Council recognises the need to lead by example in the transition to EVs and intends for these policy statements and actions to ensure that the city maintains in reputation as a leading EV city. As discussed in “Taking Charge,” the future of charging infrastructure is still developing, so the strategy will need to be refreshed at regular intervals to ensure that it is delivering the appropriate pace of change, while meeting the needs of current users.

## Broad Policy Objectives

EV Strategy	
Policy Statement & Area	Action
Facilitate a fair and accessible EV infrastructure for Oxford City 	Create design and delivery methodologies to support city-wide charging infrastructure for vehicles and other e-transport options.
	Adoption of Oxfordshire’s EV Infrastructure Strategy to complement and realise opportunities for consistent and efficient charging deployment.
	Maximise our innovative status to work with commercial sector and devise novel ways to maximise charger distribution, utilisation and balance energy management, bookable solutions, energy storage and mobility hubs.
Create a dedicated EV team to oversee the implementation of this strategy 	Maintain EV teams within Oxford City Council/Oxford Direct Services
	Identify funding sources to support the EV delivery team
	Review this strategy at set time intervals 2026, 2030, 2035, 2040 and refresh as appropriate
Continue to promote Oxford City as a test bed innovative mobility technologies 	Continue to create relationships with government, innovative suppliers, local partners, and organisations that support the City’s net zero ambitions.
Continue to seek funding opportunities that support this EV strategy 	Identify key funding initiatives to support the deployment of EV infrastructure
	Identify key land and assets within Oxford that can support future EV Infrastructure bids e.g., car parks, community buildings, lockups, etc.

The following sections consider the three key areas required to deliver Oxford’s transition to zero emission transport, as identified in the vision:





# Vehicles

Major vehicle manufacturers have made commitments to transition their vehicle fleets to be fully electric to meet the ban on ICE vehicles in 2030 and hybrids in 2035. This section looks at the main groups of vehicles and how they can be supported to transition to zero emission alternatives.

## Private Cars

The UK remains a car-centric society—roughly two thirds of Oxford households (67%) own one or more car.<sup>6</sup>

Oxford City Council is looking to develop the optimal way for ensuring those who need to drive cars—in circumstances where cycling, walking or public transport use is not practicable—are supported to do so in zero-emitting vehicles.

50% of respondents have a private petrol vehicle

52% of respondents intend to replace their vehicle that does the most mileage with an EV

Of these, 45% of those with another vehicle also intend to replace that with an EV

As identified, the carbon impact of private car usage is significant, with city-wide initiatives such as the ZEZ looking to dis-incentivise car journeys, especially for those without a zero-emission vehicle.

The delivery of suitable infrastructure for all those that live, work, and visit Oxford will ensure that the 53% people who have said their next vehicle may be electric have no reservations about charging in the city.

## Changes in Vehicle Size

According to research in the UK, the size of cars is continuing to grow by an average of almost 3% from generation to generation.<sup>21</sup> As of 2018, 129 car models on the market exceed the standard size of a UK parking space (16ft x 8ft).<sup>22</sup>

The growing popularity of larger-size Sport Utility Vehicles (SUVs) is pushing councils and developers to reconsider the spatial dimensions and environmental impact of vehicle infrastructure, as SUVs emit almost 10% more than the average car.<sup>23</sup>

When considering the impact of increasing car size on Oxford's transition to EVs, the challenge is in finding the right balance of capacity and efficiency within car parks and charging hubs.

Following this strategy's public consultation, Oxford City Council in collaboration with Oxfordshire County Council, will publicise a best practice parking hierarchy which maps out

21 Thisismoney.co.uk (11.2020) [One size no longer fits all](#)

22 Which (6.2018) [Cars too big for parking spaces – the worst culprits revealed](#)

23 European Environment Agency (6.2020) [Average CO2 emissions from new cars and new vans increased again in 2019](#)

suggested space allotments, from charging hubs to council car parks, building on BSI's forthcoming 2022 PAS standards.

## Electric Shared Cars

Car clubs are a form of shared mobility that allow for individuals and commercial organisations to access a personal vehicle without the cost of ownership, offering a practical and cost-effective alternative, while reducing congestion and the demand for private parking spaces.

The inclusion of electric shared cars can bring significant environmental improvement to a city. It is estimated that for every shared car in use, 18 private vehicles can be removed as a result. As of 2019, Oxford had more shared electric vehicles per head of population than any other UK city.<sup>24</sup>

A social impact report by Co-Wheels also found that shared cars has decreased transport poverty by 18%, while saving members an average of £1,000 a year.

“We must move to electric cars, but we also must have less of them on the roads, both when they are driven and parked. Encourage community use of cars!”

Oxford City Council will continue to work with the Highways Authority, Oxfordshire County Council and car club suppliers to ensure that the delivery of these services is geographically and socially accessible, using open data from organisations to identify key areas of interest for new car club locations.

The installation of new infrastructure at both strategic and on-street locations offers the opportunity to solidify car clubs place as part of wider deployment and should be considered at all future sites.

The level of provision for car club vehicles varies with the size and location of the development, however industry analysis has shown that approximately 1 car per 30 properties is a reasonable starting assumption, with membership ranging from 30-150 people per vehicle, depending on activity levels and increases in cars required at 40-50% utilisation rates.

“I feel there needs to be priority for jointly-owned vehicles such as car clubs, rather than for household-owned vehicles.”

Community-oriented projects such as car sharing are valuable assets to the delivery of wider social inclusivity, expanding the reach which EVs can have. Going forward, Oxford City Council will look to commercial EV car clubs and community car-sharing schemes as a transport priority.

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<sup>24</sup> Co-wheels (2019) [Oxford leads the way for shared electric cars](#)

## Working Drivers' Vehicles

With a growth in home deliveries, self-employed drivers and home starts over the last few years, the number of people taking their vehicles home at night is on the rise. Coupled with the shift towards electric vehicles, this means that more drivers will require access to a convenient or available public charging network.

The use of public infrastructure by working drivers' vehicles helps improve the business case for deploying infrastructure and in certain locations, can dovetail well with public charge points to avoid duplication and additional strain on the network.

Park & Rides sites offers an ideal opportunity for shared use, commuters during the day and working vehicles overnight, as well as mini charging hubs in local communities that support residents and local working drivers.

Oxford City Council already has an excellent reputation of engaging with private partners, through activities including becoming DPD's first 'all-electric city.'<sup>25</sup>

### **Bicester Eco-depot**

With the opening of the new state-of-the-art Bicester eco-depot in June 2021, all parcel deliveries by DPD in Oxford will be made exclusively by electric vehicles. This delivery fleet consists of 40 electric vehicles, which transport over 15,000 parcels a week across the city.

Oxford City Council will support organisations that have expressed an interest in developing relationships to utilise public infrastructure and help overcome issues they face in large scale EV adoption.

As well as exploring opportunities for shared public/private infrastructure, the Council will continue to promote the GUL-e initiative and other safe, licensed pavement crossing solutions as a means for enabling affordable home charging access for working drivers without a driveway.

## Taxis: Hackney Carriage and Private Hire Vehicles

As of 2022, Oxford has 107 Oxford licensed Hackney Carriages of which 20 are electric. There are 545 licenced Private Hire vehicles. Together with an estimated 101 out of town private hire taxis entering the city, there is a total of some 750 HC and PH vehicles active in the city.

In addition to the requirements for vehicles travelling in Oxford's ZEZ, all new Hackney Carriage Vehicles newly licensed by Oxford City Council must be Ultra Low Emissions Vehicles (ULEVs). The phasing out of emissions standards between 2020-2025 will bring about a fully-zero emissions fleet of Oxford-licensed Hackney Carriages.<sup>26</sup>

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<sup>25</sup> DPD Group (7.2021) [Oxford becomes DPD's first all-electric city](#)

<sup>26</sup> Oxford City Council (1.2020) [A Journey to Zero](#)



There are several taxi-only rapid charging sites already deployed in Oxford, with additional dedicated and shared sites to come, with taxi drivers benefiting from discounted charging rates in some cases.<sup>27</sup>

For high mileage taxi drivers, ensuring that charging infrastructure is available at popular routes or ranks will help maximise productivity, supporting the business case for migration to EV's. Many of these working drivers also live as well as work in the city, often in more densely populated locations, without access to off-street parking. Provision of closely located charging infrastructure is a good example of the equitability of charging provision that OxEVIS seeks to promote.



Providing reliable, affordable e-taxis may be especially important for those who rely on occasional car-based travel. Having a reliable option in these cases aids the larger goal of limiting unnecessary private car ownership.

Oxford City Council will continue to consider the unique use case of taxi and private hire vehicles when rolling out the infrastructure included in this strategy, with an additional allowance made for the number of public rapid chargers needed to meet the likely future demand of a 100% electric fleet.

## Vehicle Policy Objectives

Vehicle Policies	
Policy Statement & Area	Action
Promote shared electric mobility schemes as a priority in Oxford's travel hierarchy  	Ensure electric car clubs are deployed at all significant charging developments
	A set proportion of car club membership tariff will be spent on marketing for expansion of car club networks
	Facilitate relationships between car club operators and charge point operators to ensure a seamless experience.
	Develop a monitoring framework to build evidence base for impact of car clubs
	Facilitate joined up solutions for mobility hubs by working with key partners in the City
	Council will deploy electric only pool car fleet at appropriate offices
Lead by example through the decarbonisation of transport in the city  	Support ODS in the reduction of carbon emissions from their fleet to support the city's net zero 2030 target Consider City and ODS fleet charging needs for chargepoint infrastructure business case opportunities
	Monitor the transition of taxis and private hires on an annual basis

27 Oxford City Council (9.2021) [Rapid EV charging sites for taxis and public go live at Keble Road and Manzil Way](#)

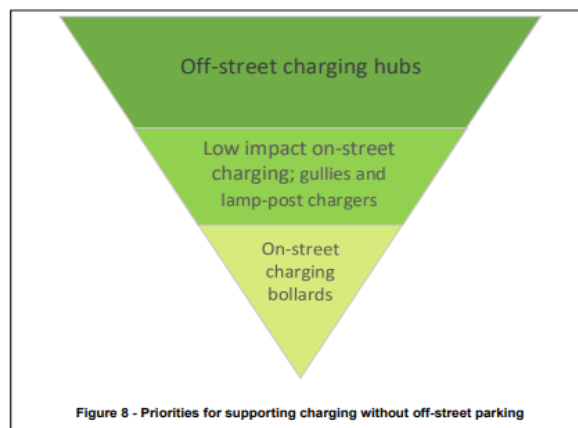
Vehicle Policies	
Policy Statement & Area	Action
Deliver a zero-emission fleet of taxi and private hire vehicles 	All Oxford-licensed Hackney Carriages (black cabs) to be zero emission by 2025
	All private hire vehicles to be zero emission by 2030.
	Work with all partners to ensure procurement policies promote zero emission taxis and private hire vehicles
Support working drivers to transition to electric vehicles 	Work with key organisations, deploying working drivers in the city to create and implement EV infrastructure multi-use solutions.
	Provide charging solutions to meet the needs of working drivers accommodating different vehicle sizes and working patterns

## Infrastructure

“Taking Charge” places an obligation on local authorities to be involved in the deployment of infrastructure. This section outlines the key areas of infrastructure deployment required for mass adoption of EVs in Oxford.

This will be achieved by continually reviewing provision in the city against the set targets and identifying and pursuing geographic gaps in commercial and home charging facilities in areas, with a focus on ensuring that there is equal coverage across all city wards.

In delivering the required infrastructure, this strategy aligns with the regional deployment prioritisation framework in OEVIS (shown below).



## Rapid Charging on Oxford's Strategic Road Network

The UK has one of the largest and most comprehensive rapid networks in Europe, including more than 3,500 rapid chargers.<sup>28</sup>

<sup>28</sup> Zap-Map (2.2022) [EV Charging Stats 2022](#)

The development of Energy Superhub Oxford (ESO) will distinguish Oxford's place in this network. This will not only help stimulate the city's visitor economy, but also provide the highest standard of transport service to the local population.

“Charging facilities need to be more accessible on sites outside of the city.”

The strategic placement of ESO, to the south of central Oxford near the A34, is part of the larger ambition to reduce all motor traffic in the city centre.

The Rapid Charging Fund (RCF)<sup>29</sup> will support the installation of at least six rapid chargers at every motorway service area by the end of 2023. This is likely to benefit Oxford and the surrounding region.

By influencing traffic out towards the orbital roads on the Outer Ring Road and along the A34 and M40, active travel and public transport options are more likely to take precedent over increasingly limited car-based options in central Oxford.

## Public Charging in Local Authority Locations

The provision of EV charging in assets owned by the local authority and partners will ensure that those that work at, visit, or live near these locations can make use of charging infrastructure.

Where possible the Council will seek to structure deployment such that the more lucrative EV charging sites provide cross-subsidy to those, initially, less well-used. It should be noted that sites in those areas of the city with higher numbers of commercial vehicles parked overnight may be currently less attractive to the market but may eventually see the highest usage of EV charging sites in the latter years once most vehicles are electric.

Over the longer term, connected EV infrastructure sites are anticipated to become valuable commercial and community energy assets. In the short term, whilst EV charging uptake is still low, the Council may incur revenue costs to subsidise operation and maintenance of equipment, where this is less attractive to the market, to ensure equitable infrastructure delivery.

To manage local authority spaces in the most efficient and effective manner, Oxford City Council will look to:

- Manage parking bays for EV charging to promote both destination and overnight EV charging
- Use enforceable Traffic Regulation Orders (TROs) to reserve parking bays with EV chargers for charging EVs or specific car club vehicles only
- Use consistent EV charging bay markings in line with UK government and industry standards

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<sup>29</sup> <https://www.gov.uk/guidance/rapid-charging-fund>

These steps will ensure that Oxford City is in alignment with neighbouring authorities, providing consistency for the end user.

The deployment of charging infrastructure in council and partner owned parking assets will depend on the size, length of stay, tourist/visitor demand, and forecasted EV uptake in the surrounding area, as well as the long-term strategic priorities for the properties.

The use of car parks can limit the number of on-street locations required, keeping city streets as active-travel-friendly and as clutter-free as possible. This reflects Oxford Local Plan's presumption that vehicle parking will be kept to the minimum necessary to ensure the successful functioning of the city's travel network.

## On-street Parking

Oxford City Council will continue to deliver on-street solutions through its Go Ultra Low Oxford project, which is currently projected to install up to 100 further chargers across the city for residents without off-street parking.

Residents who would like a charger to be installed on their street are currently able to register their interest on the GULO website.<sup>30</sup> This feature helps the Council assess the level of demand and ensure that the roll-out of these chargers benefits as many eligible residents as possible.

The Council will look to continue to engage with local stakeholders to create a productive dialogue between residents, businesses, and the council to deliver the required infrastructure in the right locations.

There are currently a number of on-street charging technologies operating in Oxford as part of GULO project, including lamppost chargers and bollard chargers.

The GUL-e solution also offers a significant opportunity to increase the number of properties where a vehicle can be charged directly. The successful trial of GUL-e ended in March 2022 and the product is expected to be rolled out across the city and wider region (hence its inclusion as a possible charging option in the future forecasts).

Current planning legislation means that some EV infrastructure installations will require planning permission. These will be considered on a case-by-case basis. Homeowners without access to off-street parking, would currently need to apply for planning permission to install a charger on their house, if they wanted to use the GUL-e solution.

