

# Agenda

## Scrutiny Committee

This meeting will be held on:

Date: **Tuesday 5 September 2023**

Time: **6.00 pm**

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

**For further information** please contact:

Lucy Brown, Committee and Member Services Officer

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

## **Membership**

### **City Councillors**

Councillor Lucy Pegg (Chair)

Councillor Mike Rowley (Vice-Chair)

Councillor Mohammed Altaf-Khan

Councillor Lubna Arshad

Councillor Tiago Corais

Councillor Lizzy Diggins

Councillor Dr Sandy Douglas

Councillor Paula Dunne

Councillor Chris Jarvis

Councillor Mark Lygo

Councillor Edward Mundy

Councillor Dr Christopher Smowton

# Agenda

		Pages
<b>1</b>	<b>Apologies for absence</b>	
	<ul style="list-style-type: none"> <li>• Cllr Pegg (<i>substitute Cllr Rawle</i>)</li> <li>• Cllr Dunne (<i>substitute Cllr Fry</i>)</li> </ul>	
<b>2</b>	<b>Declarations of interest</b>	
<b>3</b>	<b>Chair's Announcements</b>	
<b>4</b>	<b>Minutes</b>	9 - 16
	Minutes from 04 July 2023	
	<b>Recommendation:</b> That the minutes of the meeting held on 04 July 2023 be APPROVED as a true and accurate record.	
<b>5</b>	<b>Work Plan and Forward Plan</b>	17 - 22
	The work plan is driven to a very large extent by the Cabinet Forward Plan, a summary of which is attached. The Scrutiny Committee agrees its priorities for items coming onto the Forward Plan, which then form part of its work plan.	
	The Committee is recommended to confirm its agreement to the work plan, or agree any amendments as required.	
<b>6</b>	<b>Report back on recommendations and from Scrutiny Panel meetings</b>	23 - 76
	At its meetings on 12 July 2023 and 09 August 2023, Cabinet considered the following reports from Scrutiny and made responses to the recommendations:	
	<ul style="list-style-type: none"> <li>• Draft Carbon Reduction and Sustainable Retrofit Guidance for Historic Buildings Technical Advice Note</li> <li>• Biodiversity Update</li> <li>• Oxford City Council Safeguarding Report 2022/23 and Safeguarding Policy 2023-26</li> <li>• Oxfordshire Inclusive Economy Partnership (OIEP) Charter/Pledge</li> <li>• Citizen Experience Strategy</li> <li>• Future Resettlement Commitments for New Refugee Families</li> </ul>	

- Tenant Satisfaction (STAR) Survey
- Expansion of the Housing First Programme
- Update on Customer Complaints and Feedback

Since the Scrutiny Committee's previous meeting on 04 July 2023, the following Panels have met:

- Housing and Homelessness Panel (05 July 2023 and 02 August 2023)
- Companies Scrutiny Panel (Shareholder and Joint Venture Group, 27 July 2023)

The Committee is asked to:

1. **Note** Cabinet's responses to its recommendations
2. **Note** any updates from Panel meetings

## **7 Budget Review Group Scope**

77 - 80

At its first meeting of the municipal year the Scrutiny Committee established a Budget Review Group to examine the Council's budget proposals for 2024/25.

The Committee is recommended to consider and agree the attached scope, or agree any amendments as required.

## **8 Out of Hospital Care Team Provision**

81 - 96

Cabinet, at its meeting on 13 September 2023, will consider a report from the Executive Director (Communities and People) seeking authorisation to continue the Oxfordshire Out of Hospital Care Group through financing secured from the Better Care Fund; and seeking delegated authority to award ongoing contracts (with annual break clauses) for the provision of the service, subject to securing the necessary financing. Cllr Linda Smith, Cabinet Member for Housing, Nerys Parry, Head of Housing Services and Peter Moore, Programme Manager, Out of Hospital Care Team have been invited to present the report and answer questions. The Committee is asked to consider the report and agree any recommendations.

## **9 Delivery of a New Burial Space**

97 - 124

*Appendices 2, 4 and 6 to this item include exempt information pursuant to Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972. If the Scrutiny Committee wishes to discuss matters relating to the information set out in Appendices 2, 4 and 6 to the report, it will be necessary for the Scrutiny Committee to pass a resolution to exclude the press and public from the meeting (as set out at agenda item 12).*

Cabinet, at its meeting on 13 September 2023, will consider a report from the Executive Director (Development) seeking approval for 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 Planning application to South Oxfordshire District Council, Phase 1 delivery budget and required Property and Legal procedures to deliver the scheme. Cllr Chewe Munkonge, Deputy Leader (Non-Statutory) and Cabinet Member for Leisure and Parks, Ian Brooke, Head of Community Services, Carri Unwin, Regeneration Manager and Emma Gubbins, Corporate Asset Lead have been invited to present the report and answer questions. The Committee is asked to consider the report and agree any recommendations.

## **10 The Leys Pools & Leisure Centre - Youth Hub**

125 -  
156

Cabinet, at its meeting on 13 September 2023, will consider a report from the Head of Community Services seeking approval for a project in partnership with Oxfordshire County Council which seeks to create a youth hub based in the currently under-utilised space at the Leys Pools & Leisure Centre, which would be made possible by utilising external funding from both Capital (building works) and Revenue (youth work). Cllr Chewe Munkonge, Deputy Leader (Non-Statutory) and Cabinet Member for Leisure and Parks, Ian Brooke, Head of Community Services and Hagan Lewisman, Active Communities Manager have been invited to present the report and answer questions. The Committee is asked to consider the report and agree any recommendations.

## **11 Dates of future meetings**

### **Scrutiny Committee**

- 10 October 2023
- 06 November 2023
- 04 December 2023
- 16 January 2024
- 06 February 2024
- 04 March 2024
- 11 April 2024

### **Standing Panels**

Housing & Homelessness: 05 October 2023; 05 December 2023; 07 March 2024

Finance & Performance: 06 September 2023; 06 December 2023; 22 January 2024; 26 March 2024

Climate & Environment: 12 September 2023; 29 November 2023; 27 February 2024; 20 March 2024

Companies Scrutiny Panel will meet on the same dates as the

Shareholder and Joint Venture Group (SJVG): 01 November 2023; 07 December 2023; 27 March 2024; 24 April 2024

**All meetings start at 6.00 pm.**

## **12 Matters exempt or part exempt from publication and exclusion of the public**

If the Committee wishes to exclude the press and the public from the meeting during consideration of any aspects of the preceding or following agenda items it will be necessary for the Committee to pass a resolution in accordance with the provisions of Section 100A(4) of the Local Government Act 1972 specifying the grounds on which their presence could involve the likely disclosure of exempt information as described in specific paragraphs of Part 1 of Schedule 12A of the Act 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.

(The Access to Information Procedure Rules – Section 15 of the Council’s Constitution – sets out the conditions under which the public can be excluded from meetings of the Council).

### **12a Delivery of a New Burial Space - exempt appendices**

157 -  
164

## Notes and Information for those attending

### 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 Registerable 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.

## **Minutes of a meeting of the Scrutiny Committee on Tuesday 4 July 2023**

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### **Committee members present:**

Councillor Snowton	Councillor Diggins
Councillor Altaf-Khan	Councillor Arshad
Councillor Corais	Councillor Jarvis
Councillor Mundy	Councillor Pegg (Chair)
Councillor Rowley (Vice-Chair)	Councillor Douglas
Councillor Fry (as substitute for Cllr Dunne)	

### **Officers present for all or part of the meeting:**

Peter Matthew, Executive Director (Communities and People) (Interim)  
Ian Wright, Head of Service Regulatory Services and Community Safety  
Richard Adams, Community Safety Manager  
Laura Jones, Safeguarding Coordinator  
Clayton Lavallin, Economic Development Team Leader  
Emma Coles, Oxfordshire Inclusive Economy Partnership Manager  
Helen Bishop, Head of Business Improvement  
Vicki Galvin, Senior Programme Manager for Customer Experience  
Alice Courtney, Scrutiny Officer  
Lucy Brown, Committee and Member Services Officer

### **Cabinet Members present:**

Councillor Shaista Aziz, Cabinet Member for Safer Communities  
Councillor Nigel Chapman, Cabinet Member for Citizen Focussed Services and Council Companies

### **Apologies:**

Councillor(s) Dunne sent apologies.  
Substitutes are shown above.

## **11. Declarations of interest**

There were no declarations of interest made.

## **12. Chair's Announcements**

There were no announcements.

### 13. Minutes

The Committee resolved to **approve** the minutes of the meeting held on 07 June 2023 as a true and accurate record.

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

*Cllr Jarvis arrived at the meeting.*

*The Committee agreed to take items 7, 8 and 9 next on the agenda, followed by items 5, 6 and 10.*

Cllr Shaista Aziz, Cabinet Member for Safer Communities, presented the report which reported on progress made on Oxford City Council's Safeguarding Action Plan for 2022/23 and presented an updated Safeguarding Policy for 2023-26. She highlighted that the annual report to Cabinet sets out how Oxford City Council would fulfil its statutory safeguarding duties and the new processes put in place for this year to deliver this function more effectively.

Cllr Aziz, Richard Adams, Community Safety Manager, Laura Jones, Safeguarding Coordinator and Ian Wright, Head of Regulatory Services and Community Safety, answered questions as follows:

- Safeguarding Champions attend quarterly internal Strategic Safeguarding meetings to review safeguarding concerns and best practice scenarios.
- Trends identified through MyConcern, outcomes from the annual staff safeguarding questionnaire, or trends identified from Board meetings, are incorporated into the training for Safeguarding Champions. Trainers meet quarterly to update the training material to ensure it is up to date.
- Any allegations made against Safeguarding Champions would go to a designated safeguarding lead, as per the Safeguarding Policy and Allegations Policy procedures.
- The Council's safeguarding coordination function moved from the Policy and Partnership Team to the Community Safety Service, within Regulatory Services and Community Safety.
- The Oxfordshire Safeguarding Children Board Child Exploitation Subgroup meetings, attended by the Community Safety Manager, receive quarterly reports detailing trends in child exploitation safeguarding concerns, which would include information gathered from language schools, however it would be dependent on the language school to report any concerns raised. However, languages schools are overseen by Oxfordshire County Council Education Safeguarding Advisory Team, and Oxford City Council works closely with them.
- The only significant changes to the policy were to governance and the change of responsibilities within the team. The section outlining procedures had been taken out and put into a separate document for the policy to read in a more structured way.
- All staff received full safeguarding training and would refer to the procedure document when raising any concerns. A summary was available for staff on the intranet page.
- When adults are moved from exploitive situations, they would be supported by a multi-agency response team, supported by the Council's Anti-Slavery Coordinator. Further detail on the types of removal were not included within the report.

- Longitudinal studies for local data was not available, however this could be followed up with the Anti-Slavery Coordinator to ascertain whether it could be produced and included within future reports.
- Contextual data regarding the number of adult exploitation cases would be provided in future reports.
- The Domestic Abuse Housing Alliance (DAHA) Accreditation project was currently underway, and works across the whole organisation and further information could be provided at a future Scrutiny Committee meeting.

*Cllr Arshad arrived at the meeting.*

In response to a question regarding the responsibility of ensuring any youth group organisations commissioned by the Council had adequate safeguarding policies and practices in place, Richard Adams confirmed this was an area under review, and he would report back in due course.

*Cllr Arshad left the meeting and did not return.*

The Committee resolved to make the following recommendations on the report for Cabinet:

1. That the Council adds context to the section on adult exploitation to give a flavour of the situations and responses; and uses available local, regional and national data to frame the figures so that they tell a story.
2. That the Council undertakes a longitudinal study of victims and survivors of adult exploitation to gain an understanding of the impact that support has in positively changing the course of lives, which is grounded in data.
3. That the Council actively works with the voluntary sector and community groups to ensure they have adequate safeguarding policies in place and have access to suitable safeguarding training and support.
4. That the Council clarifies its procedure for reporting back to staff on changes to safeguarding procedures to ensure organisational awareness.

The Committee requested a report to a future meeting on the DAHA Accreditation, which could be joined up with an update on the recommendations made by the Domestic Abuse Review Group. The Committee requested that the Scrutiny Officer work with officers to schedule this in to the Work Plan.

## **15. Oxfordshire Inclusive Economy Partnership (OIEP) Charter/Pledge**

Clayton Lavallin, Economic Development Team Leader and Emma Coles, Oxfordshire Inclusive Economy Partnership Manager, presented the report which sought Cabinet approval to participate in the Oxfordshire Inclusive Economy Partnership (OIEP) Charter and the endorsement of a series of Oxford City Council pledges. It was further highlighted that the partnership was a county-wide group that brought together employers, business, education, community groups and local government, aimed to reduce economic inequality across the county and was supported and funded by all of the Councils across Oxfordshire.

Oxford City Council had set out thirteen pledges across five of the six available themes of which it was already engaging with through its respective service areas under the Council's corporate plan.

Clayton Lavallin and Emma Coles answered questions as follows:



- A full list of pledges was available on the Future Oxfordshire Partnership website.
- It was proposed that the Council initially focus on a range of already identified activities as pledges in order to greater enhance successful outcomes. Service Heads had focused on areas where evidenced improvement could be shown, rather than signing up to all pledges where the Council was successful in its current working practices.
- The proposed pledges aligned with the main corporate objectives and would support the Council in developing good practice across the County.
- Pledges would be reviewed regularly, and more could be agreed as part of improving services across the Council.
- A further review of the 39 pledges could be undertaken with Service Heads to ensure that opportunities had not been missed and better communication regarding the process of how pledges had been determined would be beneficial.
- The Working Group could review pledges that include only buying from organisations that have trade union recognition included within their procurement policies as any work with Unions was especially welcomed by the OIEP.
- An impact report would be produced on the pledges, and the employees and the communities that they work with.
- The Council's companies have made separate pledges, recognising the different opportunities presented by their different working practices.