## New Developments Provision

Oxford's high density of housing developments with communal residential parking areas limits the spatial availability for home EV charger installations. In many cases, landowners and housing management companies lack the resources and finances to deliver EV infrastructure in communal parking areas, if appropriate.

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30 Go Ultra Low Oxford (2022) [Register your interest](#)

Oxford City Housing Limited (OCHL) has committed to building around 1,900 new homes for sale and rent across Oxford over the next 10 years,<sup>31</sup> which can more directly plan for EVs from the onset.

EV charging infrastructure in residential car parking at new developments will be required through the council's planning process, as per the standards set in the Oxford City Council Local Plan (2016-2036) which state that:

- Where parking is to be provided, planning permission will only be granted for developments if:
  - Provision is made for EV charging points for each residential unit with an allocated parking space; and
  - Non-allocated spaces are provided with at least 25% (with a minimum of 2) having electric charging points installed.
- Planning permission will only be granted for non-residential development that includes parking spaces if a minimum of 25% of the spaces are provided with electric charging points.

The development of EV charging at new properties also offers real opportunity to link up with shared electric car clubs. Oxford City Council will look to provide guidance and advice on this opportunity, alongside the planning conditions detailed above, to set the benchmark for new or redeveloped properties.

The updated Building Regulations 2010, published in June 2022, include new requirements for electric vehicles charging infrastructure to be installed. This is covered in Part S. These updates stipulate a requirement for chargepoints to be included in new residential developments and non-residential developments, including those that undergo material changed or major renovation.

"If we're shifting towards encouraging people to use electric vehicle, they should have electric points fitted as standard on all new houses and flats. There should be more accessible fast charging points in shopping centres & towns."

## Historic Areas Provision

Oxford City Council is dedicated to ensure that the transition from conventional fuel to electric vehicles enhances the character of Oxford as a historic, living city, ensuring that the city's zero carbon targets can be met while minimising negative impacts on the historic streetscape.

Proposals for the introduction of EV infrastructure will follow planning and design guidance. They will also be carefully assessed in relation to travel and infrastructure hierarchy as well as a site's immediate setting and surroundings, including its impact on streetscape quality.

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31 Oxford City Council (5.2021) [#OxfordNeedsHomes](#)








As such, the design of EV parking and charging will adhere to relevant material considerations set out in heritage conservation policy and be weighed in accordance with local planning policies and the National Planning Policy Framework (NPPF).

To ensure appropriate EV charging infrastructure can be delivered in all of the city's neighbourhoods, local and government planning legislation needs to evolve. OxEVIS targets will be considered in the context of local planning legislation changes, and the Council will actively engage with the government to influence and advise it, on the national planning legislation changes needed in this area

To enable this, OxEVIS will provide the umbrella for collaboration with key Council stakeholders, including planning, housing, property services and others to create guidance for developers and homeowners regarding EV installations as well as updating existing Technical Advice Notes (TANs) and/or protocols to support evolution in these areas.

## Infrastructure Policy Objectives

Infrastructure Policies	
Policy Statement & Area	Action
<p>Oversee the deployment of a network that meets current and future demand in the city</p> 	On an annual basis, monitor progress of EV infrastructure delivery against trajectory using the modelling tool to ensure provision continues to meet revised demand and takes into account wider ZEZ plans/impact
	Scale-up of GUL-e trial for mass home charger installation
	Seek to leverage efficient use of energy to facilitate charging by partnering with DNO
	Work with private sector to deliver required infrastructure via a set of coordinated programmes and projects, to meet the targets for 2026, 2030 and 2040
<p>Set the minimum standards required for any new deployment within the city</p> 	All new charge points will be required to support interoperability, including contactless payment.
	All new charge points will meet minimum standards set in PAS standards (due 2022) and Government's EV Infrastructure Strategy
	Set minimum standards for network availability as part of any future contracts
	Wherever possible, drive innovation by encouraging suppliers to source materials for deployment that have a lower carbon footprint and are more efficient.
	All tenders/contracts will include a requirement for social inclusion to ensure the provision of accessible, fair and socially equitable EV Infrastructure.
	Collaborate to define minimum charging infrastructure provision to be provided in new and redeveloped or materially changed developments, where not defined at a national level.
	Electric car clubs to be considered in all new developments

Infrastructure Policies	
Policy Statement & Area	Action
Ensure planning policies reflect the changing needs of EV infrastructure 	Updating of the Technical Advice Note (TAN) to support delivery of EV solutions in a heritage context
	Encourage existing non-residential locations to have, as a minimum, 1 in 4 spaces provided with EV charging points
	Any areas of the City Council planning EV infrastructure development to ensure they have consulted with colleagues involved in transport planning, Net Zero targets and wider EV infrastructure planning
Ensure that the future network meets the needs of all 	Continue to test new technologies in the city that support the transition to EVs especially utilising Smart charge points and local energy projects
	Continue to partner and test new innovative products/approaches that support the accessibility of charging
	Infrastructure delivery is prioritised to ensure it is fair and equitable.
Ensure EV infrastructure supports the wider transport goals within the city 	All new charging hubs to consider an electric shared car club vehicle
	Consider links to active and public transport when identifying new sites for charge points and seek to facilitate EV infrastructure provision close to public transport locations.

## People

The switch to EVs will require marked change in behaviours from drivers, however it does offer the opportunity for refuelling to be more convenient, more accessible, cheaper and part of the wider transition to more sustainable transport.

### Influencing City Stakeholders

Oxford City Council acknowledges that the move to EVs will not be possible without the help and contribution of the city's array of stakeholders. The groups who can play a part in the switch to EVs include:

- Local authorities
- UK Government
- Car companies
- Private organisations
- Friends and family
- All public sector bodies

The council will continue its successful record in seeking out funding and resourcing opportunities to enable commercial stakeholders to test out new and innovative products in the city, building delivery partnerships to set standards of best practice, while increasing the number of EV projects on.

## Commercial Opportunities

The UK government (as per “Taking Charge”) and Oxford City Council believe that leveraging the private sector to help with the delivery of charging infrastructure and supporting services offers a real opportunity for the successful integration into everyday life in Oxford.

### **Westgate Centre Charging Hub**

The EV charging hub with 50 fast EV chargers at the Westgate Centre in Oxford exemplifies the possibilities for large-scale commercial projects. EV charging provided by commercial destinations for their customers is useful for all motorists but especially for users without access to off-road EV charging at home.

While the delivery of the charging network required in Oxford will require significant upfront capital investment, estimated at up to £21.372 million until 2040, it also offers the opportunity for local authorities to generate additional revenue.

Supermarkets, gyms, and hospitality venues continue to deploy charging infrastructure at scale, with several large retailers announcing plans to boost EV charging at their stores across the country over the last 3 years.<sup>32</sup>

Oxford City Council plans to build upon this momentum, with parallel focus on smaller-scale, local businesses that are equally suitable to provide EV charging.

There is significant appetite among fleets to transition to EVs, however this presents the challenge of matching appetite to charging provision.<sup>33</sup> The Council will explore options to share public and commercial charge points.

Turning to established commercial relationships, such as those with Low Carbon Hub and Oxfordshire Greentech, for guidance on outreach strategies that may have significant benefit on Oxford City Council’s EV messaging. These relationships are key to expanding the reach of Oxford’s reputation as a test bed for innovative technologies.

## Workplace and Business Opportunities

The Council is conscious that a large portion of its local population is reliant on private car usage for employment purposes however it views the abundance of free workplace parking within the city as a significant threat to the step-change required to avert the considerable negative impacts of car-based growth.

The Eastern Arc has the highest amount of workplace parking in Oxford, accounting for just under half of commuter car parking spaces.<sup>34</sup> Our policy will look to apply interventions in areas such as this alongside the rest of the City

The Council intends to utilise workplace parking and charging tariffs as a means of encouraging less commuter congestion.

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32 Oxfordshire County Council (2.2021) [Oxfordshire Electric Vehicle Infrastructure Strategy](#)

33 BVRLA (2.2022) [Fleet Charging Guide 2022](#)

34 Connecting Oxford (2022) [Workplace Parking Levy](#)

Alongside these schemes, where feasible, workplace charging installed specifically at council premises could serve as EV charging hubs if made accessible to the public overnight. It may also be possible to gain investment from CPOs in concession contracts for these sites.

The Inter Departmental Business Register from the Office of National Statistics (2021) UK business count data for Oxford confirms that 99% of businesses types in Oxford are small and medium enterprises (SME's), it is important that these businesses are represented by this strategy.

“Change is inevitable but it’s down to cost for both at home and employer.”

## Ensuring Open, Accessible, and Reliable EV Infrastructure

Demographically, Oxford's higher levels of affluence increase the likelihood of it being one of the first places to see mass adoption of EVs. Nevertheless, there remain a number of areas with lower income levels, which are less likely to have equitable access to the city's changing transport infrastructure, as well as often disproportionately impacted by poor air quality.

The journey towards EV mobility presents a unique opportunity for Oxford City Council to embed social inclusivity ideals into its transport planning practice, empowering disadvantaged communities, while also reducing the negative impact of vehicle emissions on overall public health and wellbeing.

The Council is committed to ensuring that any future deployment of infrastructure is done in a fair and just manner and does not disadvantage any communities or residents. This will be achieved through a unique approach to identifying the areas that require infrastructure, moving away from high car ownership & income-dependent model to a fairer zoned property & population-based approach.

While the Council is limited in its capacity to assist low-income households in the purchase of EVs, it will direct investment towards the growth of electric car clubs and community car sharing schemes.

This may require pursuing infrastructure projects in locations that are not the most commercially viable, so that the priority can be on extending the benefits of the lower operational costs of driving electric to lower income families who are more likely to park on-street or in shared parking areas.<sup>35</sup>

### Accessibility & Equity

Across the EV industry, accessibility standards are historically underdeveloped. To date, work on inclusive design of EV equipment or infrastructure has been limited to individual projects and councils (e.g. Oxford City Council's accessibility work in the GULO project).

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35 Transport Studies Unit, University of Oxford (2.2022) [Preferences for Public Electric](#)

In the summer of 2022, the UK Government, with BSI and Motability, hopes to release a set of industry standards to improve overall accessibility. Appendix II shows the various areas to be considered as part of future deployments.






The challenge is to ensure that EV charging not only meets the needs of a wide range of people and does not intentionally discriminate against communities—whether that’s on the grounds of gender, race, disability, age, or socio economics etc.—but also upholds the potential health, wellbeing, and economic benefits that cleaner air and improved access to flexible modes of affordable transport can bring to communities.


Aligning EV infrastructure with existing community interventions and multi-modal travel opportunities as part of a strategic plan that links economic, social, health & wellbeing and cultural opportunities will amplify the positive impact of investment in our communities.

EV-related project’s accessibility and equity measures will be managed through contracts and legal agreements between Oxford City Council and commercial stakeholders with an audit process put in place.

“The majority of the population need public EV chargers to make EVs really viable. So, we need a programme for universal EV charging provision.”

## People Policy Objectives

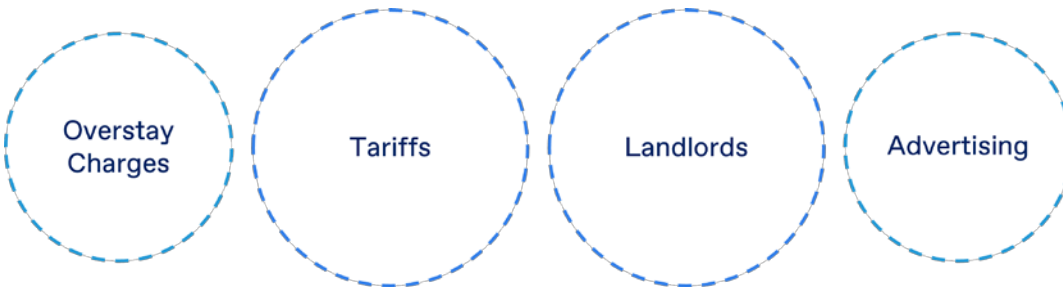
People Policies	
Policy Statement & Area	Action
<p>Ensure the city of Oxford benefits from new commercial opportunities in the EV space</p> 	EV Infrastructure will meet the needs of delivery and logistic based services using Oxford
	Actively consider reserved Park & Ride parking for working drivers operating EV delivery vehicles
	Implementation of EV charging at all Park & Rides for commuters/visitors by day and residents / fleet drivers by night to maximise utilisation
	Look to maximise the business case for EV charge points by exploring, rental, concessions, overstay charges and advertising
<p>Continue to make use of the Go Ultra Low Oxford brand, to help marketing &amp; research</p> 	Develop a network of EV champions within the city that represent the public and commercial organisations
	Annual report of demographic usage of EV chargers carried out by Oxford City Council
	Deliver a programme of promotional activities to promote the uptake of EVs across the city building on GULO campaign
	Use funding generated for Oxford City and Oxfordshire County, through the ZEZ, to fund the operation and maintenance of the EV estate and to help businesses and residents in the Zero Emission Zone transition to EVs
<p>Continue to promote Oxford City as an exemplar city and support other authorities in their transition to EV</p> 	Pursue funded opportunities to offer services and expertise to other organisations
	Build relationships with future partners and identify upcoming funding to test new products in the city
<p>Provide a fully accessible transport network which meets the needs of all users</p> 	Designated accessible bays at every charging hub
	Creation of an Accessibility Audit document to be completed by developers at each new EV site
	Pursue an appropriate programme to electrify disabled bays in the City
<p>Develop relationships with all local stakeholders and partners to deliver a city-wide approach</p> 	Provide a joined-up solution by introducing a specific EV working group sprint via ZCOP, which looks, and is accessed in, consistent ways across the city
	Create city EV working group to identify shared assets and opportunities
Ensure Oxford City maximises environmental	Provide and manage a conduit for resident requests for the siting of new charge points

People Policies	
Policy Statement & Area	Action
and health benefits that electric vehicles offer 	Measure impact of EV transition on air quality in city

## Financial Opportunity

The transition to electric vehicles along with the delivery of a completely new refuelling infrastructure offers the opportunity for cities to play a part in the deployment and generate revenue.

There are a number of options open to hosts of charge points to generate future revenue streams and these include:



**Tariffs (Concession)** – Generating revenue through the tariffs charged to users either directly or as part of a concession agreement with private companies.

**Landlord** – This is where the parking space or land is leased or rented to a CPO.

**Overstay Charges** – Where penalty charges are automatically passed on to customers exceeding time allowed.

**Advertising** – Selling advertising on screens or charge points or through a naming agreement

Furthermore, Oxford is in a unique position with the introduction of the first UK ZEZ to leverage early carbon reduction initiatives such as this to provide some of the funding for EV charging infrastructure. Other near-future incentives such as Workplace Charging and Polluter Pays models would increase opportunities for further funding.

The level of return for any organisation is linked to the level of initial investment and the ability to generate the required levels of utilisation and the correct levels of tariff. Oxford City Council will continue to seek out the most financially attractive partnerships such as securing additional investment from the private sector, through grant bids, as well as opening up opportunities for ODS/ODSTL to deliver services in this space to expand the network in the city.

Having the OxEVIS Strategy in place offers the best chance of maximising returns.

# Summary

As detailed in the Government's new EV Infrastructure Strategy, the UK needs a 10-fold increase in charging infrastructure in the coming years. Local authorities are vital to making this a reality.

The transition to EVs as part of a wider switch to cleaner, healthier travel behaviours not only offers the city the opportunity to ensure an accessible and equitable transition but can also create opportunities for Oxford to identify additional revenue opportunities.







"We all need to do more to protect our planet and reduce carbon use and pollution through the life cycle. Electric vehicles have a big part to play here, but not the only part."

A flourishing EV infrastructure is essential to Oxford's contribution to national targets on carbon reduction, furthering our reputation as a leader in innovation. This is the beginning of an exciting journey towards a greener Oxford.









# Appendix I







## Executive Summary of City-Wide Policy Statements

					
<p>153</p> <ol style="list-style-type: none"> <li>1. Oversee the deployment of a network that meets current and future demand in the city</li> <li>2. Set the minimum standards required for any new deployment within the city</li> <li>3. Ensure planning policies reflect the changing needs of EV infrastructure</li> <li>4. Develop relationships with all local stakeholders and partners to deliver a city-wide approach</li> </ol>	<ol style="list-style-type: none"> <li>1. Ensure that the future network meets the needs of all</li> <li>2. Provide a fully accessible transport network which meets the needs of all users</li> <li>3. Facilitate a fair and accessible EV infrastructure for Oxford City</li> </ol>	<ol style="list-style-type: none"> <li>1. Continue to promote Oxford City as a test bed innovative mobility technologies</li> </ol>	<ol style="list-style-type: none"> <li>1. Create a dedicated EV team to oversee the implementation of this strategy</li> <li>2. Promote shared electric mobility schemes as a priority in Oxford's travel hierarchy</li> <li>3. Lead by example through the decarbonisation of transport in the city</li> <li>4. Deliver a zero-emission fleet of taxi and private hire vehicles</li> <li>5. Support working drivers to transition to electric vehicles</li> <li>6. Continue to make use of the Go Ultra Low Oxford brand, to help marketing &amp; research</li> </ol>	<ol style="list-style-type: none"> <li>1. Continue to seek funding opportunities that support this EV strategy</li> <li>2. Ensure the city of Oxford benefits from new commercial opportunities in the EV space</li> </ol>	<ol style="list-style-type: none"> <li>1. Ensure EV infrastructure supports the wider transport goals within the city</li> <li>2. Continue to promote Oxford City as an exemplar city and support other authorities in their transition</li> <li>3. Ensure Oxford City maximises the environmental and health benefits that electric vehicles offer</li> </ol>

## Executive Summary of City-Wide Policy Actions







					
<p>154</p> <ol style="list-style-type: none"> <li>1. The Council will endeavour to ensure all new charge points support interoperability, meet standards set in PAS standards, Gov EV Strategy and network availability standards, and that new contracts have an element of social inclusion</li> <li>2. Collaborate to define minimum charging infrastructure provision to be provided in new and redeveloped or materially changed developments, where not defined at a national level.</li> <li>3. Create city EV working group to identify shared assets and opportunities and work with the private sector to monitor progress each year</li> <li>4. Updating of the Technical Advice Note (TAN) to support delivery of EV solutions in a heritage context</li> <li>5. Work with large organisations in the city to understand requirements to transition fleets to EVs at scale</li> <li>6. Alongside the completion of the Energy Superhub in Oxford in 2023 and 100 on-street chargers</li> </ol>	<ol style="list-style-type: none"> <li>1. We will continue to test new technologies in the city that support the transition to EVs especially utilising Smart charge points and local energy projects and look to partner and test new innovative products that support the accessibility of charging</li> <li>2. Ensure electric car clubs are deployed at all new and significant charging developments.</li> <li>3. Proportion of car club membership tariffs will be spent on marketing for the expansion of car club networks. Additionally, facilitate relationships between car club operators and charge point operators to ensure a seamless experience and develop a monitoring framework to build evidence base for impact of car clubs</li> <li>4. All new contracts will have element of social inclusion,</li> </ol>	<ol style="list-style-type: none"> <li>1. Continue to create relationships with innovative suppliers, local partners, and large organisations.</li> <li>2. We will identify projects for future funding bids, especially smart charge point technologies and local energy projects</li> </ol>	<ol style="list-style-type: none"> <li>1. We will set up an EV team and identify funding sources to support the EV team's delivery.</li> <li>2. We will review this Strategy at set time intervals 2026, 2030, 2035, 2040 and refresh</li> <li>3. Support ODS in the reduction of carbon emissions from their fleet to help meet net zero 2030 targets</li> <li>4. Monitor the transition of taxis and private hires on an annual basis with targets for all Oxford-licensed Hackney Carriages (black cabs) to be zero emission by 2025 and private hire vehicles to be zero emission by 2030. Additionally, we will work with all partners to ensure procurement policies promote zero emission taxis and private hire vehicles</li> <li>5. Adapt all charge points to meet the needs of working drivers, including for size and access</li> </ol>	<ol style="list-style-type: none"> <li>1. Identify key funding pots to support the deployment of infrastructure</li> <li>2. Identify key assets within Oxford that can support future funding bids e.g., car parks, community buildings, lockups, etc.</li> </ol>	<ol style="list-style-type: none"> <li>1. We will put in place requirements for all new charging hubs to consider an electric shared car club vehicle and links to active and public transport</li> <li>2. We will build our relationships with future partners and identify upcoming funding to test new products in the city as well as offering services and expertise to other authorities in UK beginning EV journey and encouraging the implementation of more Zero Emission Zones.</li> <li>3. Any areas of the City Council planning EV infrastructure development to</li> </ol>

## Executive Summary of City-Wide Policy Actions

					
<p>by 2026, we will actively consider implementing EV charging at all Park &amp; Rides for commuters by day and workplace drivers by night. Additionally, we will continue the GUL-e trial for mass home charger installation and monitor the EV uptake and charger deployment on an annual basis</p>	<p>e.g. 80/20 split of infrastructure (80% commercial and 20% fairness) 5. Provide designated Blue Badge EV parking spaces at every charging hub, create an Accessibility Audit document to be completed by developers at each new EV site, and prioritise the needs of users with mobility/accessibility impairments</p>		<p>6. Develop a network of EV champions within the city that represent the public and commercial organisations. Deliver a programme of promotional activities to promote the uptake of EVs across the city. 7. An annual report of demographic usage of EV chargers carried out by Oxford City Council and use funding generated through the ZEZ to help businesses and residents in the zone transition to EVs</p>		<p>ensure they have consulted with colleagues involved in transport planning, Net Zero targets and wider EV infrastructure planning</p>

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## Executive Summary of Regional Policy Statements

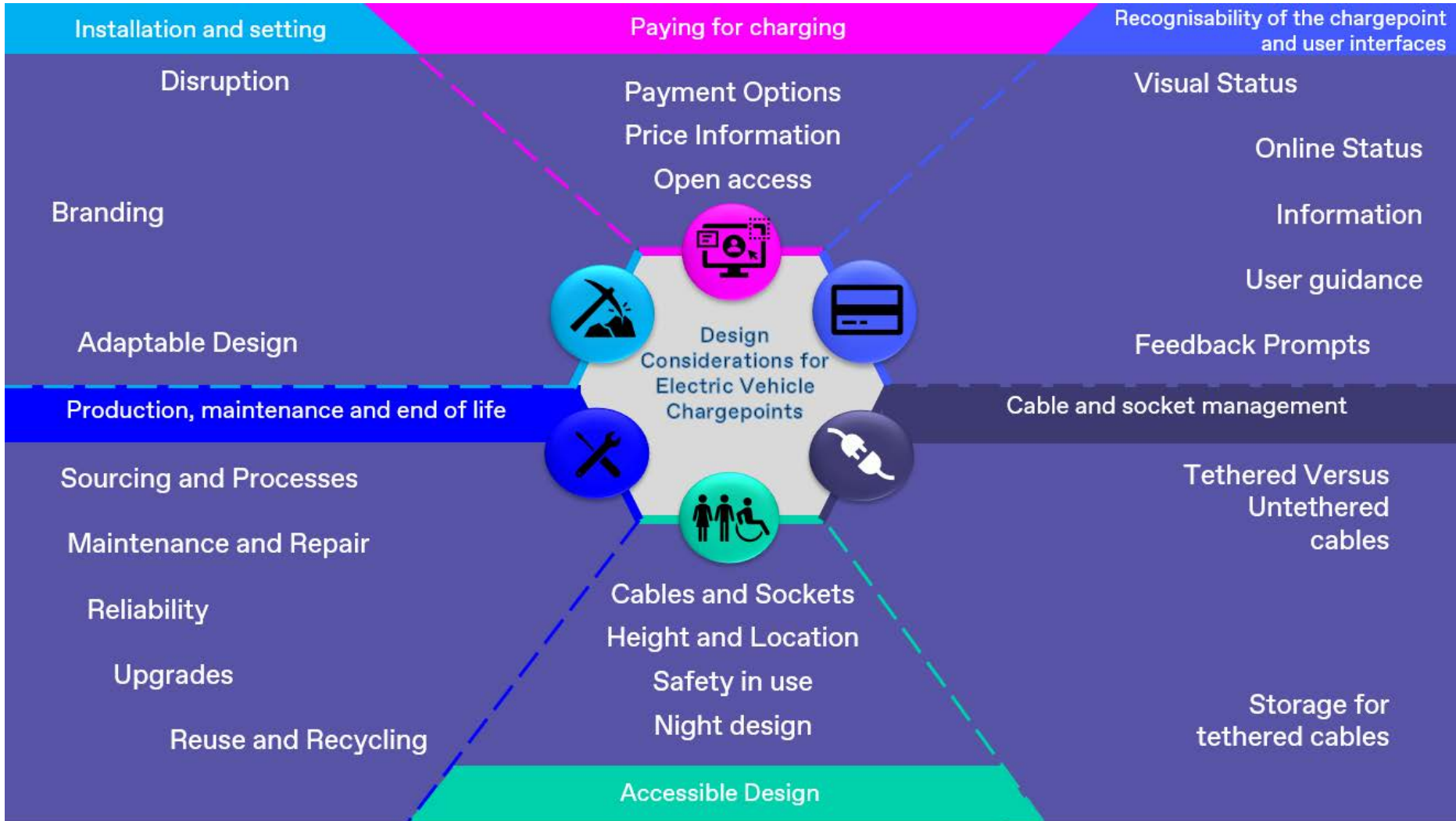
					
<p>156</p> <ol style="list-style-type: none"> <li>The council will aim for deployment of public EV charge points in Oxfordshire that goes towards meeting predicted demand by 2025 in line with national targets and with reference to European Directives</li> <li>The council will seek to include statements and policies supportive of EV charging infrastructure and, where appropriate, references to the Oxfordshire Electric Vehicle Infrastructure Strategy in their planning standards and guidance</li> <li>The council will benchmark nationally, and between themselves, each seeking to set minimum standards for the quantity of EV charging to be provided in development in their planning requirements</li> <li>The council will seek to improve the availability of rapid and ultra-rapid EV charging on and near the strategic road network and important link roads across Oxfordshire</li> </ol>	<ol style="list-style-type: none"> <li>Recognising that lack of off-road parking may be a significant barrier to EV take-up, Oxfordshire County Council will promote a hierarchy of solutions to EV charging for residents, businesses, and shared vehicles without access to off-road parking, which prioritises off-street charging hubs, and other solution which avoid generating additional street clutter or surrounding maintenance and management challenges</li> <li>To manage the impact of EV charger without restricting access to EV charging, the Council will define and communicate the design features of EV chargers which will have the most positive impact on the character of our cities towns and villages, and ensure that where there are specific heritage conservation needs, these are met by the charging equipment deployed</li> <li>The council will encourage the deployment of a high quality, reliable, open, value for money, future-proofed and truly instant access EV charging network for</li> </ol>	<ol style="list-style-type: none"> <li>The council will seek to increase the emissions reduction benefits of electric vehicles, and mitigate the impact of EV charging infrastructure on the local and national grid by encouraging and promoting the use of renewable energy for EV charging, encourage 'off-peak' use of EV chargers, and exploring technical options to manage grid demand from EV charging infrastructure</li> </ol>	<ol style="list-style-type: none"> <li>The council will aspire to reach or exceed a target of converting 7.5% of local authority managed public car park spaces, to fast or rapid EV charging by 2025</li> <li>The council will manage parking bays for EV charging in local authority car parks to encourage both destination and overnight EV charging and for all types of EV ownership, including private vehicles, shared or car club vehicles, and business vehicles where appropriate</li> <li>The council will support staff and visitors to access electric vehicle charging at Council premises where appropriate</li> <li>The council will seek opportunities to encourage organisations, businesses and other owners of commercial public and customer car parks to deploy public EV charging infrastructure where it is appropriate</li> <li>The council will explore opportunities to encourage owners and managers of housing stock of all types of tenure to deploy EV charging infrastructure for residents where it is appropriate</li> <li>The Council will explore opportunities to encourage uptake of EV charging</li> </ol>	<ol style="list-style-type: none"> <li>The council will collaborate to seek funding for EV infrastructure and support the development of a self-sustaining EV charging network for Oxfordshire which relies less heavily on continuing public finance support in the future and minimises the impact on existing and future council budgets</li> </ol>	<ol style="list-style-type: none"> <li>The council will seek to provide support and guidance on EV charging provision to Town and Parish Council, and other groups writing Neighbourhood Plans</li> <li>The council will promote information about public EV charging in Oxfordshire, and awareness of the benefits of EVs to the public through their online and other communications channels</li> </ol>

	Oxfordshire by setting high standards which seek to reach 'above and beyond' minimum legal requirements		at workplaces and business premises where it is appropriate		
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Regional Policy actions can be found [here](#).

# Appendix II

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**To:** Cabinet  
**Date:** 18 October 2023  
**Report of:** Head of Corporate Strategy  
**Title of Report:** Utilities Procurement 2024 - 2028

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To seek delegated authority for the Head of Corporate Strategy, in consultation with the Head of Financial Services / Section 151 Officer, to approve contracts for gas and electricity and agree to extend the current contract for water utilities.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Cllr Anna Railton, Cabinet Member for Zero Carbon Oxford and Climate Justice
<b>Corporate Priority:</b>	Pursue a Zero Carbon Oxford
<b>Policy Framework:</b>	Corporate Strategy 2020 - 2024

<b>Recommendations:</b> That Cabinet resolves to:	
1.	<b>Delegate authority</b> to the Head of Corporate Strategy, in consultation with the Head of Financial Services / Section 151 Officer, to: <ul style="list-style-type: none"> <li>• decide the procurement route for purchasing the supply of gas and electricity from October 2024</li> <li>• agree to enter into contracts for gas and electricity, subject to a maximum term of four years from October 2024;</li> </ul>
2.	<b>Approve</b> the extension of the Council's water contract with Wave for a further two years; and
3.	<b>Note</b> the proposal to undertake an Energy Procurement Review to inform the Council's longer-term approach (from 2027 onwards).