*Cllr Corais joined the meeting.*

The Committee resolved to make the following recommendations on the report for Cabinet:

1. That the Council requests that the Oxfordshire Inclusive Economy Partnership ensures the full list of possible pledges is easily and prominently available online.
2. That the Council reviews the full list of possible pledges to see if it could sign-up to additional pledges; including whether the Council could sign-up to any pledges within the 'recruit inclusively' theme.
3. That the Council undertakes a RAG rating audit for the full list of potential pledges outlining what it could do against each one, whether there are any additional budget or resource implications, whether the Council is currently meeting a pledge or if more work needs to be done and then prioritises pledges on the basis of that audit, to provide assurance that the Council is doing as much as possible to ensure an inclusive economy.
4. That the Council engages with the Oxfordshire Inclusive Economy Partnership to understand whether it has a preferred approach for organisations' pledge selection approach, or whether there is flexibility for organisations to determine their own approach; and requests that this be clearly articulated in an appropriate location.
5. That the Council improves its communications on how its pledge commitments are framed to ensure clarity around whether they are a checklist of work already completed or underway, or whether they represent a more aspirational 'to do' list; and clearly articulates this locally.
6. That the Council suggests to the Oxfordshire Inclusive Economy Partnership the addition of pledges relating to the inclusion of organisations with Trade Union Recognition Agreements as a preference during procurement exercises.

## **16. Citizen Experience Strategy**



Cllr Nigel Chapman, Cabinet Member for Citizen Focussed Services and Council Companies, presented the report which sought Cabinet approval for a new Citizen Experience Strategy for 2023-25 and highlighted that the Citizen Experience Strategy was more wide ranging and aspirational than the previous Customer Contact Strategy, which covered the period 2019 to 2022.

Helen Bishop, Head of Business Improvement, advised that the Strategy aligned to the Thriving Communities, Equalities, Inclusive Economy, and People Strategies to ensure this Strategy was more cultural and set a vision for modern, inclusive and accessible services.

Cllr Chapman and Helen Bishop, answered questions as follows:

- The consultation process included surveying customers contacting the Council's customer contact centre, visitors to the front-line service at the Westgate Library and all of the Council officers involved in customer service. The equalities impact assessment provided further information on the testing of different dimensions of the strategy with the Policy Officer Group and Equalities Steering Groups.
- The low score for customer satisfaction for those users accessing the Council's website was noted, and had already been identified as an area for improvement.
- Whilst the score for customer satisfaction for those users of the contact centre was not low, work has been undertaken for customer service centre employees to ask more definitive questions to users to better determine successive outcomes.
- Collaborative work with the Council's partners provided better customer service, and provided the Council's customers with access to other organisations that were required to support specific issues not necessarily under the Council's remit.
- The use of language to use 'citizen' rather than 'customer' was determined as a better definition to encompass all those that live in, work in and visit the City and a definition had been included within the Strategy to make this clear. However, this could be kept under review.
- Following the achievement of maintaining the Customer Service Excellence quality mark, the next annual assessment was scheduled for November 2023, and a piece of work was underway to review customer service across the organisation.
- Accessibility to council services should enable users to use both digital and face to face contact to ensure full accessibility to all citizens.
- Collaborative working with Activate Learning was being implemented to help citizens with their digital skills, and the Council would work with these citizens to promote accessibility to council services.

The Committee resolved to make the following recommendations on the report for Cabinet:

1. That the Council seeks ongoing feedback on how individuals and groups engage with the strategy and whether they feel excluded by the use of the term 'citizen'; and listens to and reflects on this feedback with a view to adjusting the language accordingly in future iterations of the strategy.
2. That the Council contextualises the strategy by drawing out the general feelings of exclusion felt by many groups and individuals in the current climate.

## **17. Work Plan and Forward Plan**

The Committee **noted** the Forward Plan.

The Committee reviewed the Work Plan and **confirmed** its agreement to cancel the Scrutiny Committee scheduled for 01 August 2023 and **confirmed** its agreement to consider the following reports at future meetings:

- September Cabinet reports
  - Grant Allocations to Community and Voluntary Organisations 2024/25
  - Developing a Sustainable Building Control Service
  - Delivery of a New Burial Space

The Committee also agreed to add the following to the list of Scrutiny-commissioned items for 2023/24 for the Scrutiny Officer to schedule into the Work Plan as appropriate:

- Adult Exploitation

The following regular/standard items for Scrutiny (based on previous years) were **agreed**:

- Tourism Review Group Update – if a substantive update was available
- Domestic Abuse Review Group Update

In addition the Committee agreed to request that the Climate and Environment Panel consider the following item at its September meeting:

- Delivery of EV Infrastructure for Oxford

## **18. Report back on recommendations and from Scrutiny Panel meetings**

The Chair presented the report on recommendations.

The recommendations on the Housing Management System Implementation and the Tenancy Agreement from the last meeting were agreed by Cabinet.

The Chair advised that Cabinet agreed its formal response to the Child Poverty Review Group's 42 recommendations after they were submitted to Cabinet in June 2022, but did not specifically indicate whether it agreed, partially agreed or did not agree with the recommendations. The Chair advised that whilst there were some positive responses, and a number of the recommendations were being progressed through the work of the Council, there were some disappointing responses, particularly around the recommendations that the Council develops a dedicated Poverty Strategy and looks to adopt the Socio-economic Duty.

*Cllrs Fry and Altaf-Khan left the meeting and did not return.*

Cllr Mike Rowley, Companies Scrutiny Panel Chair provided an update of the Shareholder and Joint Venture Group held on 21 June 2023. He stated that further analysis was required to ensure that the responsibility for future costs for maintaining the infrastructure and communal areas was confirmed, and in particular if there would be a common strategy for all Joint Ventures or whether there would be a bespoke approach for each. It was suggested that this could be an area of Scrutiny-commissioned work.

The Scrutiny Officer updated the Committee on the first Climate and Environment Panel of the municipal year on 27 June 2023. The membership for 2023/24 was Cllrs Hollingsworth (Chair), Dunne, Kerr and Miles. The Panel considered the Work Plan of the Panel for the year ahead, and agreed to focus on the following themes alongside

consideration of relevant Cabinet reports and a number of standing items as per the Panel’s scope:

- Tree planting and maintenance
- Energy generation/solar potential on Council buildings
- Air pollution
- Retrofit
- Council policies/projects/actions
- Waste – dependent on Government timescales.

In addition, the Panel considered the draft Carbon Reduction and Sustainable Retrofit Guidance for Historic Buildings Technical Advice Note and received a Biodiversity Update presentation. The discussions were wide ranging and constructive, leading to the formulation of 7 recommendations on the TAN tem and 4 recommendations on the Biodiversity Update item – all of which would be submitted to Cabinet for formal responses in July.

The Committee **noted** the responses to the recommendations and updates from Panel meetings.

**19. Dates of future meetings**

The dates of future meetings were noted, including that the Scrutiny Committee in August 2023 was cancelled due to no business.

**The meeting started at 6.00 pm and ended at 8.17 pm**

**Chair .....  
2023**

**Date: Tuesday 5 September**

*When decisions take effect:*  
*Cabinet: after the call-in and review period has expired*  
*Planning Committees: after the call-in and review period has expired and the formal decision notice is issued*  
*All other committees: immediately.*  
*Details are in the Council’s Constitution.*

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## Forward Plan

September 2023 to November 2023

Published on 01/08/23

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### Cabinet - 13 September 2023

<b>ID: I033292</b>	<b>Integrated Performance Report for Q1 2023/24</b>
To update Cabinet on finance, risk and corporate performance matters as at 30 June 2023.	

<b>ID: I034075</b>	<b>Delivery of New Burial Space</b>
To seek approval for a scheme, and a budget, to deliver new burial space on land owned by the Council, and associated delegations to officers.	

<b>ID: I034327</b>	<b>Treasury Management Annual Report 2022/23</b>
To set out the Council's Treasury Management activity and performance for the financial year 2022/23.	

<b>ID: I034609</b>	<b>Park and Ride combined parking-and-bus ticket charges</b>
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.	

<b>ID: I034739</b>	<b>Out of Hospital Care Team Provision</b>
To seek Cabinet approval to continue the Out of Hospital Care Team beyond the current end date, following the award of funding by the Integrated Care Board.	

<b>ID: I034787</b>	<b>The Leys Pools &amp; Leisure Centre – Youth Hub</b>
Subject to the availability of external funding, to seek approval for the creation of a youth hub at Leys Pool & Leisure Centre and delegated authority for the award of the necessary contract(s).	

<b>ID: I034812</b>	<b>Local Authority Housing Fund - Round 2</b>
Report to seek project approval and delegations to enable the Council to proceed with entering into the national Local Authority Housing Fund Round 2 and make available the required budget provision.	

<b>ID: I034849</b>	<b>HRA Energy Efficiency Projects 2023/24</b>
To seek project approval from Cabinet for HRA energy efficiency projects for 2023/24 using HRA allocated funds, and delegated authority to sign and award contracts.	

<b>ID: I034850</b>	<b>City-wide Smoke Control Area for Oxford</b>
To seek Cabinet approval for the creation of a city-wide Smoke Control Area for Oxford.	

<b>ID: I034861</b>	<b>Private Rented Sector Regulation Policies</b>
A number of policies have been written and reviewed in relation to private rented regulation work within Regulatory Services. These policies are required either by statutory guidance or in line with best practice or recommendations made as a result of Tribunal cases, to assist the Council when making decisions in relation to private sector regulation work. Approval is to be sought from Cabinet to go out to consultation on the proposed changes.	

<b>ID: I034964</b>	<b>Housing Infrastructure Funding Update</b>
To provide an update and seek approval to enter into Deeds of Variation with Homes England and with partners to enable the delivery of the Housing Infrastructure Funding for Osney Mead and Blackbird Leys.	

<b>ID: I034966</b>	<b>Blackbird Leys Development Project Land Appropriation</b>
To seek approval to appropriate land (change the statutory basis on which it is held by the Council) at the Blackbird Leys District Centre and Knights Road to facilitate the Blackbird Leys Development Project.	

<b>ID: I034968</b>	<b>Blackbird Leys Development Project Variations to Development Agreement with Development Partner</b>
To outline the Heads of Terms of variations to the Development Agreement for the Blackbird Leys development project between Oxford City Council and its development partner, and to seek to delegate the decision to sign a Deed of Variation to the Executive Director (Development).	

## Cabinet - 18 October 2023

<b>ID: I034665</b>	<b>Delivery of Electric Vehicle Infrastructure for Oxford</b>
To seek (i) approval of Oxford's Electric Vehicle Infrastructure (EVI) Implementation Plan, which sets out actions to deliver EVI for Oxford, following up on the EVI Strategy published in 2022; and (ii) authorisations for procurement methodologies, including forming partnerships and collaborations which support best value scaled EVI delivery in line with the EVI Strategy.	
<b>ID: I034365</b>	<b>Approval of proposed commercial lettings</b>
To consider the letting (and associated terms thereof) of various commercial properties above the limit which officers can approve.	
<b>ID: I034030</b>	<b>Redevelopment of Standingford House Enterprise Centre and site at Cave Street to provide managed workspace</b>
To seek approval to fund and enter into a construction contract for the redevelopment of Standingford House and site at Cave Street, to provide affordable managed workspace.	
<b>ID: I034760</b>	<b>CIL Partial Charging Schedule Review</b>
To seek Cabinet approval of the rates charged on development within the City via the Community Infrastructure Levy following a review.	
<b>ID: I034771</b>	<b>Oxford Local Plan 2040 Regulation 19 Consultation Document</b>
To seek approval for the commencement of a Regulation 19 Consultation on the Oxford Local Plan 2040. The Oxford Local Plan 2040 contains policies to shape the development of Oxford to 2040.	
<b>ID: I034899</b>	<b>Local Government Association Corporate Peer Challenge</b>
To update members on actions taken since the Local Government Association peer review (July 2023) to implement the key review recommendations, and to outline the future action plan.	

## Cabinet - 15 November 2023

<b>ID: I033291</b>	<b>Integrated Performance Report for Q4 2022/23</b>
To update Cabinet on finance, risk and corporate performance matters as at 31 March 2023.	

<b>ID: I034326</b>	<b>Council Tax Reduction Scheme for 2024/25</b>
To approve the Council Tax Reduction Scheme for 2024/25	

<b>ID: I034328</b>	<b>Grant Allocations to Community &amp; Voluntary Organisations 2024/25</b>
A report to make decisions on the allocation of grants to community and voluntary organisations for 2024/25.	



# Proposed Scrutiny Work Schedule

**September 2023 to November 2023**

## September 2023 – confirmed reports

Committee/Panel	Meeting date	Reports
Scrutiny Committee	05 September	Out of Hospital Care Team Provision Delivery of a New Burial Space The Leys Pools & Leisure Centre – Youth Hub
Finance and Performance	06 September	Integrated Performance Report for Q1 2023/24 Treasury Management Annual Report 2022/23 Scrutiny Performance Monitoring
Climate and Environment	12 September	HRA Energy Efficiency Projects 2023/24 City-wide Smoke Control Area Declaration Air Pollution Net Zero Masterplan

## October 2023 – provisional reports

Committee/Panel	Meeting date	Reports
Housing and Homelessness	05 October	Housing First Programme Progress/Outcomes
Scrutiny Committee	10 October	Local Government Association Corporate Peer Challenge Delivery of Electric Vehicle Infrastructure for Oxford Oxford Local Plan 2040 Regulation

		19 Consultation Document
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### November 2023 – provisional reports

Committee/Panel	Meeting date	Reports
Companies Scrutiny Panel	01 November	Business of the Shareholder and Joint Venture Group (members of the Companies Scrutiny Panel are invited to attend and participate)
Scrutiny Committee	06 November	Grant Allocations to Community & Voluntary Organisations 2024/25 Council Tax Reduction Scheme for 2024/25
Climate and Environment	29 November	Net Zero Masterplan

**To:** Cabinet  
**Date:** 12 July 2023  
**Report of:** Climate and Environment Panel  
**Title of Report:** DRAFT Carbon Reduction and Sustainable Retrofit Guidance for Historic Buildings Technical Advice Note

Summary and recommendations	
<b>Purpose of report:</b>	To present Panel of the Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Cllr Alex Hollingsworth, Panel Chair
<b>Cabinet Member:</b>	Cllr Louise Upton, Cabinet Member for Planning and Healthier Communities; 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>	Council Strategy 2020-24
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

Appendices	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

## Introduction and overview

1. The Climate and Environment Panel met on 27 June 2023 to consider the DRAFT Carbon Reduction and Sustainable Retrofit Guidance for Historic Buildings Technical Advice Note (TAN) and the customer experience for householders and other applicants seeking planning permission from the Council for carbon retrofit measures in historic buildings or in the city's conservation areas. The TAN sought to act as one of a number of tools to support applicants who were considering retrofitting their heritage or conservation area property. It was recommended that the Panel consider the TAN and agree any recommendations.

2. The Panel would like to thank Councillor Louise Upton (Cabinet Member for Planning and Healthier Communities), Councillor Anna Railton (Cabinet Member for Zero Carbon Oxford and Climate Justice), Mish Tullar (Head of Corporate Strategy), David Butler (Head of Planning Services), Rachel Williams (Planning Policy and Place Manager), Mai Jarvis (Environmental Sustainability Lead), Rose Dickinson (Carbon Reduction Team Manager) and Daniel Young (Principal Planner) for attending the meeting to answer questions.

### **Summary and recommendations**

3. Councillor Louise Upton, Cabinet Member for Planning and Healthier Communities introduced the TAN. She welcomed the opportunity for Scrutiny to have useful input into the TAN and set the context that it was being presented at the time that the new Local Plan 2040 was being developed. The TAN was intended to act as a helpful guide for residents who were thinking about retrofitting their home and was not meant to be exhaustive. The intention was for the TAN to be published as soon as possible.
4. Daniel Young, Principal Planner added that the current Local Plan 2036 set out the Council's specific policies which would be supported by the TAN, in that it would assist residents in interpreting relevant policies. The aim of publishing the TAN imminently was to enable it to act as a 'bridging document' ahead of the Local Plan 2040 being approved and published; the TAN would subsequently be updated once the Local Plan 2040 was developed. A key aim in updating the TAN from the previous version was to make it shorter and clearer, ensure alignment with the Council's net zero ambitions and help give applicants the best chance of their retrofit application being successful.
5. The Panel agreed that its scope for input to the TAN did not include veering into detailed technical discussion and asked a range of questions, including questions relating to the TAN's scope, accessibility, case studies, best practice, customer experience and whether the Council could go further in supporting retrofit applications.
6. During discussion about accessibility, the Panel felt that the TAN included a lot of technical jargon and the document itself was quite densely worded. The Panel suggested that the TAN's accessibility and usability would be enhanced if these issues were addressed.

***Recommendation 1: That the Council reviews the language used in the TAN to ensure it is accessible to residents and incorporates a glossary to explain technical terms.***

***Recommendation 2: That the Council includes more examples of successful domestic scale retrofit projects, including for non-listed buildings in conservation areas, as well as in listed buildings.***

7. The Panel considered customer experience and questioned the assumptions that had been made around that during the development of the TAN. The TAN had been developed as a mechanism for helping the customer experience, but was only one of a number of tools for doing so. It was accepted that the customer experience in relation to retrofit could be difficult and complex; the

Council could assist in demystifying the process to a point, but there were constraints on the process set by the National Planning Policy Framework that the Council had no control or discretion over.

8. The Panel was advised that the plan was to publish the TAN as soon as possible, as that would allow an understanding to be built around whether or not the document was working for applicants. The Panel queried whether a more appropriate approach might be to engage with individuals and organisations who were currently going through the process and using their feedback to inform the TAN before publication. Officers advised that this had been done to an extent through sharing the TAN with the Zero Carbon Oxford Partnership (ZCOP) and analysis of behavioural insights taken from the Council's website. In addition, the Environmental Sustainability Team held regular discussions with partners in relation to customer experience. There was an urgency in publishing the TAN to offer some guidance and support as the level of demand for retrofit in Oxford was high and increasing.

***Recommendation 3: That the Council challenges its existing assumptions around customer experience in relation to retrofit applications and seeks to engage with organisations and individuals who have gone or are currently going through the retrofit process to understand their experiences and feed those into the TAN and the broader planning process to improve usability and overall customer experience.***

9. The Panel had a broader discussion around whether the Council was going far enough to support retrofit applications when considering what other local authorities, such as the Royal Borough of Kensington and Chelsea, were doing in this space. Consideration was given to the tools available to the Council which could be used to demonstrate its commitment to realising the benefits of and supporting retrofit across the City. The Panel was of the view that the Council needed clearer messaging to applicants that it wishes to actively support them in navigating the retrofit process.

***Recommendation 4: That the Council reviews its existing Article 4 Directions to see whether they create unnecessary obstacles to applicants wanting to install carbon retrofit measures.***

***Recommendation 5: That the Council, looking at the approach taken by the Royal Borough of Kensington and Chelsea, considers using Local Development Orders to make clear that certain low carbon approaches will be approved by the Council.***

10. The Panel was concerned that the language of the draft TAN, and the broader approach that lay behind it, did not strike the right balance between the desire to follow the planning process on the one hand and the need for applicants to have greater certainty about what the Council would and would not allow on the other. It was not sufficiently clear to would-be applicants that the Council would support them through the retrofit process or was there sufficient clarity about which

measures would be acceptable. The Panel was of the view that householders and applicants would welcome much greater clarity about what measures and approaches would be appropriate in different conservation areas, given that different heritage aspects are important to the designation of different conservation areas.

11. The Panel contrasted the approach and language of the draft TAN with similar guidance for carbon retrofit measures in conservation areas published by Bath and North East Somerset Council, which the Panel felt made clear both that carbon retrofit measures would be encouraged and also gave applicants and householders clear and easy to follow advice on what measures would and would not be acceptable. The Panel felt that the approach taken by Bath and North East Somerset was one that Oxford City Council should follow, in content and in particular in tone and language.

***Recommendation 6: That the Council makes it clear in the TAN and broader messaging that it supports retrofit applications in heritage and conservation areas and will actively support applicants to go through that process.***

***Recommendation 7: That the Council takes a much clearer approach to setting out for householders and applicants what its response will be to proposals for specific retrofit measures, being clear about how that might vary from conservation area to conservation area.***

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## Appendix A

### Draft Cabinet response to recommendations of the Climate and Environment Panel of the Scrutiny Committee

The document sets out the draft response of the Cabinet Member to recommendations made by the Climate and Environment Panel on 27 June 2023 concerning the DRAFT Carbon Reduction and Sustainable Retrofit Guidance for Historic Buildings Technical Advice Note (TAN). The Cabinet is asked to amend and agree a formal response as appropriate.

<b>Recommendation</b>	<b>Agree?</b>	<b>Comment</b>
1) That the Council reviews the language used in the TAN to ensure it is accessible to residents and incorporates a glossary to explain technical terms.	Yes	<p>The policy team will review the wording in the TAN and implement a simple glossary in line with the recommendations. The topic of retrofitting heritage assets in itself can be very technical, as is the legislation and guidance within national policy, not only because of the fast evolving nature of retro-fit technologies and practices but also because of the additional sensitivities that come with redevelopment associated with our most special heritage assets. As such, it will invariably require some level of technical expertise to fully address certain elements when it comes to this type of development.</p> <p>Whilst we have made every effort to explain the terminology and concepts in plain English within the text, we would agree that a glossary could be a helpful addition and are happy to add this in. The objective of the guidance in the TAN is to convey simple advice to assist applicants in approaching the design of retrofit projects for historic buildings so that their application has the best chances of</p>

		success and we want to ensure that this is as effective as possible.
2) That the Council includes more examples of successful domestic scale retrofit projects, including for non-listed buildings in conservation areas, as well as in listed buildings.	Yes	<p>The original intention of this updated TAN was to be published as an interim measure that could help address a gap in guidance on our website and to better align this with the city's net zero objectives. The TAN currently references a variety of best practice guidance in the appendix to provide further information and flags that this would then be supported by additional guidance including specific case studies from the city that could help illustrate best practice in an Oxford context.</p> <p>In order to not unnecessarily delay the publishing of the helpful information within the TAN we propose to progress with the examples in the draft, and update the document in the future with useful and illustrative case studies, noting that the range of different sensitivities within the city will mean that they will only be able to indicate possible solutions rather than provide a blue print for other applicants.</p>
3) That the Council challenges its existing assumptions around customer experience in relation to retrofit applications and seeks to engage with organisations and individuals who have gone or are currently going through the retrofit process to understand their experiences and feed those into the TAN and the broader planning process to improve usability and overall customer experience.	Yes	The policy team and planning services more widely will continue to do its part in critically assessing its own performance and interactions with our broad customer base. Where there is scope to improve our services and the support we can provide, we will endeavour to incorporate this into our work. This may include future updates to the TAN as well as our wider resources and processes where appropriate.



4) That the Council reviews its existing Article 4 Directions to see whether they create unnecessary obstacles to applicants wanting to install carbon retrofit measures.	No	Whilst it is accepted that the Article 4 Directions were set up at a time predating the current net zero objectives in the city, a review of these is an extensive piece of work which will need to be considered in the longer term alongside other commitments, such as the extensive work related to the production of the 2040 Local Plan. Such commitment is beyond the scope of this TAN.
5) That the Council, looking at the approach taken by the Royal Borough of Kensington and Chelsea, considers using Local Development Orders to make clear that certain low carbon approaches will be approved by the Council.	No	We are aware of the approach undertaken by the Royal Borough of Kensington and Chelsea and will consider the pros and cons of this and other approaches in liaison with key stakeholders such as heritage colleagues and Historic England in due course. The current priority is the new Local Plan and we have set out our intention to try to go further than current policy as part of our preferred options consultation, though the final approach is still under consideration and will need to align with national policy to be found sound by the inspector and pass examination.
6) That the Council makes it clear in the TAN and broader messaging that it supports retrofit applications in heritage and conservation areas and will actively support applicants to go through that process.	Yes	<p>The genesis of this TAN was to more clearly support applicants in making the right choices when it comes to retrofitting their properties. The review agreed to in Recommendation 1 will help to amplify this. It is important to note that Technical Advice Notes have no statutory powers unlike the Local Plan. The role of these documents is only to provide additional guidance that supports interpretation of existing policies in the Local Plan - they are unable to go as far as establishing new policy for the city which is not in the Local Plan 2036.</p> <p>Ensuring we get the right balance between what can be set out in the TAN at present, what can help us move towards net zero objectives and support applicants, as well as what is required of us more broadly under national policy</p>

		<p>(including our statutory duty for conserving our important heritage assets as much as securing reductions in carbon dioxide emissions) is a challenging issue we have sought to address.</p> <p>The planning service provides a channel for actively supporting applicants as part of its pre-application service and through this service they are able to benefit from the advice of planning officers but also colleagues in the heritage team – we flag this clearly in the TAN in a couple of places as well as on our website.</p>
7) That the Council takes a much clearer approach to setting out for householders and applicants what its response will be to proposals for specific retrofit measures, being clear about how that might vary from conservation area to conservation area.	Yes	<p>The policy team will explore how we can be clearer in the guidance set out in the TAN, however there are limits to how simplified any high-level guidance such as the TAN can provide, especially in a city that has such a rich and varied historical context.</p>

**To:** Cabinet

**Date:** 12 July 2023

**Report of:** Climate and Environment Panel

**Title of Report:** Biodiversity Update

Summary and recommendations	
<b>Purpose of report:</b>	To present Panel of the Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Cllr Alex Hollingsworth, Panel Chair
<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>	Council Strategy 2020-24
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

Appendices	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

## Introduction and overview

1. The Climate and Environment Panel met on 27 June 2023 to consider a Biodiversity Update presentation. It was recommended that the Panel receive a presentation followed by an opportunity for discussion; and agree any recommendations.
2. The Panel would like to thank Councillor Anna Railton (Cabinet Member for Zero Carbon Oxford and Climate Justice), Mish Tullar (Head of Corporate Strategy), Mai Jarvis (Environmental Sustainability Lead), Rose Dickinson (Carbon Reduction Team Manager), Tristan Carlyle (Ecology and Biodiversity Officer) and Matt Whitney (Local Nature Partnership Manager) for attending the meeting to present and answer questions.

## Summary and recommendations

3. Tristan Carlyle, Ecology and Biodiversity Officer delivered a presentation and highlighted that the narrative around the Council's thinking on biodiversity was unchanged, but the legislative framework was changing and so the Council was required to review resourcing and how it did things. The presentation spanned a number of key areas, including Biodiversity Net Gain requirements and implementation; the Environment Act 2021 and the enhanced biodiversity duty placed on local authorities; the Nature, Environment and Rural Communities Act 2006; additional reporting requirements; the Local Nature Recovery Strategy; and the Biodiversity Strategy.
4. Matt Whitney, Local Nature Partnership Manager delivered a presentation giving an overview of the Local Nature Partnership (LNP), progress to date and how the LNP interacts with the wider local strategic landscape.
5. The Panel asked a range of questions, including questions relating to the enhanced biodiversity duty; identifying and measuring the efficacy of past actions to improve biodiversity; how the Council might seek to influence businesses and other partners in terms of their biodiversity commitment; how the Council might seek to influence biodiversity commitment in its role of landlord; best practice; and whether there was scope for the Council to be doing more in the biodiversity sphere.
6. In particular, the Panel considered the biodiversity baseline assessment that the Council was required to complete and the need to ensure that the 'Council as landlord' function was included in that process, both in terms of a residential and institutional (e.g. business and agriculture) landlord.

***Recommendation 1: That the Council ensures the inclusion of its function as both a residential and institutional landlord within the biodiversity baseline assessment exercise.***

7. The Panel discussed the Council's ability to influence other partners and local stakeholders in their commitment to biodiversity and considered that there were opportunities for the Council to collaborate and exchange knowledge with others across the City, including the NHS, universities and colleges, to mutual benefit. The Panel was of the view that these opportunities should be pursued and exploited in the interests of promoting biodiversity citywide.

***Recommendation 2: That the Council seeks to collaborate and exchange knowledge with other local landowners and institutions in the interests of promoting biodiversity citywide.***

8. The Panel noted that the most direct opportunity the Council currently had around specifically engaging with businesses on biodiversity was through the Zero Carbon Oxford Partnership (ZCOP), however there was not a dedicated biodiversity workstream. While the Council was not in a position to decide to establish new ZCOP workstreams, as agreement from ZCOP members was required, the Panel considered that it would be appropriate for the Council to

suggest that a biodiversity workstream be added to ZCOP's existing workstreams.