<b>Appendices</b>	
Appendix 1	The LGA's list of Public Buying Organisations offering energy service frameworks
Appendix 2	Risk Register

## **Introduction and background**

1. Since 2004, LASER (Local Authority South East Region), has provided energy procurement services for the Council. LASER is a Public Buying Organisation offering energy services and is part of Kent County Council. Since 2017 the Council has also accessed LASER's Water Framework to secure contracts for water and wastewater services.
2. The Council utilises LASER's services through a compliant framework via an access agreement. In the last financial year (22 – 23) the Council spent £2.8m on electricity, gas and water. Taking into account increases to unit rates in October 2022, it is estimated that this will increase to £3.7m in this financial year (2023 – 2024). Expenditure (for 23-24) is split approximately as follows:
  - Gas: £1.1m
  - Electricity: £2.4m
  - Water: £0.2m
3. The current energy framework agreement with LASER runs from 1 October 2020 until 30 September 2024. The Council's water contract runs from 15 September 2021 until 14 September 2024, with the option of a 2-year extension.
4. In order to benefit from a hedged approach involving forward purchasing to mitigate against high energy prices and volatile markets, the Council is considering using a new framework agreement with a Public Buying Organisation, to provide as long as possible a window for energy procurement prior to the contract delivery date (1 October 2024).

## **Energy procurement options**

5. The energy market is a highly specialised field of procurement. The complexity of the procurement options can create a risk if not appropriately managed. The Pan Government Energy Project recommends that all public sector organisations adopt aggregated, flexible and risk-managed energy procurement.<sup>1</sup>
6. In seeking to review and renew the Council's energy contracts the following options are presented:
  - a. Do nothing (which means do not re-procure and allow the current utilities contracts to run over at higher rates)
  - b. Run a procurement process in-house
  - c. Use a Public Buying Organisation (PBO) or Third Party Intermediary (TPI).

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<sup>1</sup> <https://www.gov.uk/guidance/buying-energy-options-for-public-sector-buyers>



7. Doing nothing is problematic in terms of cost as this would mean that once the current contracts expire, the council would pay expensive and volatile deemed rates with its energy suppliers without an energy contract in place.
8. Running a procurement process in-house, with a collective procurement value of ca.£3.7m per annum, would be time-consuming and expensive, requiring specialist energy purchasing expertise to run a compliant tendered process. Further, the Council does not have sufficient volume or buying power itself to purchase in advance on the wholesale energy market and effectively negotiate supplier management fees.
9. Entering into contract with a TPI (i.e., an energy broker) would be time consuming and resource intensive. There are c.2000 brokers operating in the UK market primarily serving small- and medium-sized organisations and some councils. A procurement process would need to be run by the Council to select the broker, requiring significant resource and expertise.
10. Procuring energy through a PBO is currently considered best practice. A PBO is a distinct organisation or part of an existing public body set up to facilitate the procurement of items, goods or services commonly purchased by local authorities. Due to the potential aggregated volume of their users, PBOs are normally able to secure preferential rates. Use of a PBO for utilities procurement is regarded as a best practice approach to mitigate energy price risk in a volatile and complex energy market. PBOs often take delegated authority to purchase gas and electricity on behalf of public sector organisations, creating an aggregated committed volume to take to the wholesale market. By aggregating customers' energy volumes into procurement rounds, PBOs are able to purchase energy on the wholesale market. PBOs offer a low-risk procurement compliant route to market. For information, the LGA's list of PBOs offering energy service frameworks is provided in Appendix 1.

### **Statutory consultation with leaseholders and shared owners**

11. Under Section 20 of the Landlord and Tenant Act 1985 (amended by section 151 of the Commonhold and Leasehold Reform Act 2002) the Council has an obligation to consult with leaseholders who pay a service charge where:
  - a. The Council is looking to contract for the supply of services included in the service charge; and
  - b. The contract will be for more than 12 months; and
  - c. The cost to any one leaseholder is greater than £100 a year
12. The Council is currently in the consultation period and letters have been sent to the relevant leaseholders setting out the preferred option (see below) of using a PBO. The final decision taken on the procurement route will need to take account of any responses received from the consultation (the first phase closes on 21 October 2023).

### **Preferred option and procurement review**

13. Currently the preferred option is to use a PBO for the reasons set out in paragraph 10.
14. Due to the ongoing S20 consultation and the need to review and prepare documentation for the chosen procurement route, it is recommended the decision

on how to procure and the subsequent contract award is delegated to the Head of Corporate Strategy in consultation with the Section 151 Officer.

15. Due to the volatility of the energy market and the need to have as long as possible a purchasing window to secure lower rates, decisions will need to be taken quickly following the conclusion of the S20 consultation, requiring delegation as set out above.

### **Renewable energy procurement**

16. Following Cabinet decision in December 2021, the Council does not purchase green gas and directs this funding to the Net Zero Transition Fund, which funds additional decarbonisation projects. This decision was in line with advice from the Council's Scientific Advisor.
17. The Council is not currently purchasing green electricity due to high premiums and similarly this funding is best used to deliver projects that decarbonise the Council's operations.

### **Longer term energy procurement**

18. It is proposed that the Council undertake an Energy Procurement Review to conclude by June 2025 - to enable the development of a longer-term procurement strategy.
19. As set out in the Carbon Management Plan the Council is currently exploring potential opportunities to secure Power Purchase Agreements (PPAs). PPAs are long term contracts between a generator and a buyer of that electricity.<sup>2</sup> Many organisations sign PPAs to benefit from price certainty over the long term and to purchase energy from a specific renewable energy project, which is regarded as a good practice approach to green electricity procurement. If it proves possible to negotiate a PPA on attractive terms for the Council, then this may provide a significant proportion of its energy needs, requiring adjustments to the contracts placed through a PBO
20. If the new provider of the Council's Leisure Services can demonstrate it can access energy at more competitive rates than the Council, then this may provide another procurement option for a significant proportion of the Council's energy needs and may also require adjustments to the contracts placed through a PBO.
21. Any such future decisions would look at overall value to the Council – including total cost and price certainty – and would be subject to further Cabinet approval.

### **Water procurement**

22. Since April 2017, businesses, charities and public sector organisations in England have been able to switch suppliers for water services. Since 2017, the Council has accessed LASER's Water Framework to secure contracts for water and wastewater services
23. The Council's current Water and Wastewater Retail Services contract with Wave runs from 15 September 2021 to 14 September 2024, with the option to extend to 14 September 2026.

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<sup>2</sup> <https://www.local.gov.uk/publications/national-energy-category-strategy-local-government-2022-energising-procurement>

24. Wave were selected via a mini competition carried out by LASER for the Council in 2020, where they ranked highest overall. Wave's response showed a good level of customer service and they scored well in the added value section.
25. The options available to the Council are to:
- a. Extend the current contract for two years
  - b. Sign a separate access agreement with LASER to:
    - i. Run a mini competition, to assess all suppliers on LASER's framework to respond with quality service offerings and pricing to meet the Council's requirements. The process for a mini competition from initial draft of the tender pack to awarding the winning retailer will take around 3 months.
    - ii. Direct award another supplier under LASER's LOT 1 route based upon the rationale of either Overall Top Scorer, Price, Quality of Services, Added Value Services and Social Value
26. It is recommended that the Council extend the current water contract for a further two years (total value ca.£416,000). This is because:
- a. The contract was only recently agreed via a mini-competition (2020), where Wave ranked highest overall.
  - b. The current retail uplift applied by WAVE and LASER's fees would continue with the 2-year extension. If the Council did not extend and decided to run a mini competition or direct award to an alternative supplier, based on current market conditions this uplift would increase by ca.3% (inclusive of LASER fees), likely increasing overall costs to the Council.
  - c. Re-procurement is a time and resource intensive process, for little likely benefit (due to the current market conditions).

### **Financial implications**

27. Energy is a volatile market and energy prices have risen significantly in the last 18 months. Preferential rates are most likely to be secured by purchasing as far as possible in advance as part of an aggregated volume.
28. In the last financial year (22 – 23) the Council spent £2.8m on electricity, gas and water. Taking into account increases to unit rates in October 2022, it is estimated that this will increase to £3.7m in this financial year (23 – 24). Expenditure (for 23-24) is estimated to be split approximately as follows:
- Gas: £1.1m
  - Electricity: £2.4m
  - Water: £0.2m
29. If the Council decides to run a mini competition or direct award to an alternative water services supplier, based on current market conditions the retail uplift would increase by ca.3% (ca.10k) per annum.

## **Legal issues**

30. Under Parts 4.5(10) 4.5 (11) and 19 (22) of the Constitution Cabinet is empowered to take the decisions set out in the recommendation. Under section 9E (3) (c) of the Local Government Act 2000 Cabinet is empowered to delegate its functions to officers.
31. The procurement of any contracts to be awarded under the officer delegations will need to be comply with the Council's Constitution and the Public Contract Regulations 2015. Following a procurement any decision to award a contract of £1 million or greater will be Key Decision and will need to comply with the procedure for taking Key Decision set out in the Council's Constitution.
32. The Council's current contract for water does provide for the recommended extension period and to agree the proposed extension is lawful.

## **Level of risk**

33. A risk register is attached in Appendix 2. The main risk is that Cabinet decides not to delegate powers (as set out above) to the Head of Corporate Strategy, which would delay the Council entering into contracts by a month.

## **Equalities impact**

34. There are no equalities impact issues with this decision.

## **Carbon and Environmental Considerations**

35. The Council's Carbon Management Plan sets out how the Council will achieve net Zero by 2030 for scope 1 and scope 2 greenhouse gas emissions as well as scope 3 emissions associated with the transmission and distribution of standard grid electricity, business travel and water use.
36. The Council's procurement of electricity, gas and water will have minimal positive or negative impact on this target. In December 2021, Cabinet took a decision – advised by the Council's Scientific Advisor – to reverse the previous Council commitment to purchase "green" gas. The rationale was to prioritise expenditure according to the following hierarchy:
  - a. 'Additional' emissions reduction by the Council from its own activities
  - b. Insetting (i.e. support for emissions reduction by others in Oxford).
  - c. Offsetting actions outside the City, including the purchase of green gas credits
37. As a result, a Net Zero Transition Fund was established, which receives funds annually that would otherwise be sent on offsetting, green gas (RGGOs) and green electricity (REGOs). These funds are used to support additional carbon reduction projects in the City.
38. The Council's approach to offsetting and renewable energy purchase is in line with best practice advice and supports the Council's 2040 and 2030 net zero goals.

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Job title	Carbon Reduction Manager
Service area or department	Environment Sustainability
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**Background Papers:** None

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## **Appendix 1: List from the LGA of PBOs offering energy service frameworks**

1. Eastern Shires Purchasing Organisation (ESPO)
2. LASER Energy Buying Group
3. North East Procurement Organisation (NEPO)
4. West Mercia Energy
5. Yorkshire Purchasing Organisation (YPO)
6. Crown Commercial Service (CCS).

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Appendix 2 - Risk Register

Utilities Procurement 2024 - 2028

As at: 25/08/2023

Ref	Title	Risk Description	Opp / Threat	Cause	Consequence	Risk Treatment	Date Raised	Owner	Gross		Current			Target		Comments	Control / Mitigation Description	Date Due	Action Status	% Progress	Action Owner
									P	I	P	I	Score	P	I						
	Exposure to market volatility due to delay securing contract	If the Cabinet decides not to delegate powers to the Head of Corporate Strategy - as set out in the Cabinet report - this will delay the Council entering into contracts by at least a month leaving a shortening window of time available for forward purchase, exposing the Council to a volatile energy market.	Threat	Delays to contract agreement due to postponed decision	Limited window of forward purchase potentially leading to exposure to high energy prices	Avoid	25/08/23	Mish Tullar	2	4	1	4	4	1	4		Decision needs to be taken at October Cabinet to delegate powers to enter into contracts to the Head of Corporate Strategy	18/10/23	In Progress	10%	Mish Tullar

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**To:** Cabinet  
**Date:** 18 October 2023  
**Report of:** Chief Executive  
**Title of Report:** Corporate Peer Challenge – Local Government Association Peer Review

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To update members on the key scope, process and recommendations from the July 2023 Peer Review Team and to outline the future Action Plan
<b>Key decision:</b>	No
<b>Cabinet Member:</b>	Councillor Susan Brown
<b>Corporate Priority:</b>	Well-run Council
<b>Policy Framework:</b>	Council Strategy 2020-24

<b>Recommendations:</b> That Cabinet resolves to:	
1.	<b>Note</b> the Local Government Peer Challenge Feedback report of July 2023; and
2.	<b>Note</b> the recommendations from the Peer Review Team and that the Chief Executive has already commenced action planning to address these.

<b>Appendices</b>	
Appendix 1	Oxford City Council Local Government Peer Challenge Feedback report, July 2023
Appendix 2	Case Study One: Oxford City Council's solution to procuring electric vehicle infrastructure: The EV Dynamic Purchasing System (DPS)
Appendix 3	Case Study Two: Developing the Oxford City Council's Equality, Diversity, and Inclusion strategy: an inclusive approach to understanding complex inequalities in our communities

## **Introduction and background**

1. The Council invited in a Local Government Association (LGA) team to conduct a review in July 2023 and this was followed by a feedback report detailing the strengths of the Council, the issues considered, and areas for further improvement and key recommendations. (Appendix 1)
2. This was the first Peer Challenge review the Council has undertaken for eight years – with the COVID pandemic frustrating plans for an earlier review. Its purpose was to assess the work of the Council, its companies and investment portfolio, and gather an independent view from those running other councils on where the Council is doing well and where and how the Council might be able to improve.
3. The timing of the Peer Challenge will help shape the Council's new Corporate Strategy, 2024 to 2028, supports positive impact of priorities and will inform the Budget setting process.
4. A key background document for the Peer Challenge Review Team ("The Peer Team") was a 'Position Statement' prepared by the Council. This provided a clear brief and steer on the local context and what the Peer Team should focus on. It was an opportunity to set out the key issues, challenges and current thinking in relation to the review, and an opportunity to undertake an honest self-assessment.
5. Two examples of good practice were prepared, which the Council felt will be of help to the local government sector (Appendix 2 and Appendix 3). These are to be published on the LGA website.
6. The review recognised the Council's commitment and success in a number of areas and was a positive report overall (see pages 3-4). There were ten recommendations for improvement (pages 4-6), most around structures, focus and process but one around IT infrastructure has potential budgetary implications.

## Scope and Focus of the Peer Challenge

7. The LGA's Peer Challenge process is a robust and rigorous assurance and improvement tool managed by the sector, for the sector.
8. It complements and adds value to the Council's own performance and improvement focus.
9. Five core components are reviewed as standard in all LGA Peer Challenges:
  - Local priorities and outcomes.
  - Organisational and place leadership.
  - Governance and culture.
  - Financial planning and management.
  - Capacity for improvement.
10. At request of the Council, the Peer Challenge also considered the Council's:
  - Companies and investment portfolio.
  - Fit for the Future change programme.

## The Peer Challenge Review Process

11. Peer Challenge reviews are improvement-focused and tailored to meet individual councils' needs. They are designed to complement and add value to a council's own performance and improvement focus.
12. The Peer Team used their experience and knowledge of local government to reflect on what they find and provide feedback as critical friends, not as assessors, consultants or inspectors.
13. The Peer Team was made up of the:
  - Chief Executive, Lancaster City Council
  - Former Leader, Norwich City Council
  - Leader, Hinckley and Bosworth Borough Council
  - Director of Financial Services, London Borough of Hounslow
  - Chief Operating Officer and S151 Officer, Cornwall County Council
  - Director of Strategy, Insight and Governance, Maidstone Borough Council.
14. The Peer Team familiarised themselves with the Council's challenges and plans for the future, held more than 65 meetings with individuals or groups of stakeholders to gather information, in addition to further research, and held interviews with more than 130 people including a range of Council staff, members and external stakeholders. The Council's senior officers and Members did not sit in on meetings with other stakeholders.

## **Summary of Feedback**

### Overall observations

15. The Council has ambitious plans and a successful record of delivery and core political message and priorities are well understood.
16. The Peer Team commended the calibre, engagement and enthusiasm of staff across the organisation.
17. The Council is a good employer, staff wellbeing is prioritised – officers enjoy working at Oxford City Council.
18. Capability of members and officers is widely held in high esteem both internally and externally, people trust in the leadership.
19. There are positive relations between members and officers based on mutual trust and understanding of their respective roles.
20. Management of the Council is good and can be trusted. It leads for its communities and effectively delivers services and is respected for its convening role in collaboration and place shaping.
21. The Council is sector leading in HMO licensing and a selective licensing scheme for the whole private rented sector, and the work on Net Zero is ahead of the curve.
22. IT infrastructure - this is even more important given the Council's focus on remote and hybrid working.

## **Findings**

### *23. Local priorities and outcomes*

- a) Core political messages and priorities are well understood - they are lived and breathed in the organisation and beyond.
- b) There is strong and evidence commitment to tackling inequality and its causes are apparent, with a wide range of strategies to tackle inequalities.
- c) There are impressive examples of housing delivery.

### *24. Place Leadership*

The Council is;

- a) A trusted and valued partner and partnership working runs through everything done.
- b) A place leader on a cross regional basis, working effectively with partners to unlock growth and importantly tackle infrastructure challenges.

And,

- c) Has strong working relationships with voluntary sector partners.

### *25. Organisational leadership*

- a) There is strong and effective leadership from the Leader and the Chief Executive, with committed, talented and passionate officers and members. The Chief Executive is visible and committed to communicating with all staff.
- b) The Leader and Chief Executive are respected by partners and across the political spectrum and have a clear set of priorities, effectively balancing internal and external facing roles.
- c) The Corporate Management Team operate openly and effectively with appropriate levels of challenge and influence collectively and individually. Senior managers are respected both internally and externally
- d) There are commendable efforts to be “a campaigning organisation”.

### *26. Culture*

- a) The Council are a good employer, staff wellbeing is prioritised.
- b) Members exhibit a wide variety of talents and backgrounds that bring a real strength to the Council.
- c) The importance of equality, diversity and inclusion is recognised.
- d) Relationship with the unions is good, with strong union representation.

## **Peer Challenge Key Recommendations**

- 27. The Peer Team made ten key recommendations that they believe will help the Council progress the work on which it has embarked:

a) **Recommendation 1: Co-design shared outcomes** Convene the city's anchor institutions to work together in developing shared outcomes and collectively drive how these are delivered and procured.

b) **Recommendation 2: Prioritisation**

Match the Council's ambitious plans to the resources required for their delivery. Be deliberate about adding and removing projects when something new is added. Strategically sequence the Council's projects. Look to upskill and agilely move around staff to resource priorities.

c) **Recommendation 3: Corporate centre / Programme management office**

Ensure there is corporate control on the many projects the Council is progressing. Consider making permanent the current Project Management Office structure and invest in the Council's project management specialists. Look to upskill and equip staff with the necessary training for performance and project management. A team based within the corporate centre of the organisation should oversee the Council's multiple projects including the Fit for the Future change projects, savings programme, capital programme and the IT improvements. This will help the Council in maintaining a corporate grip on project progress and see developments in the round.

d) **Recommendation 4: Performance management**

The Council should refresh its performance management framework in line with the new *Council Strategy*. This framework should be linked to outcomes. The Council should look to use data more intelligently to improve service quality. A consistent performance and data-driven culture needs to be embedded.

e) **Recommendation 5: Communicating the regeneration**

The Council should continue and go further with its inclusive economy campaign. Seeking to inform and demonstrate how the exciting regeneration projects can benefit all local residents.

f) **Recommendation 6: Organisational structure**

When looking at the organisational structure the Council should have an outcome-focused mindset, using its data to drive policy and performance. The Council should use its resources flexibly to allow for agility in serving the delivery of projects. Recruitment, retention and progression should be at the forefront when considering an organisational structure.

g) **Recommendation 7: Hybrid working / IT infrastructure**

The Council's IT systems need to be improved; this is particularly important now most staff are remotely based. The Council should look to put on more in-person events and team meetings, providing reasons for staff to come into the office. The team principles for hybrid working are important and should be refreshed and emphasised regularly.

h) **Recommendation 8: Corporate Management Team (CMT) and Cabinet**

Forward plan meetings between the CMT and Cabinet to co-design policy and keep all Cabinet members informed of projects across the Council.

i) **Recommendation 9: Member development**

In preparing for the May 2024 member induction process, the Council needs to strengthen its training provision for new and existing members. Training should

also be developed for new and existing Cabinet members. An annual Cabinet development day should be considered. In strengthening the member development programme, the Council is building capacity and expertise for the future.

#### j) Recommendation 10: The Oxford Model

- As with any model of delivery it is important the Council regularly and systematically assures itself it is getting value for money, quality of service and achievement of its intended outcomes. The Council should look to benchmark itself with other councils with wholly owned companies and consider an independent review to gain assurance on value for money and service quality.
- Ensure there is an alignment between the *Council Strategy* and the business plans of the wholly-owned companies.
- The Council should strengthen its client arrangements. This would then act as a mechanism to prevent the escalation of operational matters to the shareholder.
- The Council should deliver communications and dedicated training for all staff on the reasons for and the intended benefits of the Oxford Model. This will strengthen the organisation’s understanding of the approach the council has taken.

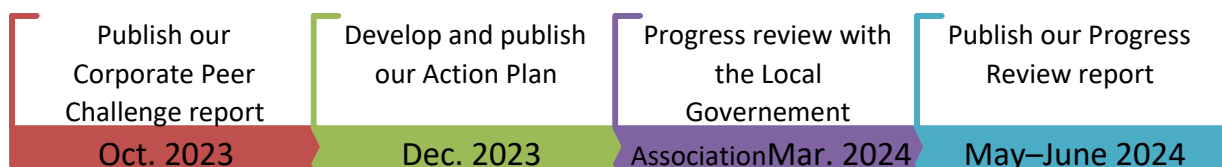
### Future Action Plan

28. The Council’s Corporate Management Team and Organisational Delivery Group have proactively considered, discussed and reflected on these findings.

29. In response to the findings the Council commenced work early to start developing a draft Action Plan. The Action Plan will continue to be developed and is expected to be brought to Cabinet and published in line with the LGA reporting timelines “within eight weeks of the CPC report’s publication”.

### Future key milestones

30.



### Financial implications

31. There are no financial implications for the Council arising from this report.

### Legal issues

32. There are no legal implications for the Council arising from this report.



### Level of risk

33. There are no risk implications for the Council arising from this report.

### Equalities impact

34. An Equalities Impact Assessment is not necessary for this report. Equalities Impact is intrinsically built into the Council's policies and alongside the key strategies. The Council will continue to monitor equalities impact as programmes grow and develop.

### Carbon and Environmental Considerations

35. There are no carbon and environmental implications for the Council arising from this report.

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### Background Papers:

1. Oxford City Council - Corporate Peer Challenge Position Statement, July 2023  
(Confidential)

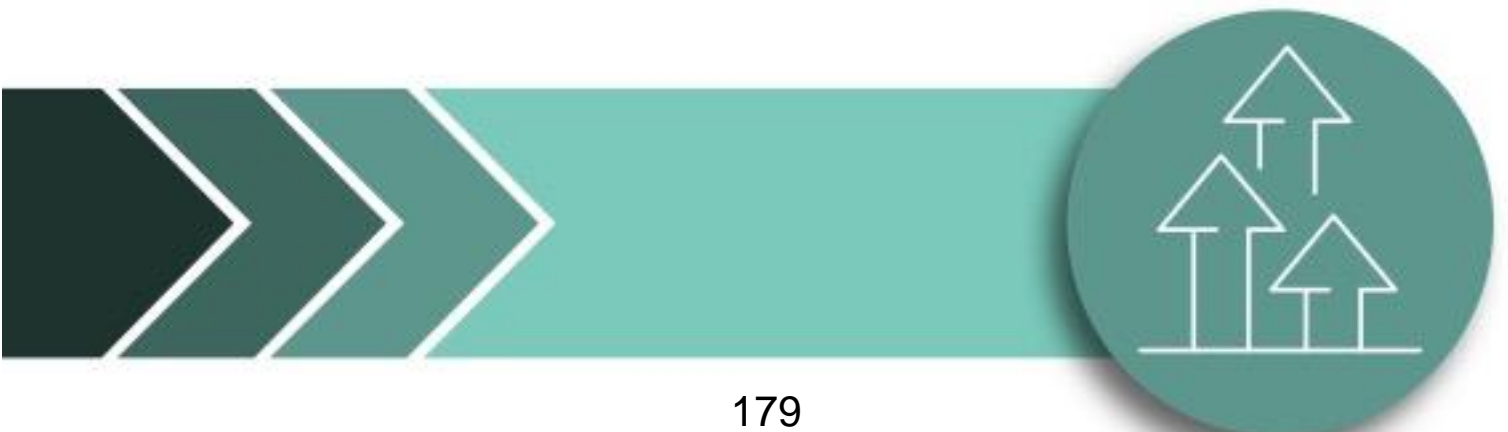
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# LGA Corporate Peer Challenge

Oxford City Council

11 – 14 July 2023

Feedback report



## 1. Executive summary

Oxford City Council is a particularly ambitious district council with a successful track record of delivery. The council demonstrates leading practice in several areas, most notably on net zero. The council should be brave and continue to act as an exemplar for other local authorities in tackling the climate emergency. Oxford has been named the greenest city in England<sup>1</sup> and it has the fourth highest recycling rate in the country.

These are considerable achievements, but the peer team picked up that not all partners were aware of the extent of the work. More can be done to communicate the co-benefits such as reduced energy bills and improved health outcomes which in turn ensures this is relatable for all.

The city of Oxford has the potential to “*be an unrivalled world-class city for research, learning and breakthrough innovation.*” The council has an important role to play in making this a reality. The rare characteristics of the city make the council’s ambitious plans a possibility. Its exciting potential allows for transformative regeneration across the city, with development and growth sought after from both public and private sector partners.

There is a feeling of a ‘tale of two cities’ in Oxford, the wealth and grandeur of the city centre alongside pockets of considerable deprivation. The council has an important role to play to communicate how investment and regeneration can benefit the whole city. The council is committed to tackling inequality and its causes. Good examples such as the introduction of the Oxford Living Wage exist.

The council is a good partner and is respected for its convening role in collaboration and place shaping. The council “*punches above its weight*” in managing stakeholder relationships and leading cross-sector partnerships, such as the Future Oxfordshire Partnership (FOP), working as custodians of the city.

The council is an effective place leader and delivers good services for residents. The council should look to work even closer with other anchor institutions such as the universities and colleges, the NHS and the County Council. There are opportunities for further collaboration in areas such as capital programmes, procurement and

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<sup>1</sup> <https://www.endsreport.com/article/1811920/ends-green-cities-index-2023-overall-rankings>

looking at the entire public estate.

There are though, challenges for county-wide working, particularly around the alignment on a vision for house building and growth. The council needs to actively co-ordinate and co-operate with neighbouring local planning authorities. This is particularly important given the level of unmet housing need within the district.

The council benefits from effective leadership both politically and managerially. The capabilities of members and officers are widely held in high esteem both internally and externally. Relationships between members and officers are positive and based on mutual trust and understanding of their respective roles.

The council's governance system appears to be functioning well. Audit and scrutiny are both highly regarded and adequately resourced. There is an established risk framework with mitigations set out against high-risk areas. Member training is offered but could benefit from a refresh ahead of the May 2024 election.

Oxford City Council is an employer of choice because of its rare positioning. The council has been proactive in establishing a positive culture where staff wellbeing is prioritised. There are good relationships with the unions, who feel listened to and have an influential voice. The importance of equality, diversity and inclusion (EDI) is recognised, as evidenced by the council's EDI strategy being shortlisted for the 2023 *Local Government Chronicle (LGC) Diversity and Inclusion* award.

The council has been ambitious and clear about its position on generating income through commercial opportunities and has developed a commercial approach to achieve its intended outcomes. The council has called this approach 'The Oxford Model'. The model looks to maintain and grow income from a variety of sources such as rent, dividends from local authority owned companies and car parking income. The level of commercial income the council has been able to generate has protected service provision to date. However, the opportunities to maximise this income within the local government legislative environment and given the broader economic context will slow the income growth down. This will therefore require more difficult service decisions to be made in the medium-term. The council should be on the front foot planning for these.

The council has a good record of delivering against its financial strategies and budgets. There is a strong understanding of the council's financial position across the

council. The *Medium-term Financial Plan* (MTFP) is broadly balanced. Although, this is dependent on achieving forecasted returns from the wholly owned companies, commercial income and delivering savings through transformation. These mechanisms are notoriously difficult to deliver against budget and will require a sustained focus on monitoring and challenging actual positions throughout the years to guarantee a high rate of deliverability.

The council has a substantial capital programme which is another example of Oxford City Council's considerable ambition. Capital programmes by their very nature are difficult to deliver to time and budget and require relentless monitoring of risks to ensure that the programme delivers the outcomes required. This seems especially so for the Oxford City Council programme given significant slippage in the capital programme in previous years. It is important the council allocates the appropriate level of resources and project management expertise to oversee the delivery of the capital programme.

The council would benefit from a single core function, overseeing the multiple projects across the council providing corporate control and grip through greater use of digital tools. By bringing together the council's project managers, business intelligence unit and the Programme Management Office (PMO) the council can strengthen oversight, utilising project management experts to have the greatest impact. This will give members and officers greater visibility over use of resources and value for money enabling prioritisation of scarce resources.

The council's 'Fit for the Future' change programme is progressing. This programme seeks to modernise services, achieve efficiencies and deliver improved outcomes. It intends on doing this through utilising technology, service redesign and culture change. When looking at service and organisational structure it is important that the council's considerable ambition is considered in the context of organisational capacity. As the council pivots itself from delivering services to being place leaders, the transformation programme will be instrumental in delivering the cultural, behavioural and structural changes required to successfully deliver the outcomes.

The council has introduced an internal board structure to oversee the fit for the future change programme which appears effective. Programme tracking and scrutinising of projects is crucial as the transformation journey is fundamental to the achievement of

the council's corporate priorities and the MTFP. Care must be given to the fact that the internal resources of this programme will be the same internal resources delivering business as usual activity and other delivery programmes which will create an issue with prioritisation. This will be one of the greatest issues that the leadership team will need to address.

## 2. Key recommendations

There are a number of observations and suggestions within the main section of the report. The following are the peer team's key recommendations to the council:

### 2.1 Recommendation 1: Co-design shared outcomes

Convene the city's anchor institutions to work together in developing shared outcomes and collectively drive how these are delivered and procured.

### 2.2 Recommendation 2: Prioritisation

Match the council's ambitious plans to the resources required for their delivery. Be deliberate about adding and removing projects when something new is added. Strategically sequence the council's projects. Look to upskill and agilely move around staff to resource priorities.

### 2.3 Recommendation 3: Corporate centre / Programme management office

Ensure there is corporate control on the many projects the council is progressing. Consider making permanent the current PMO structure and invest in the council's project management specialists. Look to upskill and equip staff with the necessary training for performance and project management. A team based within the corporate centre of the organisation should oversee the council's multiple projects including the fit for the future change projects, savings programme, capital programme and the IT improvements. This will help the council in maintaining a corporate grip on project progress and see developments in the round.