***Recommendation 3: That the Council suggests a dedicated biodiversity workstream be added to the Zero Carbon Oxford Partnership's existing workstreams.***

9. On the question relating to whether the Council could be doing more in the biodiversity sphere, the Panel agreed that the Council should ensure continual horizon scanning to ensure awareness of emerging and cutting-edge biodiversity best practice in other local authorities which could be implemented locally.

***Recommendation 4: That the Council continues to seek out emerging biodiversity best practice in other local authorities.***

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## Appendix A

### Draft Cabinet response to recommendations of the Climate and Environment Panel of the Scrutiny Committee

The document sets out the draft response of the Cabinet Member to recommendations made by the Climate and Environment Panel on 27 June 2023 concerning the Biodiversity Update presentation delivered at the meeting. The Cabinet is asked to amend and agree a formal response as appropriate.

<b>Recommendation</b>	<b>Agree?</b>	<b>Comment</b>
1) That the Council ensures the inclusion of its function as both a residential and institutional landlord within the biodiversity baseline assessment exercise.	Yes	It is vital that when considering the Council's duty to conserve and enhance biodiversity that its function as a landowner forms part of that consideration. This must extend to all property owned; while it may be easier to consider in relation to large plots of green space or agricultural land, biodiversity should be considered in all contexts.
2) That the Council seeks to collaborate and exchange knowledge with other local landowners and institutions in the interests of promoting biodiversity citywide.	Yes	The Biodiversity Strategy will be a key vehicle for knowledge exchange, both the production of the document - which will require extensive engagement - and also likely its implementation.
3) That the Council suggests a dedicated biodiversity workstream be added to the Zero Carbon Oxford Partnership's existing workstreams.	Yes	N/A
4) That the Council continues to seek out emerging biodiversity best practice in other local authorities.	Yes	All councils are experiencing the same shifts in how to consider biodiversity, deriving from new responsibility relating to biodiversity net gain, an enhanced biodiversity duty, and new reporting requirements. Sharing and

		understanding best practice will be important to maximising the most of limited ecological resources at all Councils.
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**To:** Cabinet  
**Date:** 12 July 2023  
**Report of:** Scrutiny Committee  
**Title of Report:** Oxford City Council Safeguarding Report 2022/23 and Safeguarding Policy 2023-26

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To present Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Councillor Lucy Pegg, Scrutiny Committee Chair
<b>Cabinet Member:</b>	Councillor Shaista Aziz, Cabinet Member for Safer Communities
<b>Corporate Priority:</b>	Support Thriving Communities
<b>Policy Framework:</b>	Council Strategy 2020-24
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

<b>Appendices</b>	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

## Introduction and overview

1. The Scrutiny Committee met on 04 July 2023 to consider a report concerning the Oxford City Council Safeguarding Report 2022/23 and Safeguarding Policy 2023-26. The report, which is due for Cabinet consideration on 12 July 2023, recommends that Cabinet notes the key achievements of the safeguarding work delivered through Oxford City Council during 2022/23; approves the Safeguarding Policy 2023-26; notes the Safeguarding Action Plan 2023-24; and delegates authority to the Executive Director (Communities and People), in consultation with the Cabinet Member for Safer Communities, to make minor changes to the policy in order to continue its alignment with the Oxfordshire Multi-Agency Safeguarding Arrangements.
2. The Committee would like to thank Councillor Aziz (Cabinet Member for Safer Communities), Peter Matthew (Interim Executive Director (Communities and

People)), Ian Wright (Head of Regulatory Services and Community Safety), Richard Adams (Community Safety Manager) and Laura Jones (Safeguarding Coordinator) for attending the meeting to answer questions.

## **Summary and recommendations**

3. Councillor Shaista Aziz, Cabinet Member for Safer Communities introduced the report. The Safeguarding Annual Report 2022/23 set out how Oxford City Council fulfils its statutory safeguarding duties by outlining the multi-agency safeguarding arrangements in Oxfordshire; sharing the results of the safeguarding self-assessment audit 2022; highlighting the key achievements and progress made in relation to the safeguarding work delivered by Oxford City Council; and updating the Council's Action Plan through the identification of areas to strengthen in 2022/23. The report also set out the Council's proposed Safeguarding Policy 2023-26. There were no real shifts in terms of report contents compared with previous years, with the exception that some of the processes and accountability had changed as highlighted in the report.
4. The Committee asked a range of questions, including questions relating to the alignment of the safeguarding policy with other policies (e.g. whistleblowing policy); the time commitment required by, and support given to, Safeguarding Champions; the content of safeguarding awareness briefings; safeguarding responsibility for specific groups of potentially vulnerable people; staffing and retention within the Council's safeguarding function; how the Council works with voluntary and community groups around safeguarding; the accessibility of the policy; adult exploitation; and the Domestic Abuse Housing Alliance (DAHA) Accreditation.
5. In particular, the Committee discussed the 60 cases of adult exploitation since the data was recorded centrally referenced in the report and asked for more detail on the situations and assistance provided, as this was useful context. The Committee noted responses to questions that it was very difficult to understand how Oxford compared to other areas, given that adult exploitation was often a 'hidden harm' and it was known that cases were under-reported. However, the Committee agreed that there was data available from other areas and the national picture, even if the issue of adult exploitation was under-reported, and it would be useful to contextualise the section on adult exploitation with more information so that the numbers included in the report told a story, as numbers on their own, without any context, were not useful.

***Recommendation 1: That the Council adds context to the section on adult exploitation to give a flavour of the situations and responses; and uses available local, regional and national data to frame the figures so that they tell a story.***

6. During further discussion on adult exploitation, the Committee explored whether the Council held any longitudinal information on whether there were any 'repeat victims', which may assist the Council in understanding whether support provided to adults in an exploitative situation positively changed the course of their lives. The Committee noted that the majority of cases were quite recent which limited the ability to undertake a longitudinal study and that victims and survivors tended to move across the country, so it might prove difficult to obtain that sort of data.

However, the Committee agreed that formal data from a longitudinal study would be useful in the future.

***Recommendation 2: That the Council undertakes a longitudinal study of victims and survivors of adult exploitation to gain an understanding of the impact that support has in positively changing the course of lives, which is grounded in data.***

7. The Committee questioned the Council's processes around working with the voluntary sector and community groups to ensure they have adequate safeguarding policies in place and whether the Council offered any safeguarding training or support to the sector. Through the procurement process, the Council currently asked organisations it bought goods or services from whether they had a safeguarding policy in place; however the challenge was around the Council's ability to check the policy was fit for purpose and take partial responsibility for safeguarding within organisations it funded. When commissioning more specific services, such as youth services, the Council was careful and ensured an adequate safeguarding policy and training, due to the nature of the service and more vulnerable service-users. The Committee noted that this was an area of work which was being actively looked into.

***Recommendation 3: That the Council actively works with the voluntary sector and community groups to ensure they have adequate safeguarding policies in place and have access to suitable safeguarding training and support.***

8. In discussion around changes to safeguarding procedures, the Committee noted that safeguarding training was provided to Members and Council staff and that attendees were required to complete an evaluation after the session, which was checked and responded to as necessary by the Safeguarding Coordinator. The annual safeguarding questionnaire was also used as a basis to inform training. However, the Committee noted that the safeguarding awareness briefing was not necessarily updated every time the safeguarding procedure changed, which it agreed could lead to a gap in staff knowledge.

***Recommendation 4: That the Council clarifies its procedure for reporting back to staff on changes to safeguarding procedures to ensure organisational awareness.***

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## Appendix A

### Draft Cabinet response to recommendations of the Scrutiny Committee

The document sets out the draft response of the Cabinet Member to recommendations made by the Scrutiny Committee on 04 July 2023 concerning the Oxford City Council Safeguarding Report 2022/23 and Safeguarding Policy 2023-26. The Cabinet is asked to amend and agree a formal response as appropriate.

Recommendation	Agree?	Comment																		
1) That the Council adds context to the section on adult exploitation to give a flavour of the situations and responses; and uses available local, regional and national data to frame the figures so that they tell a story.	Yes	<p>Reporting Period Jan 2022 – Mar 2023</p> <p>Source of Data</p> <p>Local and county data – recorded by Anti-Slavery Coordinator Oxfordshire Regional data – quarterly infographics reported by Modern Slavery coordinator, Thames Valley Police National data – annual report published by Single Competent Authority (Home Office) of NRM and Duty to Notify referrals.</p> <p><b>Please note: TVP regional data and NRM national data is only up until end of 2022 – have not received TVP Q4 infographics and NRM data only published annually.</b></p> <p>Total number of adult cases:</p> <table><tr><th><u>Oxford City (Local)</u></th><th><u>Oxfordshire (County)</u></th><th><u>Thames Valley (Regional)</u></th><th><u>NRM Data (National)</u></th></tr><tr><td>78</td><td>134</td><td>356</td><td>8854</td></tr></table> <p>Total each quarter:</p> <table><tr><th><u>Quarter</u></th><th><u>Oxford City</u></th><th><u>Oxfordshire</u></th><th><u>Thames Valley</u></th><th><u>National</u></th></tr><tr><td>Q4 Jan 22 – Mar</td><td>17</td><td>34</td><td>111</td><td>2052</td></tr></table>	<u>Oxford City (Local)</u>	<u>Oxfordshire (County)</u>	<u>Thames Valley (Regional)</u>	<u>NRM Data (National)</u>	78	134	356	8854	<u>Quarter</u>	<u>Oxford City</u>	<u>Oxfordshire</u>	<u>Thames Valley</u>	<u>National</u>	Q4 Jan 22 – Mar	17	34	111	2052
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78	134	356	8854																	
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Q4 Jan 22 – Mar	17	34	111	2052																

22					
Q1 Apr 22 – June 22	9	20	84	2264	
Q2 Jul 22 – Sept 22	12	20	75	2302	
Q3 Oct 22 – Dec 22	22	28	86	2236	
Q4 Jan 23 – Mar 23	18	32	-	-	

Types of Exploitation:

<u>Exploitation Type</u>	<u>Oxford City</u>	<u>Oxfordshire</u>	<u>National</u>
Criminal Exploitation	23	50	1384
Domestic Servitude	3	8	137
Financial Exploitation	1	1	0
Labour Exploitation	18	37	4570
Sexual Exploitation	32	36	1128
Unknown	1	2	708
Organ Harvesting	0	0	2

**Please note: Thames Valley data not included as exploitation type provided is total number (both adults and children)**

- Out of the 78 cases reported 60 were individual, 7 were businesses and 11 premises.
- 56 are no longer being exploited - 29 who were already receiving support through NRM and 31 following multi-agency partnership working to safeguard victims and disrupt exploiter activity.
- Disruption outcomes have included closure orders on premises (brothels), financial penalties incurred through other partners such as immigration, HMRC and council teams, police investigations and action and Gangmasters Labour Abuse Authority taking action where labour exploitation is occurring.

2) That the Council undertakes a longitudinal study of victims and survivors of adult exploitation to gain an understanding of the impact that support has in positively changing the course of lives, which is grounded in data.	Yes	The Council will monitor case outcomes over time to assess the impact of support to victims of modern slavery reported to the Council. This will form part of the Anti-Slavery Coordinator's work plan.
3) That the Council actively works with the voluntary sector and community groups to ensure they have adequate safeguarding policies in place and have access to suitable safeguarding training and support.	No	<p><b><u>Organisations receiving funding from the Council will be required to have a safeguarding policy that aligns to the Oxfordshire Multi-Agency Safeguarding Arrangements.</u></b></p> <p><b><u>Responsibility for the production, implementation and adherence to the policy is the responsibility of the organisation itself.</u></b></p> <p>Safeguarding Policy has been updated to state:</p> <p><i>12.2 The Council will review the safeguarding policies of commissioned and grant funded services on application to the Council to check they comply with the standards set by Oxfordshire Safeguarding Children Board and Oxfordshire Safeguarding Adults Board. The Safeguarding Coordinator obtains annual Commissioned Services Safeguarding Self Assessments from each service.</i></p>
4) That the Council clarifies its procedure for reporting back to staff on changes to safeguarding procedures to ensure organisational awareness.	Yes	<p>The safeguarding awareness briefing is updated quarterly in line with local and national procedures. Upon amending internal policy and procedures, changes are communicated to staff using the following methods:</p> <ul style="list-style-type: none"> <li>• Quarterly safeguarding newsletter (next due at the end of July)</li> <li>• Weekly Connected Council newsletter</li> <li>• Intranet news story release</li> <li>• Safeguarding awareness briefing update</li> <li>• Communication with HR colleagues to update induction packs with updated policy and procedures</li> <li>• Replacement of existing policy and procedures on external and internal web pages</li> <li>• Dissemination to teams via Safeguarding Champion network</li> </ul> <p>Training section of the Safeguarding Policy has been updated to state:</p> <p><i>8.7 Procedural changes will be communicated to staff through updates to the</i></p>

		<i>internal safeguarding awareness briefing and internal communications platforms.</i>
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**To:** Cabinet  
**Date:** 12 July 2023  
**Report of:** Scrutiny Committee  
**Title of Report:** Oxfordshire Inclusive Economy Partnership (OIEP) Charter/Pledge

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To present Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Councillor Lucy Pegg, Scrutiny Committee Chair
<b>Cabinet Member:</b>	Councillor Susan Brown, Cabinet Member for Inclusive Economy and Partnerships
<b>Corporate Priority:</b>	Enable an Inclusive Economy
<b>Policy Framework:</b>	Council Strategy 2020-24
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

<b>Appendices</b>	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

## Introduction and overview

1. The Scrutiny Committee met on 04 July 2023 to consider a report concerning the Oxfordshire Inclusive Economy Partnership (OIEP) Charter/Pledge. The report, which is due for Cabinet consideration on 12 July 2023, recommends that Cabinet approves Oxford City Council's participation in the OIEP Charter and endorses a series of Oxford City Council pledges that officers in respective service areas will deliver against, within existing budget and for the duration of the current Medium Term Financial Strategy. Oxford City Council progress/performance against the pledges will be reported against annually and the results shared on Oxford City Council's website.
2. The Committee would like to thank Clayton Lavallin (Economic Development Team Leader) and Emma Coles (Oxfordshire Inclusive Economy Partnership Manager) for attending the meeting to answer questions.