### 2.4 Recommendation 4: Performance management

The council should refresh its performance management framework in line with the new *Council Strategy*. This framework should be linked to outcomes. The council

should look to use data more intelligently to improve service quality. A consistent performance and data-driven culture needs to be embedded.

### **2.5 Recommendation 5: Communicating the regeneration**

The council should continue and go further with its inclusive economy campaign. Seeking to inform and demonstrate how the exciting regeneration projects can benefit all local residents.

### **2.6 Recommendation 6: Organisational structure**

When looking at the organisational structure the council should have an outcome-focused mindset, using its data to drive policy and performance. The council should use its resources flexibly to allow for agility in serving the delivery of projects. Recruitment, retention and progression should be at the forefront when considering an organisational structure.

### **2.7 Recommendation 7: Hybrid working / IT infrastructure**

The council's IT systems need to be improved; this is particularly important now most staff are remotely based. The council should look to put on more in-person events and team meetings, providing reasons for staff to come into the office. The team principles for hybrid working are important and should be refreshed and emphasised regularly.

### **2.8 Recommendation 8: Corporate Management Team (CMT) and Cabinet**

Forward plan meetings between the CMT and Cabinet to co-design policy and keep all Cabinet members informed of projects across the council.

### **2.9 Recommendation 9: Member development**

In preparing for the May 2024 member induction process, the council needs to strengthen its training provision for new and existing members. Training should also be developed for new and existing Cabinet members. An annual Cabinet development day should be considered. In strengthening the member development programme, the council is building capacity and expertise for the future.

### **2.10 Recommendation 10: The Oxford Model**



- As with any model of delivery it is important the council regularly and systematically assures itself it is getting value for money, quality of service and achievement of its intended outcomes. The council should look to benchmark itself with other councils with wholly owned companies and consider an independent review to gain assurance on value for money and service quality.
- Ensure there is an alignment between the *Council Strategy* and the business plans of the wholly owned companies.
- The council should strengthen its client arrangements. This would then act as a mechanism to prevent the escalation of operational matters to the shareholder.
- The council should deliver communications and dedicated training for all staff on the reasons for and the intended benefits of the Oxford Model. This will strengthen the organisation's understanding of the approach the council has taken.

### 3. Summary of the peer challenge approach

#### 3.1 The peer team

Peer challenges are delivered by experienced elected member and officer peers. The make-up of the peer team reflected the focus of the peer challenge and peers were selected on the basis of their relevant expertise. The peers were:

- Lead Peer: Mark Davies, Chief Executive, Lancaster City Council
- Labour Member Peer: Alan Waters, Former Leader, Norwich City Council
- Liberal Democrat Member Peer: Cllr Stuart Bray, Leader, Hinckley & Bosworth Borough Council
- Officer Peer: Tracie Langley, Chief Operating Officer and s.151 Officer, Cornwall Council
- Officer Peer: Rob Meldrum, Director of Financial Services, London Borough of Hounslow
- Officer Peer: Angela Woodhouse, Director of Strategy, Insight and Governance, Maidstone Borough Council

- LGA Peer Challenge Manager: Harry Parker

### 3.2 Scope and focus

The peer team considered the following five themes which form the core components of all Corporate Peer Challenges. These areas are critical to councils' performance and improvement.

1. **Local priorities and outcomes** - Are the council's priorities clear and informed by the local context? Is the council delivering effectively on its priorities?
2. **Organisational and place leadership** - Does the council provide effective local leadership? Are there good relationships with partner organisations and local communities?
3. **Governance and culture** - Are there clear and robust governance arrangements? Is there a culture of challenge and scrutiny?
4. **Financial planning and management** - Does the council have a grip on its current financial position? Does the council have a strategy and a plan to address its financial challenges?
5. **Capacity for improvement** - Is the organisation able to support delivery of local priorities? Does the council have the capacity to improve?

In addition to these themes, the council asked the peer team to provide observations and feedback on the council's wholly owned companies and investment portfolio and the council's fit for the future change programme designed to deliver cost savings and improve services. These are covered in the financial planning and management and capacity for improvement sections respectively.

### 3.3 The peer challenge process

Peer challenges are improvement focused; it is important to stress that this was not an inspection. The process is not designed to provide an in-depth or technical assessment of plans and proposals. The peer team used their experience and knowledge of local government to reflect on the information presented to them by people they met, things they saw and material that they read.

The peer team prepared by reviewing a range of documents and information in order to ensure they were familiar with the council and the challenges it is facing. The team then spent four days onsite at Oxford City Council, during which they:

- Gathered information and views from more than 65 meetings, in addition to further research and reading.
- Spoke to more than 130 people including a range of council staff together with members and external stakeholders.

This report provides a summary of the peer team's findings. In presenting feedback, they have done so as fellow local government officers and members.

## 4. Feedback

### 4.1 Local priorities and outcomes

Oxford is a globally recognised international city with a fast growing and dynamic economy. The city has a world-renowned university sector, medieval heritage and is the tourism gateway for the rest of Oxfordshire and the Cotswolds. The city receives approximately eight million annual visitors, generating £780m for the local economy<sup>2</sup>.

Oxford has one of the youngest populations in the country with a median average age of 31. There are more than 36,000 full-time students aged 16 years or over. The city is also one of the most ethnically diverse areas in the South East, with 46 per cent of residents identifying as an ethnic group other than White British<sup>3</sup>.

The characteristics of the city make the ambitious plans the council have a possibility. Oxford is experiencing a huge demand for science, technology and commercial space. At the same time, it has an acute housing crisis both in terms of availability and affordability. These factors pose challenges and offer opportunities to the council.

Oxford City Council is a very ambitious district council which is committed to its vision of: 'building a world-class city for everyone'. The council has an established *Council Strategy 2020 – 2024* which is complemented by an *Annual Business Plan* published

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<sup>2</sup> [https://www.oxford.gov.uk/download/downloads/id/2629/74\\_sustainable\\_tourism.pdf](https://www.oxford.gov.uk/download/downloads/id/2629/74_sustainable_tourism.pdf)

<sup>3</sup> [https://www.oxford.gov.uk/info/20131/population/459/oxfords\\_population](https://www.oxford.gov.uk/info/20131/population/459/oxfords_population)

each March setting out the actions and intended outcomes it will undertake that year, linked to the council's overarching priorities. The four council priorities to: enable an inclusive economy; support thriving communities; deliver more affordable housing and pursue a zero-carbon Oxford are well understood and are embedded in the decisions and work the council is progressing. The peer team were impressed at the extent the political message and corporate priorities were lived and breathed within the organisation, and indeed the recognition of these corporate priorities by the council's residents, partners and neighbouring councils.

The council is currently undertaking a refresh of its *Council Strategy* for the next four years. It is important to maintain the alignment to the *Oxford 2050 Vision* and the *MTFP* throughout this development. The peer team would also encourage the council when setting the revised strategy to focus on intended outcomes which would then drive collaborative behaviours across the organisation.

During the review, the peer team heard consistently that the council needs to prioritise the most important measures, as “*we [currently] try to do everything.*” While the peer team welcomed the strategic nature of the council priorities, the council should look to ensure the considerable number of actions and strategies that sit beneath it are suitably prioritised.

As part of the development of the new *Council Strategy*, the council's performance management framework should be refreshed. Corporate performance management should be improved with a framework providing rigour in tracking and scrutinising progress on delivering priorities. This refreshed performance framework should have a greater focus on outcomes as well as outputs.

The council's leadership recognise the need to improve in this area, embedding a performance culture organisation wide. The council should consider using [LG Inform](#) to benchmark its performance against other councils. Over time this could provide a basis for identifying areas of concern and deploying early intervention strategies. The council should also look at utilising specialised platforms such as Microsoft Power BI, implementing automations to bring forward consistency across the organisation.

An area where the council is leading the local government sector is on the net zero agenda. This was recognised at the *2023 Municipal Journal Awards* with the council winning the award for ‘Leadership in Responding to the Climate Emergency’.

In September 2019, Oxford City Council was the first local authority to host a citizens' assembly on climate, demonstrating its commitment to the cause and public consultation on the matter. Ambitious plans were generated and committed to as part of the assembly, such as reducing the council's carbon footprint to net zero by 2030. A legacy arrangement from the citizens' assembly was the establishment of the Zero Carbon Oxford Partnership (ZCOP), a partnership of Oxford's main institutions and large employers collectively committed to Oxford achieving zero-carbon status as a city by 2040.

The council have brought forward several projects to achieve net zero, including: the implementation of the public sector decarbonisation scheme, investment in renewable energy production and the electrification of the council's fleet of vehicles. An impressive example of delivery, which saw the council win the *2023 LGC Award* for 'Climate Response', was for the Energy Superhub Oxford, which is Europe's most powerful electric vehicle (EV) charging hub. EV infrastructure is a particular strength in the district, Oxford has the fifth largest number of EV charging devices per 100,000 people in England<sup>4</sup>.

Central to the council's leadership on net zero has been its commitment to partnership working. The council has worked in tandem with Oxfordshire County Council to bring forward the Zero Emission Zone (ZEZ) pilot. The ZEZ was introduced in February 2022 and charges all diesel and petrol vehicles entering the zone between 7am - 7pm. Joint working with the County Council on the pilot scheme's planning, engagement and communications was essential in the roll out and continues to be pivotal.

The wide-ranging measures and often politically brave decisions the council have undertaken underlines its commitment to significantly reduce air pollution and carbon, improve people's health and shift transport away from fossil fuels.

Along with every urban centre in the UK, Oxford has considerable inequalities: both in terms of income and life expectancy. The council recognises this: "*we're one of the most unequal cities in the country.*" This is demonstrated with the Index of Multiple Deprivation recording that 10 out of the 83 neighbourhoods in Oxford are among the

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<sup>4</sup> <https://www.endsreport.com/article/1823072/fantastic-achievement-oxford-named-englands-greenest-city>

20 per cent most deprived nationally<sup>5</sup>.

The council has a strong and evidenced commitment to tackling inequality and its causes. The council have successfully implemented the [Oxford Living Wage](#), which has been set at 95 per cent of the London Living Wage. The council and its companies pay this, and the council is influencing local businesses to participate in the scheme and encourages payment of the living wage in all procurements.

The inequality in the city clearly plays out when looking at housing affordability. In 2022, Oxford was named the UK's least affordable city for housing, at 15.1 times the average salary, compared to 9.9 at the national average and 14.2 in London<sup>6</sup>.

The council has ambitious plans for new homes, with a rolling target for 1,600 over the next four years. There are impressive examples of housing delivery such as Barton Park, a council joint venture with Grosvenor which has delivered 885 homes, 50 per cent of which are affordable.

A central part to delivering the ambitious house building numbers is through the council's wholly owned housing company, OX Place. The council set up the company in 2016 to increase the supply of social housing in the city in a cost-effective way. To date, OX Place has delivered 321 homes, with a further 1,600 homes in its forward pipeline. As part of the council's Housing Revenue Account (HRA) business plan the council will purchase 1,214 properties from OX Place over a 10-year development programme.

The council owns a stock of just over 7,800 properties, which is set to increase with the HRA purchases. This expansion will involve significant capital investment and associated borrowing over the next 10 years. With this projected level of activity, the company's project planning needs to be commensurate with business plans. This is especially important given the troubling economic environment with increased construction costs and higher interest rates.

The council has commissioned a stock condition survey which will help in informing the medium to long term capital programme. The council are aware of the need for estate improvements to maintain compliance with the Decent Homes Standard and

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<sup>5</sup> [https://www.oxford.gov.uk/info/20131/population/459/oxfords\\_population](https://www.oxford.gov.uk/info/20131/population/459/oxfords_population)

<sup>6</sup> <https://data-tool.centreforcities.org/data-tool/#graph=table&city=show-all&indicator=housing-affordability-ratiosingle2019&tableOrder=tableOrder1.1>

to improve the energy efficiency of its stock.

In 2022 the council commissioned Acuity to carry out a Tenants' Satisfaction Survey. This found that:

*“Oxford City Council compares well with other landlords. Satisfaction on most of the key measures ... are above the median. However, it falls below the median on ... satisfaction with overall services (6 per cent below) and listening to views and acting upon them (5 per cent below).”*

Whilst overall satisfaction is above average, areas for improvement were identified, particularly around historical repairs and maintenance issues. The council have developed an action plan in response to the survey and should continue to progress these as it strives to be an effective corporate landlord.

Oxford City Council have followed good practice with its introduction of a house in multiple occupation (HMO) licensing and a selective licensing scheme for the whole private rented sector where more than 10,000 applications have been received. Both schemes demonstrate the council's commitment to improve the housing conditions in the rented sector.

#### **4.2 Organisational and place leadership**

Oxford City Council benefits from strong and effective leadership which is delivering for residents. The council has talented and passionate officers and members who are committed to delivering on the council's priorities. The Leader has demonstrated personal knowledge of local communities and her stable and committed leadership style is recognised across the council and by partners. The Leader has an active presence within national political structures, including being the Labour Group Leader and Vice Chair of the District Councils' Network.

The peer team picked up on the collective leadership which was demonstrated by the Cabinet and the CMT. Both are effectively led by the Leader and Chief Executive respectively. They are respected by partners and have a clear set of priorities. Both take on leadership roles beyond the confines of the council and effectively manage their internal and external facing roles.

The CMT appear to operate openly and effectively with appropriate levels of challenge and influence collectively and individually. There is a healthy tension

between the three statutory officers, a good indicator of strong governance. The council's senior managers are respected both within the council and with external partners.

The council recognises the importance of communications, it has invested and prioritised the function. Capacity is linked to the council priorities, with a mix of internal and external communications officers.

The Chief Executive is conscious of the need to engage with staff and is committed to doing this in a variety of ways, for example the leadership conversations. The peer team commends this visible leadership; however, it was commented on during the CPC that the visibility of the wider CMT could be improved.

A further area which can be improved, one where the council has already committed to updating, is the internal intranet. Regular internal communications are developed such as the weekly connected council bulletin. Not atypical for internal bulletins the read-through rate is quite low, the council should consider using other modes of communication such as utilising video and short clips.

The council described itself to the peer team as a 'campaigning organisation', there are several examples of this, such as the #OxfordNeedsHomes campaign. The council has sought to be an influencing organisation, which it definitely can be with the innovative practice it has delivered, particularly around net zero. However, the council will need to be proactive in responding to the level of interest and external challenge being a campaigning council can generate.

The council would benefit from a single core function, overseeing the multiple projects across the council providing corporate control and grip. By bringing together the council's project managers, business intelligence unit and the PMO the council can strengthen oversight, utilising project management experts to have the greatest impact. The peer team heard that at present project and performance management "*has not been unleashed*" to its full potential.

This central function should oversee the multiple council projects including: the fit for the future change programme, the savings programme, capital programme and the IT improvements. This would enable project managers to identify the inter-dependencies between projects and provide clear identification of any pinch points or duplication. It would also mean robust project management methodologies can be



applied across the organisation, scrutinising progress, minimising project slippage and being more confident about delivery of required outcomes.

In November 2022, Oxford City Council published its new procurement strategy. Within this it sought to embed the council's commitment to community wealth building and delivery of social value through procurement. Innovative commissioning has been demonstrated by the council, a good example is the [EV Dynamic Purchasing System \(DPS\)](#). Some good working has been carried out looking at a more joined-up approach to procurement across the public sector including the NHS and other district councils. The council should look to leverage the good relationships it has with its partners.