## Summary and recommendations

3. Clayton Lavallin, Economic Development Team Leader and Emma Coles, Oxfordshire Inclusive Economy Partnership Manager introduced the report. The OIEP was a countywide group which brought together employers, business, education, community groups and local government, including Oxford City Council, in the interests of working towards a more inclusive economy across Oxfordshire.
4. The Committee asked a range of questions, including questions relating to the rationale behind pledge selection; the distribution of proposed Council pledges across the six pledge themes; communications; whether the Council could go further with the pledges; and whether the Council's companies were engaged in the OIEP.
5. During discussion, the Committee noted that the full list of possible pledges was not included within the report and the list did not appear to be easily accessible online. In the interests of transparency and the ability for the Council to be held to account on what it pledged, the Committee agreed that the full list of pledges should be easily and prominently available online.

***Recommendation 1: That the Council requests that the Oxfordshire Inclusive Economy Partnership ensures the full list of possible pledges is easily and prominently available online.***

6. The Committee challenged the rationale for the selection, or non-selection, of pledges. The report highlighted that pledges had been selected from five out of the six pledge themes and the Committee was surprised to see that no pledges had been selected from the 'recruit inclusively' theme, as the Council had previously made a number of commitments in that area. The Committee was also of the view that there were a number of pledges within the other themes that the Council could have committed to, but for one reason or another had not. There was no clear rationale articulated as to why pledges had or had not been selected within the report, alongside no clear prioritisation criteria, which the Committee agreed was an omission. While the Committee understood that it may not be practical to select all of the pledges, it agreed that the provision of more information as to the decision-making process around pledge selection would be useful.

***Recommendation 2: That the Council reviews the full list of possible pledges to see if it could sign-up to additional pledges; including whether the Council could sign-up to any pledges within the 'recruit inclusively' theme.***

***Recommendation 3: That the Council undertakes a RAG rating audit for the full list of potential pledges outlining what it could do against each one, whether there are any additional budget or resource implications, whether the Council is currently meeting a pledge or if more work needs to be done and then prioritises pledges on the basis of that audit, to provide assurance that the Council is doing as much as possible to ensure an inclusive economy.***

7. During further discussion around the rationale for pledge selection, the Committee noted that it was unclear from the report whether pledges were selected because they represented work that the Council was already doing or had done, similar to a checklist; or whether they had been chosen because they represented gaps in the Council's current work, making them more aspirational pledges. It was also unclear on what basis the OIEP required pledge selection to be made, or if there was flexibility for individual organisations to determine their own approach. The Committee agreed that communications around the framing of pledges at the OIEP and Council level needed to be improved so that it was clear whether the pledges were more of a checklist, or an aspirational 'to do' list.

***Recommendation 4: That the Council engages with the Oxfordshire Inclusive Economy Partnership to understand whether it has a preferred approach for organisations' pledge selection approach, or whether there is flexibility for organisations to determine their own approach; and requests that this be clearly articulated in an appropriate location.***

***Recommendation 5: That the Council improves its communications on how its pledge commitments are framed to ensure clarity around whether they are a checklist of work already completed or underway, or whether they represent a more aspirational 'to do' list; and clearly articulates this locally.***

8. Relating to the pledges around procurement, the Committee identified that unionisation appeared to be a key area which was missing. Procurement was an important tool which could be used to support unionised workplaces, such as through committing to buying only from organisations which have Trade Union Recognition Agreements in place for their workforce. The Committee noted responses from officers that this area was likely not included as it did not feature in any of the initial working group discussions; however the list of pledges was a living document and so this area could be fed back to the working group for consideration.

***Recommendation 6: That the Council suggests to the Oxfordshire Inclusive Economy Partnership the addition of pledges relating to the inclusion of organisations with Trade Union Recognition Agreements as a preference during procurement exercises.***

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## Appendix A

### Draft Cabinet response to recommendations of the Scrutiny Committee

The document sets out the draft response of the Cabinet Member to recommendations made by the Scrutiny Committee on 04 July 2023 concerning the Oxfordshire Inclusive Economy Partnership (OIEP) Charter/Pledge. The Cabinet is asked to amend and agree a formal response as appropriate.

Recommendation	Agree?	Comment		
1) That the Council requests that the Oxfordshire Inclusive Economy Partnership ensures the full list of possible pledges is easily and prominently available online.	Yes	As referenced at the meeting, the OIEP is in the process of setting up its own website – so the link to the pledges will change by September this year; the OIEP currently sits on the Future Oxfordshire Partnership website and has a specific page on the Charter including a link to the pledges: <a href="#">Oxfordshire Inclusive Economy Charter - Future Oxfordshire Partnership</a>		
2) That the Council reviews the full list of possible pledges to see if it could sign-up to additional pledges; including whether the Council could sign-up to any pledges within the 'recruit inclusively' theme.	Yes	The Council has signed up to an inclusive recruitment pledge under 'Opportunities to work' group: <u>Opportunities to work</u> - Supporting those furthest from the labour market on their journey towards secure employment		
		<i>As an employer we pledge to improve the diversity of our workforce through more inclusive recruitment practices</i>	Gail Makin, Head of People	People Strategy
3) That the Council undertakes a RAG rating audit for the full list of potential pledges outlining what it could do against each one, whether there are any additional budget or resource implications, whether the Council is currently meeting a pledge or if more work needs to be done and then prioritises pledges on the basis of that audit, to provide assurance that the Council is doing as much as possible to ensure an inclusive economy.	Yes	Participation in the Charter requires commitment to select pledges only, organisations are not expected to sign up to all pledges or to be audited on them.  Therefore, it is in addition to participation in the Charter/pledges and to respond to Scrutiny Committee's further recommendations that officers will report back to Scrutiny Committee on an annual basis (July 2024 onwards) with an audit of progress against both agreed pledge commitments and the full list of all pledges to identify any further potential areas to sign up to and/or endorse the pledges. A baseline will be compiled in this year (July 2023) against which to measure progress in subsequent years.  This audit will provide assurance that the Council is doing as much as		

		possible to ensure an inclusive economy.
4) That the Council engages with the Oxfordshire Inclusive Economy Partnership to understand whether it has a preferred approach for organisations' pledge selection approach, or whether there is flexibility for organisations to determine their own approach; and requests that this be clearly articulated in an appropriate location.	Yes	<p>The approach for the Oxfordshire Inclusive Economy Charter is designed to be flexible in terms of signing up to pledges, the main aim of the Charter is increased engagement from employers and progress towards a more inclusive economy through meaningful actions as well as the ability to showcase good practice. Organisations are asked to choose a selection of pledges that are most relevant; it could be things they are already doing and will continue to do over the next 12 months or it could be something they are looking to start work on this year.</p> <p>This will be communicated via the new OIEP website (in development) in addition to current information which sits on the Future Oxfordshire Partnership website and has a specific page on the Charter including a link to the pledges:  <a href="#">Oxfordshire Inclusive Economy Charter - Future Oxfordshire Partnership</a></p>
5) That the Council improves its communications on how its pledge commitments are framed to ensure clarity around whether they are a checklist of work already completed or underway, or whether they represent a more aspirational 'to do' list; and clearly articulates this locally.	Yes	<p>Officers will work with colleagues in internal communications to feedback detailed and point-by-point responses to staff and union engagement in the Charter and pledges and feedback for each point raised any identified actions resulting from the engagement.</p> <p>A 'You said, we did' approach will frame this checklist and be presented back to staff and unions via the intranet from September 2023.</p>
6) That the Council suggests to the Oxfordshire Inclusive Economy Partnership the addition of pledges relating to the inclusion of organisations with Trade Union Recognition Agreements as a preference during procurement exercises.	Yes, subject to OIEP decision	Emma Coles (Oxfordshire Inclusive Economy Partnership Manager) will take this back to the Oxfordshire Inclusive Economy Partnership Steering Group for consideration.

**To:** Cabinet  
**Date:** 12 July 2023  
**Report of:** Scrutiny Committee  
**Title of Report:** Citizen Experience Strategy

Summary and recommendations	
<b>Purpose of report:</b>	To present Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Councillor Lucy Pegg, Scrutiny Committee Chair
<b>Cabinet Member:</b>	Councillor Nigel Chapman, Cabinet Member for Citizen Focused Services and Council Companies
<b>Corporate Priority:</b>	All
<b>Policy Framework:</b>	Council Strategy 2020-24
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

Appendices	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

## Introduction and overview

1. The Scrutiny Committee met on 04 July 2023 to consider a report concerning the Citizen Experience Strategy. The report, which is due for Cabinet consideration on 12 July 2023, recommends that Cabinet approves the Citizen Experience Strategy.
2. The Committee would like to thank Councillor Chapman (Cabinet Member for Citizen Focused Services and Council Companies), Helen Bishop (Head of Business Improvement) and Vicki Galvin (Senior Programme Manager for Customer Experience) for attending the meeting to answer questions.

## Summary and recommendations

3. Councillor Nigel Chapman, Cabinet Member for Citizen Focused Services and Council Companies introduced the report. The Citizen Experience Strategy outlined

the approach the Council will be taking to provide a positive experience for all of Oxford's citizens in accessing its services and engaging with it as a provider of them. The strategy sought to align all Council services with the approach and embrace other organisations and community groups so that the right support could be provided for anyone living in, working in, or visiting Oxford.

4. The Committee asked a range of questions, including questions relating to consultation methodology; use of language and terminology; customer satisfaction statistics; how the Council works with partners; managing citizen expectations; digital opportunities and digital exclusion; and the Council's direction of travel in terms of diverting contact online rather than face-to-face or via telephone.
5. In particular, the Committee discussed the choice of the word 'citizen' and whether that was an accurate descriptor. The Committee noted the difficulty in finding one word to describe a number of different groups, but agreed that the word 'citizen' was quite emotive and could exclude a number of different groups. There was consensus that the use of the word 'citizen' within the strategy in its current form need not be changed, but that ongoing feedback should be sought so that language could be adjusted as necessary in future iterations of the strategy.

***Recommendation 1: That the Council seeks ongoing feedback on how individuals and groups engage with the strategy and whether they feel excluded by the use of the term 'citizen'; and listens to and reflects on this feedback with a view to adjusting the language accordingly in future iterations of the strategy.***

6. During further discussion on the use of the word 'citizen', the Committee noted the current context that a number of groups and individuals were feeling excluded generally and agreed that this should be drawn out in the strategy.

***Recommendation 2: That the Council contextualises the strategy by drawing out the general feelings of exclusion felt by many groups and individuals in the current climate.***

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## Appendix A

### Draft Cabinet response to recommendations of the Scrutiny Committee

The document sets out the draft response of the Cabinet Member to recommendations made by the Scrutiny Committee on 04 July 2023 concerning the Citizen Experience Strategy. The Cabinet is asked to amend and agree a formal response as appropriate.

<b><i>Recommendation</i></b>	<b><i>Agree?</i></b>	<b><i>Comment</i></b>
1) That the Council seeks ongoing feedback on how individuals and groups engage with the strategy and whether they feel excluded by the use of the term 'citizen'; and listens to and reflects on this feedback with a view to adjusting the language accordingly in future iterations of the strategy.	Yes	We will monitor engagement with the strategy, including the use of language within it, and use this insight to inform future work. An annual review of the strategy will be provided to the Cabinet Member for Citizen Focused Services and Council Companies, which can also be made available for consideration by the Scrutiny Committee.
2) That the Council contextualises the strategy by drawing out the general feelings of exclusion felt by many groups and individuals in the current climate.	Yes	As per the equalities impact assessment included in the report, the intention is to undertake a more detailed equalities impact assessment for each major workstream. This process should identify any "general feelings of exclusion" and ensure the appropriate mitigations are implemented.

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**To:** Cabinet

**Date:** 12 July 2023

**Report of:** Housing and Homelessness Panel

**Title of Report:** Future Resettlement Commitments for New Refugee Families

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To present Panel of the Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Cllr Lizzy Diggins, Panel Chair
<b>Cabinet Member:</b>	Cllr Linda Smith, Cabinet Member for Housing
<b>Corporate Priority:</b>	Deliver More Affordable Housing; Support Thriving Communities
<b>Policy Framework:</b>	Housing, Homelessness and Rough Sleeping Strategy 2023-28
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

<b>Appendices</b>	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

## Introduction and overview

1. The Housing and Homelessness Panel met on 05 July 2023 to consider a report concerning Future Resettlement Commitments for New Refugee Families. The report, which is due for Cabinet consideration on 12 July 2023, recommends that Cabinet approves the resettlement of a minimum of 8 refugee families per year from any of the resettlement schemes highlighted in the report for a period of 5 years from 2023 to 2028, on the condition that the requirements in paragraph 21 of the report are consistently met to ensure scheme viability; and delegates authority to the:
  - Executive Director (Communities and People), in consultation with the Cabinet Member for Housing, to agree the resettlement of additional refugees above this allocation (which will incur additional expenditure from

Home Office grant funding for support provision) subject to sufficient grant funding; approves the use of Home Office grant funding of up to £1,313,840 (see Appendix 2 of the report) to procure the provision of 2 years of person centred support for each refugee family arriving in Oxford during the 5 year period between 2023 -2028;

- Head of Housing in consultation with the Cabinet Member for Housing to approve the use of the Home Office grant funding to procure additional person centred support as required;
  - Head of Housing in consultation with the Head of Financial Services/S151 Officer, the Head of Law and Governance and the Cabinet Member for Housing to allocate the approved budget and enter into contract(s) with a provider(s) for the provision of person centred support.
2. The Panel would like to thank Councillor Linda Smith (Cabinet Member for Housing), Nerys Parry (Head of Housing Services), Richard Wood (Housing Strategy and Needs Manager), Alan Chandler (Senior Refugee and Migrant Officer) and Paul Reid (Rapid Rehousing Manager) for attending the meeting to answer questions.