Oxford City Council is a trusted and valued partner. The council is committed to working in partnerships and in many instances, both convenes and chairs these, examples include the FOP and the Fast Growth Cities.

The council recognises that the delivery of the council's considerable ambition requires collaboration with partners. The peer team heard that where organisations' individual priorities align, partners collaborate effectively to progress these. The peer team would encourage the council to take this one step further and convene partners to co-design from the outset shared outcomes and drive how these are delivered and procured collectively.

The FOP has a role here, for 2023/24 Oxford City Council's Leader is chairing the partnership. Previously when Oxfordshire had success in securing external funding, it spoke with a unified voice, in doing so achieving the Housing and Growth Deal worth £215m. Oxford City Council can be a leading light in bringing partners together, championing the cause for investment in the county. The County Council and other districts recognise the value of the city council: *"partnerships would collapse ... Oxford is the de facto driving force."*

There are though, challenges for county-wide working, particularly around the alignment on a vision for house building and growth. The council's 2036 Local Plan identifies an additional housing need of 28,000 units, there is capacity within the district for 11,000, leaving an unmet need of 17,000. The Oxfordshire Plan 2050, a strategic housing and infrastructure plan for the county, was unable to reach agreement in August 2022. Despite this ending, it is very important the council

continues to actively co-ordinate and co-operate with neighbouring local planning authorities. This is particularly important given the level of unmet need. The council should look to leverage support from willing districts to align growth plans and work in partnership with the County Council in helping to secure infrastructure funding.

In August 2022 the council, working with partners, were successful in securing £161m for upgrades at Oxford station, which is a crucial part of the wider West End redevelopment. The scale of the planned regeneration is significant and exemplifies the convening powers of the council, demonstrating on a large scale the opportunities that are being enabled through partnership working. The mixed-use development with residential, science, technology and office space is an exciting prospect, one which is needed given the demand for growth.

Oxford has an unrivalled level of intellectual capital and wealth in the broadest sense and key anchor institutions have an important role to play to maximise the opportunities this affords. The council should continue to act as a place led convenor for these anchor institutions, establishing focus on shared outcomes, utilising each other's capacity and expertise. Areas where this should be continued and developed further include on net zero, procurement and tackling inequalities.

Recent management changes at other key partner organisations present opportunities to expand collaboration. An area which was mentioned to the peer team was looking at the collective public estate. In doing so, reviewing capital programmes and consider an asset mapping exercise. The council should look at restarting its [One Public Estate partnership](#) as a governance mechanism and as a potential funding stream.

The peer team were impressed by the clear exposition by members and officers that the council's regeneration plans are people-focused and linked to the priority of tackling inequality. This though will be a challenge as there is still the feeling of a 'tale of two cities' with ambitious regeneration in the city centre at the same time as deprivation and the impact of the cost-of-living crisis being felt throughout the city boundaries. The council should continue and go further with its inclusive economy and growth campaigning, seeking to inform and demonstrate how the exciting regeneration projects can benefit all residents.

The council has worked closely with the County Council's public health team to carry

out four in-depth community ward profiles, these are asset-based to help inform bespoke decision making for each distinct place. For example, the community ward profile has played an important part in the master planning for the regeneration in Blackbird Leys.

Technical delivery in the council's planning department is strong. The peer team heard during the CPC though that there could be improvements in customer service, particularly around pre-application consultation. Whilst this is time consuming, effective customer management and engagement can lead to better applications and stronger overall outcomes.

The council is in the process of reimagining its leisure provision, moving towards an integrated health and wellbeing offer. This aligns with the vision of key partners like the NHS and the County Council: looking at preventative health measures and youth services. This demonstrates the council's willingness to invest and operate beyond its statutory remit. A good example of this is the council's success in being awarded £1.3m from the Youth Investment Fund, a bid which was led by the council on behalf of partners.

#### **4.3 Governance and culture**

Good working relationships between members and officers is a characteristic of Oxford City Council. These relationships are built on mutual respect, with a shared understanding of their different roles and responsibilities.

The council benefits from a diverse and talented set of members. The peer team heard of constructive and respectful debate between the different political groups. The council's Cabinet is a varied grouping in terms of age, gender and ethnicity, a leadership group who appear to operate effectively with portfolios aligned to intended outcomes.

The peer team heard from a variety of sources that there would be value in refreshing the informal CMT and Cabinet meetings. These should be refocused and forward planned to provide the necessary space to co-design policy and keep all Cabinet members informed of projects across the council.

Scrutiny is well regarded in the council, there is a commitment to pre-decision scrutiny which adds value to the quality of decision making. The peer team thought

the alignment of the scrutiny panels to priority areas, such as the Climate and Environment Panel and Housing and Homelessness Panel, was good practice. Members feel that they receive good support from officers for scrutiny activities.

The council's Audit and Governance Committee appears to operate effectively, focused on corporate risks and not on operational detail. More generally the peer team were impressed by the council's established risk framework, with a good understanding of the major risks and mitigations in place.

There is a developing challenge that the high number of programmes and projects, as well as the business-as-usual activity, that are being managed in different parts of the organisation, will start to compete for the same internal delivery resources. This will then impact on delivery of key programmes of change and the reporting to the Audit and Governance and Overview and Scrutiny committees will become disjointed. As mentioned earlier, a central PMO with single reporting would reduce this risk.

The peer team would encourage the council to carry out a best practice review of the current member training offer and introduce a fully structured development programme ahead of the May 2024 election. Member training currently sits under the Standards Committee, the peer team feel the council should consider establishing a member working group to oversee and influence the updated offer. The Local Government Association (LGA) can support and compliment a refreshed member development programme.

The training provision should include focused and timely support for specific roles, such as for new Cabinet members and committee chairs. The council should consider an annual Cabinet development day, building capacity and expertise for the future.

A consistent theme throughout the CPC was the need for the council to prioritise the implementation of a member casework system. This would help members keep track of enquiries and respond in a timely way. It would also allow for this source of information to be captured and persistent issues highlighted.

The peer team heard during the CPC that the council's internal processes can at times appear unwieldy. It is sensible for any organisation to regularly review and rationalise internal bureaucracy, meetings, boards and committees to ensure they all

serve a current purpose and add value.

Oxford City Council is a good employer, staff are clearly proud and passionate to work for the council. Officers feel empowered and supported by the council to do their best for the organisation and the city it serves. The council carried out a staff survey in February 2023, the results from this were broadly positive with an overall engagement (satisfaction) score of 82 per cent.

The importance of EDI is recognised at the council. The equalities steering group has an important role to play, which is chaired by the Executive Director for Communities and People. There are good reporting links from this group to CMT and the political leadership. The council enhanced its inclusive leadership ethos with the launch of its Anti-Racism Charter which seeks to address institutional racism and hate crime in the city of Oxford.

The council has a few successful staff networks. The peer team would encourage the council to look to increase the number of networks and put in place senior management sponsors. This would help the organisation to celebrate the council and the city's diversity further.

#### **4.4 Financial planning and management**

The council has a well-resourced and effective finance function. This is led by a capable, experienced and well-respected Section 151 Officer. There is a good understanding of the council's financial position across the council. The commercial approach the council has taken has lessened the dependency on core grant and council tax income. With the economic climate and the challenges all councils are facing, ambitious savings and service redesign will be needed in future years.

The peer team agrees with the external auditor that the council's budget processes and financial reporting are of a good standard. Integrated financial and performance reports are considered by Cabinet and Overview and Scrutiny on a quarterly basis.

For the 2023/24 budget the council increased council tax by 2.99 per cent. To balance the budget the council has projected £4m to be brought in through efficiencies and increases in sales, fees and charges. Additional budget pressures have meant a draw on £1.3m from reserves, which in the short term is manageable. Based on current available figures, the council has earmarked reserves and balances

of around £50m although suffice to say that only around £11 million is unallocated or unearmarked.

The council's *MTFP* is broadly balanced over the next four years. This though is dependent on the council achieving target returns from its local authority owned companies, maintaining and growing income from its commercial properties, car parking and other sources while achieving savings of £3.3m through transformation. The *MTFP* highlights other key risks including managing the impact of increased interest rates which potentially affects the viability of capital schemes as well as the capacity within the council group of delivering a capital programme of £767m.

The size of the council's capital programme is very large, particularly for a district council. There are several risks associated with capital programmes of this size, especially with rising construction costs and interest rates. The council will face a challenge in delivering the capital programme, especially given significant slippage in previous years. In 2021/22, 42 per cent of the programme was delivered and it was projected for 2022/23 just 40 per cent would be delivered. A large capital programme is another example of the council's considerable ambition; however, the peer team would question whether there is a gap between the level of ambition and the capacity and resources within the council group.

To date, the council has predominantly used internal borrowing, therefore the Minimum Revenue Provision (MRP) costs are managed. There are plans in the *MTFP* to borrow from the Public Works Loan Board where rising interest rates could have significant implications.

A key element to the delivery of the council's *MTFP* is the successful receipt of dividends and interest payments from the wholly owned companies. OX Place is forecast to deliver £15m worth of dividends by 2026/27. Up until now, only two dividends have been received, both from Oxford Direct Services (ODS), and these have been c.£5m below the planned level. The COVID-19 pandemic disrupted progress and impacted the level of income generated. To ensure the successful receipt of future dividends accurate and timely information will be required to manage this risk and enable the shareholder to effectively scrutinise progress. ODS is due to provide dividends of £14m over the *MTFP*.

Under the Oxford Model the council borrows to finance the activities of OX Place,

lending the money on to the company at a 'subsidy control' compliant interest rate. Approximately £82m has been advanced in 2023/24 to date and this is forecast to rise to £121m by 2026/27. To date this has been financed by internal borrowing with no recourse to external borrowing undertaken by the council, although this position is likely to change over the medium to long term. Interest payments, including the appropriate uplift for subsidy control, provides a financial return to the council for providing this facility.

The council's legacy of considerable assets has been essential to the council balancing its finances. The council receives £12m annually from its commercial assets. Given the importance of the commercial properties the peer team would encourage the council to invest in a dedicated asset management system. At present properties are being managed across multiple spreadsheets. An effective system would optimise the estate management process, providing clearer insight on the assets' condition and income level.

A further way the council is generating income is by being contracted by other councils to deliver services. For example, the council's Home Improvement Agency is delivering home adaptations and repairs for clients on behalf of South Oxfordshire District Council and Vale of the White Horse District Council bringing in £1.4m of income.

The council's accounts for 2021/22 are yet to be signed off by the external auditor. The reason for the delay was due to difficulties in preparations of the statements related to ODS which has held up the production of its account and consequently the Group position of the council. The ODS accounts delay was mainly caused by problems with the implementation of the new housing management system, QL. It is important that the council and its companies learn the lessons from the errors in implementing this system, particularly when considering the wider fit for the future change programme.

Oxford City Council has developed a commercially focused approach to achieve the ethical and social values of the council and deliver the council's agreed outcomes, something which the council calls 'The Oxford Model'. A key element of the Oxford Model is to maintain and grow income from a variety of internal sources. These include rent from its commercial properties, dividends and interest on loans from its

local authority owned companies, car parking income and other service income.

The Oxford Model has generated several positive outcomes, these include the considerable level of commercial income generated which has enabled the council to protect services. The peer team agree with the external auditors that the council is forward-thinking in terms of its commerciality. However, depending on commercial income to protect services will become more challenging as commercial income becomes more difficult to grow.

A strength of the model is the 'circular economy' benefit, with the retention of wealth within the city council group. The council will need to give the companies room to grow and succeed which may need a continual review of the governance and financial arrangements. Concentrating on ensuring that there is a robust business plan in place which is consistently delivered will be key for the successful delivery and growth of dividends back to the council.

Through the establishment of The Oxford Model, it is clear that it has been set up to be as near to direct service delivery as a commercial vehicle could be. Examples of this include staff's terms and conditions as well as the shared ethical and social values. Given how the council has established the companies, as close to direct provision as possible, a tension has been created and caution is required to not fetter the company from operating at its full potential through acting as an independent and commercial entity. The challenge for the council is to achieve more commercial flexibility without compromising the ethical values of the Oxford Model.

As the council proceeds with the refresh of its *Council Strategy* it is essential it looks for closer alignment with the companies' business plans, the *MTFP* and the HRA strategy. This is particularly important around shared priorities and effective planning for future borrowing.

Clear key performance indicators are a necessity so the shareholder can monitor and scrutinise to drive performance in the companies and ensure dividend payments are forthcoming. More generally client arrangements can be improved which are dependent on the strength of relationships. Healthy and robust client arrangements can prevent the escalation of operational matters to the shareholder.

The governance arrangements for the council companies appear robust, with the companies following [CIPFA good practice guidance on Local Authority Trading](#)



## Companies.

The council should look to update its training provision for members and officers when in a shareholder capacity. This would support them in having an adequate understanding of each other's roles and responsibilities ensuring Companies Act compliance.

During the CPC the peer team heard from a variety of sources that the council and the companies would equally benefit from an analysis of operating through ODS, so these can be clearly expressed and understood by all parties.

Linked to this, an area where there is room for improvement is to review and ensure there are clear communications about what the Oxford Model is, the reasons for it and the intended benefits. At present, there is a patchy understanding across the organisation, the council should consider delivering a programme of training for members and officers on the Oxford Model and its rationale.

### **4.5 Capacity for improvement**

The council is progressing its overarching transformation programme, which is entitled, the 'Fit for the Future' change programme. This programme seeks to modernise service delivery to achieve efficiencies and improved outcomes for citizens through better use of technology, service redesign, with a heavy focus on people development and culture change. £2m of ongoing savings from 2026/27 have been attributed to the change programme and have been included within the *MTFP*.

The council has adopted an interesting board governance structure for overseeing the fit for the future programme. Programmes are led by heads of service away from their traditional areas of expertise to embed organisational acceptance. The peer team heard reflections from officers that this governance approach feels effective in surfacing and addressing challenges whilst ensuring accountability for delivery.

Alongside the board governance structure, the council have brought forward a change agent network of officers at a variety of levels in the organisation. This is essentially a 'change champion' network and reflects good practice in implementing organisational transformation.

The principles of the fit for the future change programme appear sound. The peer team would encourage the council though to ensure that the transformation

programme is sequenced in a way that will ensure that the most impactful and important outcomes are delivered early and continually question what outcomes the changes are going to deliver.

Throughout the CPC the peer team heard concerns about the organisation's capacity to achieve its level of ambition. It is a necessity to be deliberate about adding and removing projects to enable progress in line with capacity. Strategically sequencing projects for delivery to avoid bottlenecks is an important step which will release capacity. The peer team would also encourage the council to agilely move staff around to service its priorities.

When considering the organisational structure, the peer team would encourage the council to make sure an outcome focused mindset is adopted, implementing a structure which is optimal for the delivery of the council's priorities. When thinking about the structure, the council leadership should have the recruitment, retention and progression of staff in mind.

The council is committed to carrying out a pay and grading review which is an important measure. The council has commissioned an external review of the council's pay data, carrying out a benchmarking exercise with other public sector employers. Staff are aware of the impending review of pay and grading, it is important clear and consistent communications are delivered regarding this.

The whole local government sector is finding recruitment and retention of professional staff extremely difficult. The peer team heard during the CPC that the council has struggled to compete in terms of pay in comparison to similar authorities which is compounding the recruitment challenges. This said though, the peer team heard from officers that the culture at Oxford City Council is a large pull factor, the council should consider how this can best be communicated in a campaign to address vacancies.