### **Summary and recommendations**

3. Councillor Linda Smith, Cabinet Member for Housing introduced the report. There was an ongoing need to resettle refugee families, as globally there were circa 100 million forcibly displaced people. The commitments outlined in the report were consistent with Oxford's values as a City of Sanctuary and aligned with work to date supporting refugees. The proposed commitment to resettle 8 refugee families per year for 5 years was determined to be manageable and sustainable; the commitment was consistent with the commitment in previous years. A number of factors had fed into the proposed commitment to resettle 8 families per year for the 5 year period – including the availability of affordable accommodation in the City and capacity to offer wraparound support to those families.
4. The Panel asked a range of questions, including questions relating to the rationale behind the commitment to resettle 8 refugee families per year for the next 5 years; whether the Council's commitment could be more ambitious; financial viability of the scheme; placement of families within the City; how the scheme was monitored; and the support available to refugee families.
5. In particular, the Panel sought clarification on the Council's scope to increase the number of families resettled per year. A tension was identified within the report, in that it stated the commitment was to resettle a *minimum* of 8 refugee families per year; but the report also stated if an excess of 8 properties per year was secured, then that excess would contribute to the following year's commitment. The two statements did not appear to align. The Panel was advised that the proposal was to resettle 8 refugee families per year, but if that target was reached quickly and additional properties were secured in any given year, there was a small amount of flexibility to resettle more than 8 families per year. However, any large increase to the commitment of 8 families per year was not possible as significantly more resource would be required. The Panel agreed

that this position was not set out clearly in the report and would benefit from clarification.

***Recommendation 1: That the Council clarifies its position in relation to the flexibility within its commitment to resettle more than 8 refugee families per year for the next 5 years; explicitly stating that any significant surplus will be rolled into the following year's commitment, but that there is capacity to support a small number of additional families in any given year.***

6. The Panel had a broader discussion around the differences in language used to describe individuals' status, depending on which scheme they arrived in the UK under. It was noted that the term 'refugee' and 'asylum seeker' were often used to describe individuals from Afghanistan and Syria, for instance, yet individuals from Ukraine were referred to as 'guests'. While the Panel acknowledged that this mirrored the language used by the Government within its various resettlement schemes, it agreed that there was no requirement for the Council to perpetuate feelings of inequality between individuals from different countries who had all fled similar situations of war and conflict by using the same potentially divisive language.

***Recommendation 2: That the Council considers the language used within future reports and documents to ensure that individuals and families entering the UK having fled war, conflict and/or persecution are given equal status regardless of their country of origin.***

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## Appendix A

### Draft Cabinet response to recommendations of the Housing and Homelessness Panel of the Scrutiny Committee

The document sets out the draft response of the Cabinet Member to recommendations made by the Housing and Homelessness Panel on 05 July 2023 concerning Future Resettlement Commitments for New Refugee Families. The Cabinet is asked to amend and agree a formal response as appropriate.

<b>Recommendation</b>	<b>Agree?</b>	<b>Comment</b>
1) That the Council clarifies its position in relation to the flexibility within its commitment to resettle more than 8 refugee families per year for the next 5 years; explicitly stating that any significant surplus will be rolled into the following year's commitment, but that there is capacity to support a small number of additional families in any given year.	Yes	The report recommends to Cabinet a commitment of 8 households a year for resettlement, as long as conditions outlined in paragraph 21 are met. In addition, it recommends delegation of authority to exceed that number in any given year. This provision has been included to ensure that, if opportunities to rehouse more households become available over the 5 year period, the ability is there to proceed quickly without additional approval, in line with the Council's strategic objectives. It is not anticipated that the Council would exceed the 8 households significantly each year, due to resourcing limitations, but in particular due to the very limited supply of suitable housing for families needing resettlement, as part of the broader supply and housing need challenges Oxford is facing. Any households resettled through the scheme above the 8 annually will be counted against the profile for the next year. This is because over the course of the 5 years we are aiming to resettle 40 families and this provision has been included as resettlement is often inconsistent, with

		households sometimes arriving rapidly in a short period, followed by gaps, driven by our ability to procure properties. It may be that in practice we have some years that the 8 is exceeded, followed by other years when it is not. This provision therefore provides an ongoing view on if we are on track to meet our overall commitments or not.
2) That the Council considers the language used within future reports and documents to ensure that individuals and families entering the UK having fled war, conflict and/or persecution are given equal status regardless of their country of origin.	Yes	The upmost effort goes into using the right language when drafting reports and documents in order to be clear in meaning, and to describe the status of clients who have come to Oxford fleeing war, conflict and persecution in the most appropriate language. Added effort will be put into future reports to seek to use more consistent language to describe different groups of people when possible. However, in order to ensure accuracy and clear legal meaning, at times reports must use the language prescribed in legislation, to ensure clear application of decisions made by Cabinet and Council, and to ensure compliance with ring-fenced central government funding.



**To:** Cabinet  
**Date:** 12 July 2023  
**Report of:** Housing and Homelessness Panel  
**Title of Report:** Tenant Satisfaction (STAR) Survey

Summary and recommendations	
<b>Purpose of report:</b>	To present Panel of the Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Cllr Lizzy Diggins, Panel Chair
<b>Cabinet Member:</b>	Cllr Linda Smith, Cabinet Member for Housing
<b>Corporate Priority:</b>	Deliver More Affordable Housing; Support Thriving Communities
<b>Policy Framework:</b>	Housing, Homelessness and Rough Sleeping Strategy 2023-28
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

Appendices	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

## Introduction and overview

1. The Housing and Homelessness Panel met on 05 July 2023 to consider a report concerning the results of the Tenant Satisfaction (STAR) Survey 2022. It was recommended that the Panel consider the report and agree any recommendations.
2. The Panel would like to thank Councillor Linda Smith (Cabinet Member for Housing), Nerys Parry (Head of Housing Services) and Patricia Andrade (Tenancy Management Manager) for attending the meeting to present and answer questions.

## Summary and recommendations

3. Councillor Linda Smith, Cabinet Member for Housing introduced the report. The results of the Tenant Satisfaction (STAR) Survey 2022 had been positive overall, however there were a few areas for improvement which the Council would be focusing on – namely communications and repairs. Improvement work was already underway in respect of repairs, as new technology was due to be rolled out imminently which would enable tenants to log their own repairs on the system, which would streamline the process. Patricia Andrade, Tenancy Management Manager presented the survey's key findings to the Panel.
4. The Panel asked a range of questions, including questions relating to how the Council planned to address any tenant dissatisfaction highlighted by the results; how the Council prioritised repairs to housing stock; survey methodology; and best practice within the identified areas for improvement.
5. The Panel was interested in understanding the total number of Council tenants in each of the City's wards, as the current report did not make it easy for Members to ascertain whether the number of survey responses from their respective wards represented a large or small proportion of the total number of Council tenants in that ward. The Panel agreed that this would be a helpful inclusion in future reports.

***Recommendation 1: That the Council includes information on the number of Council tenants per ward in future Tenant Satisfaction (STAR) Survey reports.***

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**Appendix A**  
**Draft Cabinet response to recommendations of**  
**the Housing and Homelessness Panel of the Scrutiny Committee**

The document sets out the draft response of the Cabinet Member to recommendations made by the Housing and Homelessness Panel on 05 July 2023 concerning the Tenant Satisfaction (STAR) Survey. The Cabinet is asked to amend and agree a formal response as appropriate.

<b><i>Recommendation</i></b>	<b><i>Agree?</i></b>	<b><i>Comment</i></b>
1) That the Council includes information on the number of Council tenants per ward in future Tenant Satisfaction (STAR) Survey reports.	In Part	The STAR is one questionnaire per property, therefore it would be clearer if the information is based on the number of properties per ward which can be provided.

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**To:** Cabinet  
**Date:** 09 August 2023  
**Report of:** Housing and Homelessness Panel  
**Title of Report:** Expansion of the Housing First Programme

Summary and recommendations	
<b>Purpose of report:</b>	To present Panel of the Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Cllr Lizzy Diggins, Panel Chair
<b>Cabinet Member:</b>	Cllr Linda Smith, Cabinet Member for Housing
<b>Corporate Priority:</b>	Deliver More Affordable Housing; Support Thriving Communities
<b>Policy Framework:</b>	Housing, Homelessness and Rough Sleeping Strategy 2023-28
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

Appendices	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

## Introduction and overview

1. The Housing and Homelessness Panel met on 02 August 2023 to consider a report concerning Expansion of the Housing First Programme. The report, which is due for Cabinet consideration on 09 August 2023, recommends that Cabinet approves the Council's participation in the Single Homelessness Accommodation Programme (SHAP) in order to purchase 12 new units for Housing First alongside commissioning support for a total of 17 units, including 5 units drawn from general needs stock. The report also seeks a Cabinet resolution to recommend to Council:
  - The allocation of a £2,888,000 capital budget (of which £1,688,000 will be borrowed by the Housing Revenue Account) for the Council's investment to

purchase the properties as part of the SHAP outlined in paragraph 19 of the report, the balance of which will be met by the SHAP grant; and

- A budget allocation of £600,000 to cover revenue costs to commission support providers to deliver support for the 17 units of Housing First. The funding equates to 3 years' worth of revenue but is spread over 4 financial years (paragraph 18 of the report).
2. In addition, the report recommends that Cabinet delegates authority to the Executive Director (Communities and People) in consultation with the Cabinet Member for Housing; the Head of Financial Services/Section 151 Officer; and the Head of Law and Governance/Monitoring Officer, to enter into agreements and contracts to facilitate the purchase by the Council of housing (to be held in the HRA) within the identified budget and within the project approval, as well as to enter into or amend agreements or contracts in relation to support provision (revenue spend) in line with procurement requirements.
  3. The Panel would like to thank Councillor Linda Smith (Cabinet Member for Housing), Nerys Parry (Head of Housing Services), Richard Wood (Housing Strategy and Needs Manager), Ossi Mosley (Rough Sleeping and Single Homelessness Manager) and Brendan Lewis (Senior Rough Sleeping and Single Homelessness Project Officer) for attending the meeting to answer questions.

### **Summary and recommendations**

4. Councillor Linda Smith, Cabinet Member for Housing introduced the report. The Council implemented a Housing First programme in 2021/22 to help resolve homelessness of some of the most disadvantaged people in the community. The programme funded the purchase of up to 40 units; however this number had not been reached due to difficulty in identifying suitable accommodation. The 5 outstanding units were able to be carried forward into the current SHAP, extending the SHAP provision from 12 to 17 units. The Housing First programme represented a valuable contribution to long-term homelessness prevention and the worldwide evidence base showed that Housing First was successful in helping individuals to sustain tenancies. The evidence in Oxford was that Housing First was working; in particular there had been no evictions or abandonments in respect of individuals supported by Housing First in the City.
5. The Expansion of Housing First in Oxford was a key element of the Council's Housing, Homelessness and Rough Sleeping Strategy; alongside the countywide Oxfordshire Homelessness and Rough Sleeping Strategy, which aimed to transform services across the county to end rough sleeping. There was a high level of need for Housing First provision within Oxford.
6. The Panel asked a range of questions, including questions relating to the equalities impact and how individuals were prioritised to receive Housing First support; how the Council quality assures the services delivered by the external providers of wraparound support; the distribution of Housing First properties across the City; the impact of the Housing First programme on the availability of housing for other groups (e.g. Care Leavers); the impact of expanding the programme on other wraparound support agencies across the City; how far

Housing First will go to address existing need in the City; and the information contained within the risk register.

7. In particular, the Panel sought clarification on the contents of the risk register at Appendix 2 to the report. It was noted that the risks relating to Tenancy Sustainment and Housing First Acquisition were listed as opportunities, however the risk descriptions, causes and consequences seemed to suggest that these risks should be listed as threats rather than opportunities. The Panel agreed that a review of the risk register to ensure all information contained within it was accurate would be prudent.

***Recommendation 1: That the Council reviews the information contained within the risk register at Appendix 2 to the report to ensure accuracy.***

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## Appendix A

### Draft Cabinet response to recommendations of the Housing and Homelessness Panel of the Scrutiny Committee

The document sets out the draft response of the Cabinet Member to recommendations made by the Housing and Homelessness Panel on 02 August 2023 concerning Expansion of the Housing First Programme. The Cabinet is asked to amend and agree a formal response as appropriate.

<b><i>Recommendation</i></b>	<b><i>Agree?</i></b>	<b><i>Comment</i></b>
1) That the Council reviews the information contained within the risk register at Appendix 2 to the report to ensure accuracy.	Yes	The Risk Register accompanying the Cabinet report has been amended to reflect that the risk descriptions relating to Tenancy Sustainment and Acquisitions are listed as threats rather than as opportunities, as pointed out by the Panel Chair at the meeting. Further corrections have been made to the Risk Register to ensure that it is accurate, including updating of the name of the owner for all risks following officer changes (see <i>Annex 1</i> ).

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## Appendix 2: Risk Register

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

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**To:** Cabinet

**Date:** 09 August 2023

**Report of:** Housing and Homelessness Panel

**Title of Report:** Update on Customer Complaints and Feedback

Summary and recommendations	
<b>Purpose of report:</b>	To present Panel of the Scrutiny Committee recommendations for Cabinet consideration and decision
<b>Key decision:</b>	No
<b>Scrutiny Lead Member:</b>	Cllr Lizzy Diggins, Panel Chair
<b>Cabinet Member:</b>	Cllr Linda Smith, Cabinet Member for Housing
<b>Corporate Priority:</b>	Deliver More Affordable Housing; Support Thriving Communities
<b>Policy Framework:</b>	Housing, Homelessness and Rough Sleeping Strategy 2023-28
<b>Recommendation: That the Cabinet states whether it agrees or disagrees with the recommendations in the body of this report.</b>	

Appendices	
<b>Appendix A</b>	Draft Cabinet response to recommendations of the Scrutiny Committee

## Introduction and overview

1. The Housing and Homelessness Panel met on 02 August 2023 to consider an update on customer complaints and feedback. It was recommended that the Panel receive a presentation followed by an opportunity for discussion; and agree any recommendations.
2. The Panel would like to thank Councillor Linda Smith (Cabinet Member for Housing), Nerys Parry (Head of Housing Services) and Bill Graves (Landlord Services Manager) for attending the meeting to present and answer questions.

## Summary and recommendations

3. Nerys Parry, Head of Housing Services introduced the presentation and highlighted that the Social Housing (Regulation) Bill had received Royal Assent on 20 July 2023 to become the Social Housing (Regulation) Act 2023. As a result, further changes in relation to housing complaints nationally were expected in the near future; and the Council had already received correspondence from the Housing Ombudsman. Bill Graves, Landlord Services Manager delivered the presentation, which covered the period from October 2022 to March 2023.
4. The Panel asked a range of questions, including questions relating to the differences between Stage 1 and Stage 2 complaints; oversight of the complaints process; and tracking emergent complaints trends.
5. The Panel noted responses to questions that the current ICT products had functionality to allow Oxford Direct Services to track, drill down into and analyse emergent trends within complaints. This functionality was due to be expanded to the Council in the near future. Officers advised that feedback was also sought through the recently launched 'Localz' text messaging service, which was proving to be transformational in terms of improved quality of service and emphasis on customer experience.
6. While the Panel agreed that progress was moving in the right direction, it agreed that it would be of benefit to the Council to focus on gaining more information related to customer experience in terms of communication more broadly, both through 'Localz' and other channels to ensure inclusivity. The Panel agreed that communication, and what tenants wanted or expected in terms of communication, was a key aspect of the service which should be prioritised for improvement.

***Recommendation 1: That the Council seeks to gain more information relating to communication more broadly within the customer experience via Localz and other channels, to enable experiences to be tracked and analysed with a view to identifying and implementing improvements.***

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**Appendix A**  
**Draft Cabinet response to recommendations of**  
**the Housing and Homelessness Panel of the Scrutiny Committee**

The document sets out the draft response of the Cabinet Member to recommendations made by the Housing and Homelessness Panel on 02 August 2023 concerning the Update on Customer Complaints and Feedback. The Cabinet is asked to amend and agree a formal response as appropriate.

<b><i>Recommendation</i></b>	<b><i>Agree?</i></b>	<b><i>Comment</i></b>
1) That the Council seeks to gain more information relating to communication more broadly within the customer experience via Localz and other channels, to enable experiences to be tracked and analysed with a view to identifying and implementing improvements.	Yes	Localz has already improved communication with tenants who have booked repairs. Learning from complaints is being shared and will be publicised.

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## Scrutiny Budget Review 2024/25 – Scoping Document

<b>Review Topic</b>	Budget Review 2024/25 and Medium Term Financial Plan to 2027/28
<b>Lead Member Review Group</b>	Councillor James Fry
<b>Other Review Group Members</b>	<p>Councillor Dr Hosnieh Djafari-Marbini Councillor Chris Jarvis Councillor Dr Christopher Smowton</p> <p>Members of the Housing and Homelessness Panel will be invited to scrutinise Housing-related budgetary items:</p> <p>Councillor Lizzy Diggins (Chair) Councillor Paula Dunne Councillor Laurence Fouweather Councillor Jabu Nala-Hartley Councillor Rosie Rawle Councillor Jo Sandelson</p>
<b>Officer Support and allocated hours</b>	Scrutiny Officer support – approx. 2-3 days per week from mid-December 2023 to mid-February 2024. Additional support from the Head of Financial Services, Management Accountancy Manager and other Senior Officers.
<b>Background</b>	<p>The Finance and Performance Panel is responsible for scrutinising finance and budgetary issues and decisions, including the Budget 2024/25 decision.</p> <p>The Budget 2024/25 paperwork will be published for consultation on <b>05 December 2023</b> ahead of a final decision by Full Council on <b>21 February 2024</b>. Scrutiny has formed a Budget Review Group to scrutinise the budget proposals in detail before reporting to Cabinet in February.</p>
<b>Rationale</b>	To scrutinise the Council's draft budget for 2024/25 and Medium Term Financial Plan for the following three years and provide public assurance of the Council's budget setting processes and decisions.
<b>Key lines of inquiry</b>	<p>Areas of focus for the Budget Review Group this year to include:</p> <ul style="list-style-type: none"> <li>• The progress of financial mitigation strategies arising from COVID and the Council's overall expectation of what the 'new normal' looks like financially</li> <li>• The interaction, robustness and financial impact of the financial returns to the Council from Oxford Direct Services and OX Place business plans</li> <li>• Specific consideration of the Council's planning regarding macroeconomic factors such as inflation and the cost of living crisis</li> <li>• The robustness of plans and risks to the Council's anticipated income streams, particularly relating to parking, commercial property and the Council's companies</li> <li>• The robustness of the HRA Business Plan</li> <li>• Assessment of overall strategy and individual proposals to mitigate lost income and to reduce costs</li> </ul>

	<ul style="list-style-type: none"> <li>Planned borrowing levels and the impact of the changes arising from Minimum Revenue Provision</li> <li>Levels of contingencies and earmarked reserves</li> <li>Deliverability of the Capital Programme and its relation to previous iterations of the Medium Term Financial Plan</li> </ul>		
<b>Indicators of Success</b>	<ul style="list-style-type: none"> <li>Robust independent scrutiny of budget proposals;</li> <li>Detailed consideration of key lines of inquiry;</li> <li>The production of an evidenced based report with recommendations;</li> <li>Broad agreement on conclusions and recommendations amongst Review Group members;</li> <li>The majority of recommendations are agreed by the Cabinet.</li> </ul>		
<b>Methodology/ Approach</b>	<p>Evidence gathering to include:</p> <ul style="list-style-type: none"> <li>A budget briefing by the Chief Executive and Head of Financial Services;</li> <li>Reviewing Budget 2024/25 paperwork, including options or bids presented to members;</li> <li>Submitting written questions to Senior Officers and reviewing their responses;</li> <li>Meetings with Executive Directors and Heads of Service.</li> </ul>		
<b>Specify Witnesses/ Experts</b>	<ul style="list-style-type: none"> <li>Cabinet Member for Finance and Asset Management</li> <li>Chief Executive</li> <li>Executive Director (Development)</li> <li>Executive Director (Communities and People)</li> <li>Executive Director (Corporate Resources)</li> <li>Head of Financial Services</li> <li>Head of Housing Services</li> <li>Head of Planning Services</li> <li>Head of Community Services</li> <li>Head of Business Improvement</li> <li>Head of Law and Governance</li> <li>Head of Regulatory Services and Community Safety (<i>tbc</i>)</li> <li>Community Safety Manager</li> <li>Head of Corporate Strategy</li> <li>Head of Regeneration and Economy</li> <li>Head of Corporate Property</li> <li>Management Accountancy Manager</li> </ul>		
<b>Out of scope</b>	Detailed estimates in relation to ODS and OX Place company business plans are out of scope, but not their overall impact on the Council's budget and Medium Term Financial Plan.		
<b>Projected start date</b>	05 December 2023	<b>Draft Report Deadline</b>	19 January 2024 for Finance and Performance Panel on 22 January 2024
<b>Meeting Frequency</b>	4 meetings in January 2024	<b>Projected completion date</b>	By 07 February 2024 Cabinet

### **Draft outline of meetings (*all held remotely*)**

<b>Meeting one – Wednesday 03 January 2024, 6:00 – 8:00pm</b>
Introduction to the budget and its context ( <b>Cllr Ed Turner, Caroline Green and Nigel Kennedy</b> )
Introductions to service area budget proposals and questions from Review Group: <ul style="list-style-type: none"><li>• Corporate Resources (<b>Tom Hook</b>)</li><li>• Law and Governance (<b>Emma Jackman</b>)</li><li>• Financial Services (<b>Nigel Kennedy</b>)</li><li>• Business Improvement (<b>Helen Bishop</b>)</li><li>• Corporate Strategy (<b>Mish Tullar</b>)</li></ul>
<b>Meeting two – Thursday 04 January 2024, 6:00pm - 8.00pm</b>
Introduction to budget proposals and answering Review Group questions from: <ul style="list-style-type: none"><li>• Development (<b>Tom Bridgman</b>)</li><li>• Planning Services (<b>David Butler</b>)</li><li>• Regeneration and Economy (<b>Carolyn Ploszynski</b>)</li><li>• Corporate Property (<b>Jane Winfield</b>) <i>to include a report on income from Council assets</i></li></ul>
<b>Meeting three – Tuesday 09 January 2024, 6:00pm - 8.00pm</b>
To consider draft recommendations from previous meetings; introduction to budget proposals and answering Review Group questions from: <ul style="list-style-type: none"><li>• Housing and Communities (<b>Peter Matthew, Nerys Parry, and Ian Brooke</b>)</li><li>• Regulatory Services and Community Safety (<b>Richard Adams</b>)</li></ul> Members of the Housing and Homelessness Panel will be invited to participate in the Scrutiny of the Housing element of this meeting.
<b>Meeting four – Monday 15 January 2024, 6.00pm - 8.00pm [prior to Finance and Performance Panel on 22 January 2024]</b>
To consider the draft Review Group report.

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**To:** Cabinet  
**Date:** 13 September 2023  
**Report of:** Executive Director (Communities and People)  
**Title of Report:** Continuation of the Oxfordshire Out of Hospital Care Model

## Summary and recommendations

**Purpose of 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.

**Key decision:** Yes

**Cabinet Member:** Councillor Linda Smith, Cabinet member for Housing

**Corporate Priority:** Support Thriving Communities

**Policy Framework:** Housing, Homelessness and Rough Sleeping Strategy 2023 – 2028

## Recommendations: That Cabinet resolves 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.

### Appendices

Appendix 1	OOHC staffing Model
Appendix 2	Diagram of flow
Appendix 3	Case study 1
Appendix 4	Case study 2

## Introduction and background

1. The Oxfordshire Out of Hospital Care Model (OOHCM) was conceived in partnership between Oxford City Council, Oxford Health NHS Foundation Trust and Oxfordshire County Council (Adult Social Care). As such, an integrated approach has been integral from the outset.
2. The OOHCM started operationally in February 2021, through an initial 15 months' award from the Department of Health and Social Care's 'Shared Outcomes Fund' to test innovative ways of working across public sector systems. Oxford City Council has held all the funds awarded to the OOHC Model and paid service providers on a quarterly basis.
3. OOHCM is part of a nationwide programme of 18 sites working with people either experiencing or at risk of homelessness, the original core aims of the model were to:
  - Prevent discharges to street and associated re-admissions;
  - Avoid hospital attendance and admissions (where health, care and support needs can be better met in the community);
  - Support an improvement in an individual's health and wellbeing; and
  - Prevent rough sleeping and homelessness.
4. The OOHCM national programme is being evaluated by King's College London (KCL), with their full report due September 2023. However, in January 2022, Dr Michelle Cornes (Senior Research Fellow) chose Oxfordshire as the focus of an interim Audit, which found it to be:

- A “high fidelity”, evidence-based, Out-Of-Hospital Care Model - implementing the key mechanisms for safe, timely discharge that are proven to reduce delays and emergency department attendances (Cornes et al, 2021);
  - Highly cost effective – with cost savings across the entire system of around £1.3m identified over the 10 months from Feb 2021 - Dec '21;
  - High performing against national benchmarks;
  - Successful in embedding within the local integrated care system facilitating rapid patient flow from hospitals and through Short and Long Term Care (SALT).
5. On the back of a successful first year, financing was secured from a range of sources, including: Rough Sleeping Initiative 22-25, NHS Urgent and Emergency Care and COVID Management Fund, to continue the model for a further 12 months beyond June 2022.
  6. In fact it was possible to grow the OOHHC Model as it was first invited to recruit and host additional specialist health roles on behalf of the Buckinghamshire, Oxfordshire & West Berkshire Integrated Care Board (BOB ICB) and was then successful in a number of bids to the Better Care Fund (Winter Discharge).
  7. Accordingly, the model's stated aims were expanded to include:
    - Improve access to mainstream services and reduce health, housing and care inequalities for people with multiple and complex needs;
    - Increase elective engagement with care and treatment to support an improvement in health and wellbeing and avoid hospital admissions where a person's needs can be better met in the community.

## **Performance**

8. The model has had a lot of success supporting planned discharges from hospitals across Oxfordshire; results include:
  - Step Down and Housing Options services have supported over 200 planned discharges from hospital (50% from Mental Health wards)
  - Where a discharge has included a stay in Step Down housing, there has been (comparing 12 months prior to and 12 months post-Step Down):
    - 24% reduction in emergency hospital admissions
    - 56% reduction in presentations to Emergency Departments
    - 155% increase in Outpatient visits (evidence of ongoing engagement with planned treatment in community)
  - 89% reduction in Mental Health bed days at December 2021

- Number of 'stranded' patients on Mental Health wards was static at around 14-18 prior to OOHCM; the monthly average is now around one person
- The average length of stay in the Step Down service is 28 days (national average is 105) - evidence of good throughput and generating capacity
- 22% of people in Step Down had been rough sleeping prior to entering hospital; only one person returned to rough sleeping (national average is 20%) and zero new rough sleeping
- The OOHCM team has been rated as the national exemplar for genuine coproduction and involvement of lived experience by King's College London.

9. The model has also prevented hospital admissions and rough sleeping:

- The preventative, Step Up team of Social Worker, Psychologist and Embedded Mental Health Workers have supported 135 individuals in the community, of those:
  - 44 have remained out of hospital (both Mental Health and Acute), breaking historic cycles of re-admission;
  - 59 have seen an increase in elective engagement with healthcare and other treatments (inc. for substance issues);
  - 50 have maintained their accommodation where they had been at acute risk of eviction and homelessness.

### **Reasons to continue**

10. The OOHCM is enabling the local system to deliver, or make progress towards delivering, several strategic aims and intentions. Whether that is the county-wide Homelessness Strategy, NHS long-term plan or BCF two year local plan, it is consistently:
- Facilitating timely, sustained discharges from hospitals, with robust Discharge to Assess (D2A) protocols, which are in turn leading to improved engagement with community services and a reduction in hospital presentations, re-admissions and rough sleeping.
  - Removing barriers to accessing mainstream services in the community and reducing health and other inequalities.
  - Promoting, facilitating and modelling genuine partnership working and an integrated approach between health, care and other system partners.