The council should look to build on the good work of establishing apprenticeship programmes in planning and environmental health. Consideration should be given to appointing more apprentices across the organisation and looking to participate in graduate schemes as well. This would help the council in 'growing its own' expertise.

The council is in the process of introducing a new programme entitled candid and caring, moving the organisation into a place where honest conversations about

organisational performance are routine. At present there is an inconsistent approach to appraisals. The peer team would recommend the council introduces a refreshed outcome focused appraisal process in line with the new *Council Strategy*. Human Resources has an important role to play to ensure organisational consistency and compliance. A robust appraisal process would assist the council in embedding a performance culture.

The council has embraced remote working, with most staff working full time from home. This is partly down to decisions made to reduce the council's office footprint, and as a result there is now very limited space for staff who wish to work in the office. The majority of the staff the peer team spoke to enjoy the ability to work from home and the flexibility this affords them. The peer team did hear though, that: "*more face-to-face*" working with in person events and team meetings would be welcomed. The value of office working, in terms of providing peer support and development, particularly for new starters remains current. The council have brought in team principles for how often staff should be in the office, these are important and should be refreshed and emphasised regularly.

The council's IT infrastructure is even more important given how remote focused the council are. Hybrid technology and systems need improving, including around a full migration to Microsoft Office and addressing connectivity issues in the Town Hall.

## 5. Next steps

It is recognised that senior political and managerial leadership will want to consider, discuss and reflect on these findings.

Both the peer team and the LGA are keen to build on the relationships formed through the peer challenge. The CPC process includes a one-day onsite progress review, which provides space for the council's senior leadership to update peers on its progress against the action plan and discuss next steps.

In the meantime, Will Brooks, Principal Adviser for the South East, is the main contact between the council and the Local Government Association. Will is available to discuss any further support the council requires – [william.brooks@local.gov.uk](mailto:william.brooks@local.gov.uk).

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## Appendix 2



# LGA case study template

Date: 20-06-23

Local authority: Oxford City Council

Submitted by: Krista Middleton

**Case study title: Oxford City Council's solution to procuring electric vehicle infrastructure: The EV Dynamic Purchasing System (DPS)**

### Case study synopsis (100 words):

Built on Oxford City Council's learning, the EV DPS is a robust and reliable solution to simply and quickly procure electric vehicle infrastructure and energy storage solutions. The EV DPS is free to use and open to all UK Public Sector Organisations. It includes a clear and flexible process along with multiple templates to guide organisations with on-hand support from a hybrid team of procurement and EV implementation specialists.

### The challenge:

With the increasing uptake of EVs and the introduction of ambitious decarbonisation goals Local Authorities (LAs) need to provide EV charging infrastructure quickly. However, as a relatively new and rapidly growing market, with ever-changing business models, procuring in this area can be resource intensive, costly and complex. Those procuring face multiple technical solutions, installation methods, regulatory and statutory standards and a myriad of different companies to achieve a cogent EV charging solution. The procurement of EV infrastructure shouldn't present a barrier to delivery and the EV DP simplifies this process.

Providing accessible EV charging provision is essential to EV uptake to ensure zero-carbon goals can be met; in 2020, UK domestic transport accounted for 24% of CO2 emissions. In Oxfordshire, where EV sales are the highest in the UK, some 16000 fossil fuel cars need to transition to EVs by 2026 alone to meet Oxford City Council's zero carbon goals. The ramping up of EV charging infrastructure is huge for our region and for organisations who have yet to embark on this journey, this ramp-up is even steeper.

## The solution:

The EV DPS began as a tender for the second stage of Oxford City Council's Go Ultra Low project. It quickly became clear that the speed of market and technological development meant this was more complex than anticipated. This process would need to be repeated for each future EV project for Oxford City Council and, owing to the need to deploy EV infrastructure to meet UK Government targets, other Public Sector Organisations (PSOs) would encounter the same challenges. Therefore, a cross-discipline team of Council procurement and EV implementation experts, with external EV and legal contract experts was created to develop a route to market available to all PSOs in the UK, the EV DPS.

The EV DPS is separated into 9 distinct Lots spanning the whole lifecycle of EV implementation from consultancy, battery storage to full turn-key solutions. This ensures the EV DPS is accessible to innovative companies and SMEs and drives the quality of supplier bids as tenders can be more targeted.

To successfully enrol on the EV DPS, suppliers must meet a comprehensive set of stringent quality, technological and contractual criteria ensuring all suppliers are able to respond to government funding initiatives as well as statutory and regulatory standards. These criteria reduce the need for LAs using the EV DPS to have subject matter knowledge. The EV DPS is also carefully designed to mitigate the risks of procuring in this rapidly growing and ever-changing market. LAs using the EV DPS can also be secure in the knowledge that all bids are received from reputable companies.

These enrolment requirements were created with help from external EV legal specialists. At the point of enrolment, compliance to all the criteria is recorded on our Compliance Tracker along with any evidence supplied and certification expiration dates. This information is provided to LAs during the evaluation stage to reduce the workload on users.

The EV DPS is always open to new suppliers ensuring access to the latest technologies and companies. It also presents an opportunity for PSOs to refer any local companies to enrol on the EV DPS before advertising their tender. It is also business model agnostic and includes concession contract options in Lots 1 and 2. With no requirement for an Alcatel period, procurement can be as quick as 10 days.

Lack of revenue funding is a key issue for LAs; using the EV DPS staff can use guidance documents, legal and contractual templates, and access on-hand support from the EV DPS team to reduce their administrative burden. The EV DPS team can even run the procurement process on their procurement portal.

## The impact (including cost savings/income generated if applicable):

To date, just under 4000 charge points have been procured through the EV DPS by 11 local authorities spanning the UK. With over 40 public sector bodies signed up already, this number is set to grow, helping the nation reach its net zero goals. To date, the

total contract value procured through the EV DPS is over £23m. The ongoing operation of the EV DPS is funded through a small rebate (currently 0.7%) paid by the supplier on contract award. To make sure the EV DPS is accessible to start-ups and SMEs the rebate is paid at agreed milestones throughout the contract.

## How is the new approach being sustained?:

The EV DPS team are in ongoing dialogues with BEIS, UK Innovate and OZEV to stay on top of and feed into the adapting legislation. The EV DPS continues to improve and develop in response to feedback from users and new funding options. In line with LEVI, concession contracts have become more desirable, as such, working with Cenex, EST, PA Consulting and Freeths, the EV DPS team developed a specialised call-off template for concession contracts to strengthen the use of the EV DPS for this type of business model.

## Lessons learned:

The procurement process for EVI is complex, and the EV DPS team have learned over time the huge variation in knowledge and resource in LAs to tackle this area of procurement. As a result, the team have continued to build support guides and templates to help PSOs navigate their way through. Local Authority's particularly engage with the EV DPS team as there is a shared experience and mutual trust. Our experience of deploying EV infrastructure since 2017 means we can share our pitfalls as well as our successes and so disseminate good practice. Additionally, we connect LAs with each other if there are similarities in approach or where one may learn from another.

Lastly, we conduct an annual review of our EV DPs with our external legal team as well as our own DPS team to ensure it remains robust, fit for purpose and to market test the rebate percentage to ensure it remains appropriate.

## Contact:

[dps@oxford.gov.uk](mailto:dps@oxford.gov.uk)

[www.oxford.gov.uk/ev-dps](http://www.oxford.gov.uk/ev-dps)

## Links to relevant documents:



EVI DPS Access  
Agreement.docx

**Please attach any imagery associated with your case study  
and send your completed template to  
webmaster@local.gov.uk.**



# LGA case study template

**Date:** 26<sup>th</sup> June 2023

**Local authority:** Oxford City Council

**Submitted by:** Mili Kalia

**Case study title:**

Developing the Oxford City Council's Equality, Diversity, and Inclusion (EDI) strategy: an inclusive approach to understanding complex inequalities in our communities

**Case study synopsis (100 words):**

Oxford City Council developed a comprehensive 4-strand EDI strategy based on [Equalities Framework for Local Government](#), the Council's key corporate priorities (inclusive economy, affordable housing, thriving communities, and tackle climate change) and systematic analysis of conversations and focus groups with communities and partners. It aims to go beyond performing our Public Sector Duty (Equality Act 2010) and embed inclusive practices such as 'doing with, not to our communities', mindful learning, and diversify how we measure impact. In doing so, we are empowering communities, partners, and staff to work with us to shape a unique relationship based on transparency, visibility, reciprocity, person and community driven action, and empathetic understanding.

**The challenge:**

The Oxford City Council has always championed inclusion and valued the diversity in Oxford. However, over the years it has become clear that the city of Oxford is full of contradictions. One such contradiction, driving the development and workings of our strategy is the fact that even though Oxford's economy is thriving and resilient, there are grave and persistent systemic inequalities, disproportionately and adversely impacting certain areas, communities, and people, especially some minoritised groups.

Oxford is the second most unequal city in the U.K. Average house prices in Oxford are over £500,000, 17.3 times the average earnings. After housing costs, 1 in 4 children live below the poverty line. These figures depict troubling economic inequalities. But not everyone is experiencing these inequalities uniformly, especially amongst minoritised groups. The 2021 census reports that 17% of its residents self-identified as non-British. There has been a notable increase in residents self-identifying as Pakistani, followed by Indian and

Chinese. This diversity brings cultural richness, varied skills and unique practices and perspectives. However, ethnic minorities in Britain also experience significant disadvantages. According to the Runnymede Trust, on average, ethnic minority households have less wealth than the White British household. Alarming, 46% of ethnic minority children in Britain are living in poverty. Consequently, it is likely that minoritised household in Oxford also face multiple barriers that needs wholistic, joint-up and targeted attention.

Based on some insights and data we identified three challenges. First, persistent disproportional growth within Oxford indicated to us that there were complex systemic issues at play. Despite existing statistics, it was unclear how our communities and people were encountering, responding, and managing social barriers to opportunities. Second, we needed to get a better understanding of what the Council could do better or different to support and bring about long-term sustainable inclusive change by embracing city's diversity and community networks. Finally, how do we measure impact of our policies, decisions made and work with communities.

### **The solution:**

With significant gaps in our understanding on how people and communities manage inequalities, how to measure the impact our work to build on our strengths and learn how to do things better; we launched an inclusive engagement and analysis programme to capture voices from various communities in 2020.

First, an initial focus groups was held to help inform the development of key areas of work. Second, a linked consultation process began to embed equalities within the 2021 council grant review process. Third, as a series of learning sessions focussed on different aspects of the issues raised in the focus groups and consultations. Finally, via meetings of the Equalities Steering Group which governed the drafting of the Equality, Diversity and Inclusion Strategy and associated Equalities Impact Assessment. The initial scoping of the impact of the strategy was done via online focus groups, which were attended by a cross-section of members, officers, equalities ambassadors, and community leaders with relevant protected characteristics and lived experience. Key community representatives included— Black, Asian and Minority Ethnic and Race Advisory Group (14th September 2020); Black, Asian and Minority Ethnic Women and Talent Development (15th September 2020); Black, Asian and Minority Ethnicity and Faith (16th September 2020); Age, Mental Health and Shielding (18th September 2020); and LGBTQIA+ (25th September 2020).

In addition to series of external consultations we also included voices of 50 diverse staff members across the Council. Weekly learning sessions were held to gather feedback from attendees with a focus on aspects of equalities including Anti-racism; Dyslexia and Neuro-diverse learning; Food Poverty; The Toll of the Pandemic on Children and Young People; Health Impact

Assessments. These learning sessions were attended by locality staff and officers from a range of service areas, partners such as social landlords, community groups, alongside other speakers. The invite list includes over 120 people who would self-select the sessions they attended according to their expertise, area of interest and continuous professional development.

The approach to including the voices of our communities were systematic and widespread. The goal was to provide various avenues for individuals to engage and contribute in safe spaces to have challenging but critical conversations.

**The impact (including cost savings/income generated if applicable):**

Four key impacts have been noted; first, we recognised the latent power of community groups and staff networks in mobilising resources in unique and relevant ways and how we can support communities through our work. Second, we are developing close working partnerships with key stakeholders such as Faith Leaders and Culture Partnership. These partnerships are becoming a bustling ecosystem of critical information, knowledge, and suggestions. Third, the establishment of the Equalities Steering Group not only informs policies and processes through the lens of equality but is also instrumental in bringing about a wider cultural change within the Council. Finally, and most crucially, key themes around housing, community grant funding, siloed communities, communities' access to money, racism, access, and lack of safe spaces were identified as key actions to take.

**How is the new approach being sustained?**

To ensure that our work stays aligned to needs of our communities and community voices are fully included in our decision making, we are focusing on a leadership ethos that stresses— equality is everyone's business, and no one person can bring about systemic change in isolation. To foster this ethos, we established the Equalities Steering Group (ESG) chaired by the Executive Director for Communities and People Members. Each quarter the ESG updates the Corporate Management Team (CMT) and the Council leaders. Members represent every service area within the council, council companies, and the Union. In addition to managing projects, the ESG is a safe space where members can learn from each other's expertise and lived experiences. Members hold each other accountable, challenge assumptions, eliminate barriers, and ensure that equalities work is integrated across the council. Two full-time EDI specialists (Workforce EDI Specialist and Communities EDI Lead) were hired to support and provide expertise in ongoing EDI work within and outside the council.

Our Inclusive leadership ethos is most visible in the launch of the Anti-Racism Charter, not just as a response to political and community sentiments after the tragic loss of George Floyd, but to address issues raised in the consultation around institutional racism and increase in hate crime in Oxford. We are the UK's first city to bring together definitions of Anti-Semitism, Islamophobia, and Anti-black racism in one place to hold ourselves accountable and have difficult conversations. Supported and ratified by leaders, stakeholders, and residents,

we aim to “help build a city, free of racism, and that advances equality of opportunity”.

**Lessons learned:**

We are still learning from this piece of work, however, the biggest lessons that we have learnt so far is that we must champion and prioritize lived experiences, adopting simplicity in our work and communication style to understand and engage inclusively with our residents, communities, and staff, and become comfortable with constant change and learn and respond strategically to the needs and experiences of our residents and communities.

**Contact: Mili Kalia (EDI Lead) [mikalia@oxford.gov.uk](mailto:mikalia@oxford.gov.uk)**

**Links to relevant documents:**

- 1) [Oxford City Council Strategy 2020-2024](#)
- 2) [Oxford City Council Equality, Diversity, and Inclusion Strategy](#)
  - a. [Full Equality Impact Assessment](#), Equality, Diversity and Inclusion Strategy, Cabinet Report, 2<sup>nd</sup> March 2022.
- 3) [Oxford Population Statistics](#) (Census 2021)
- 4) [Thriving Communities Strategy 2023-2027](#)
  - a. [Full Equality Impact Assessment](#), Thriving Community Strategy- Cabinet Report, 5<sup>th</sup> December 2022.
- 5) [Oxford City’s Anti-racism Charter](#) (9<sup>th</sup> August 2019)

**Please attach any imagery associated with your case study and send your completed template to [webmaster@local.gov.uk](mailto:webmaster@local.gov.uk).**

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

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### **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 Leys 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:

1. **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:

1. **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:

1. **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 31<sup>st</sup> 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 31<sup>st</sup> 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 31<sup>st</sup> 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 31<sup>st</sup> 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:

1. **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:

1. **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.*



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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