11. It is out-performing other OOHCM test sites on most of the metrics employed by King's College, London in their evaluation and has been cited in several recognised studies (by KCL, Homeless Link, Local Government Association, Directors of Adult Social Services) as exemplifying excellent practice.
12. It is also having a significant and positive impact on the lives of people facing multiple exclusions and deprivations (see appendix 3 and 4).
13. The evidence for continuing the OOHCM model is strong and has been well-established in various studies and government guidance:
  - 2015 - 2021 - KCL and London School of Economics evaluation of 'standard' vs 'specialist' hospital discharge arrangements:
    - 'NHS Trusts with specialist homeless hospital discharge teams had lower rates of Delayed Transfers of Care linked to 'Housing' than standard care';
    - 'Specialist out-of-hospital care arrangements were consistently more effective and cost-effective than standard care';
    - 'Out-of-hospital care models that encompassed a homeless hospital discharge team PLUS direct access to a specialist step-down service were more effective and cost-effective than other models'
  - March 2022 - National Institute for Health and Care Excellence (NICE) Guideline:
    - '...providing such services would help avoid hospital admissions and ensure safe and timely discharge. Intermediate care can also prevent or shorten expensive inpatient care and provide appropriate care and support to people in need of more intense support than would otherwise be provided in the community.'
    - 'Intermediate care, including step-down and step-up care, would represent a change in practice because this service is currently rare for people experiencing homelessness. This would need some funding but there is evidence that intermediate care represents value for money.'

## **Next Steps**

14. The OOHCM has been awarded the sum of £1,213,038 for the financial year 2023-24 from the Better Care Fund. This is by far the largest award they have made in Oxfordshire and will enable delivery of the current OOHCM in its entirety until 31st March 2024.
15. A sum of £1,665,366 has been allocated for the OOHCM in the BCF budget for 2024-25. The precise make-up of the OOHCM beyond March 2024 is to be determined partly in response to the pending KCL evaluation (due September 2023).

16. Cabinet approval is sought to continue the OOHCM at current level of provision using the financing provided by the BCF and to award associated contracts, with yearly break clauses in line with funding, to external providers and employees.
17. Any extension to contract beyond March 2024 would be on the proviso that funding was secured and in place to enable this to happen. Break clauses and termination clauses would be written into contracts reserving Oxford City Council the right to either end or not award the contract from year to year, dependant on funding.

## **Financial Implications**

18. The OOHCM is funded 100% from sources external to Oxford City Council and there are no financial implications or risks to Oxford City Council in continuing the OOHCM.

## **Legal issues**

19. The procurement and award of contracts for this service will be undertaken in compliance with the Council's contract rules contained in part 19 of its Constitution and the Public Contract Regulations (PCR) 2015 as amended by the Public Procurement (Amendment etc.) (EU Exit) Regulations 2020.
20. The current provision is operating under an exemption from procurement to the previous contract until Cabinet approves the continuation of the OOHCM. Once this approval is in place a comprehensive public tendering exercise will be conducted.
21. Contracts awarded beyond March 2024 to deliver the OOHCM will be up to a maximum of five years, with break clauses and termination clauses written in reserving Oxford City Council the right to either end or not award the contract from year to year, dependant on the funding being secured.

## **Level of risk**

22. By facilitating the management of the OOHCM, Oxford City Council does expose itself to minimal risks associated with the commissioning of services to external providers, such as breaches of data protection and GDPR legislation, for example. However, any such risks have already been successfully mitigated over the previous two years through a robust system of governance, including: data sharing agreements in place among all partners, adherence to procurement requirements and clear lines of accountability and performance management.
23. The level of risk to Oxford City Council and its system partners if we do not continue the OOHCM is much higher, including:
  - Increase in delays to discharge from hospital and an increase in bed days, with associated adverse impact on the health and wellbeing of individuals and financial implications for health services;
  - Increase in unsafe discharges from hospital to rough sleeping and associated presentations to Housing teams and readmissions to hospital;

- Disengagement with treatment and services within the community and subsequent increased risk of homelessness, presentation to Housing teams and readmission to hospital;
- Increase in inequality of access to services and subsequent poorer outcomes for the health and wellbeing of vulnerable and excluded individuals;
- Non-compliance with government and NICE guidance and good practice;
- Loss of operational and systemic achievements and gains that have been delivered by OOHCM, such as: lived experience input at a meaningful level; co-commissioning of services and housing strategies between services; improved partnership working and shared accountability.

### Equality impact

24. The extension of the OOHCM is aligned to and forms part of the effort to deliver the Council's Housing, Homelessness and Rough Sleeping Strategy which has been subject to a full equality impact assessment. There are no adverse impacts anticipated on anyone with protected characteristics, rather efforts to support hospital discharge and prevent homelessness should support efforts to reduce inequality.

### Environmental

25. There are few environmental considerations arising directly from this report and no impact is anticipated on the environment.

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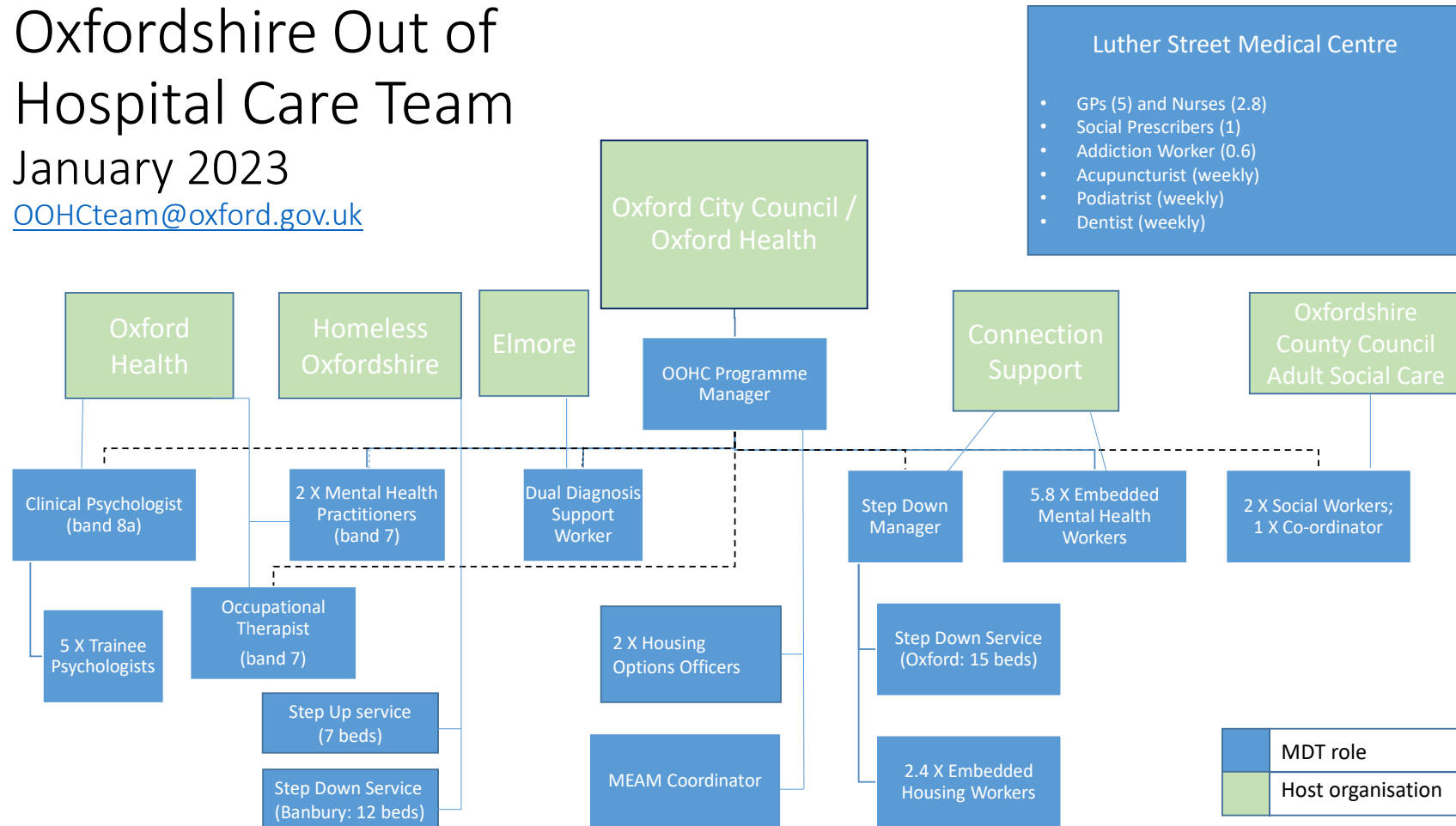
<b>Background Papers: None</b>
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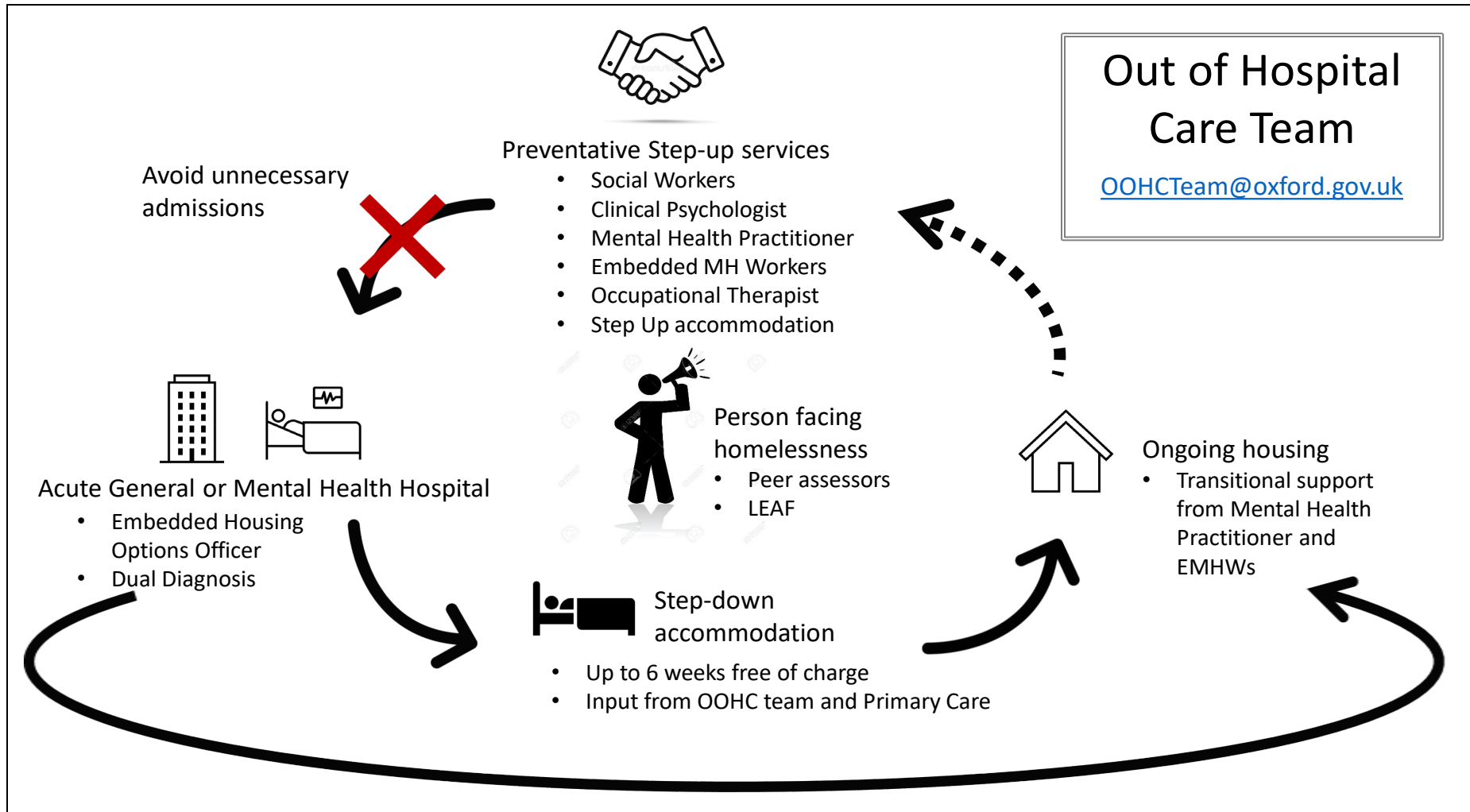
# Oxfordshire Out of Hospital Care Team

## January 2023

[OOHCteam@oxford.gov.uk](mailto:OOHCteam@oxford.gov.uk)



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## Appendix 3

### What is a good outcome? Rachel's story

- Rachel has a husband, three children and is addicted to alcohol having grown up with alcoholic parents;
- Following a violent, alcohol-fuelled incident, Rachel's husband obtained a legal undertaking forbidding her access to the family home or her children;
- Rachel was subsequently found unconscious and air-lifted to hospital, where she spent a week in ICU with malnutrition and other alcohol-related conditions;
- Rachel was told she would soon be ready to be discharged, but had nowhere to go: "I didn't know where I'd end up, I was petrified. I'd been so close to dying so many times and couldn't see where my life was going";
- At this point, Rachel was accepted into the OOHHC Step Down service:

"It was life-changing. The stress of being homeless had felt like a heavy weight on me. The relief was incredible and lifted me. As soon as I moved in and met the team I felt safe - they were so welcoming and kind.

I never had any self-confidence, it had all been knocked out of me - I'd always felt worthless and on my guard. During my stay I felt that I could talk about anything without being judged. I'd been carrying so much pain and guilt for years – talking about it made sense of things"

- The OOHHC team supported Rachel to engage with Turning Point and to link up with Oxfordshire's Lived Experience Advisory Forum;
- They also supported Rachel to talk with a solicitor about potential access to her children: "the team helped me realise that I do have rights and gave me the confidence that I am strong enough to fight these battles";
- After 5 weeks in Step Down Rachel moved into a flat in a women's project;
- Rachel went on to become a Community Champion and Service Evaluator with LEAF and now has regular access to her children:

"I can't believe how much my life has turned around. Staying at the Step Down house saved my life and helped me get to know myself again – I can do this."

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## Appendix 4

### What is a good outcome? Sophie's story

- Sophie is a young woman who came to the attention of the OOHC team in 2022;
- There was severe trauma present - Sophie was the victim of historic and current sexual abuse and serious physical violence;
- Sophie was 6 months' pregnant, with several children already in care, was drinking heavily and injecting heroin into her neck and groin. Sophie was also wanted by police for assault;
- There was a high risk to the life of both mother and child;
- The OOHC team led an integrated, system-wide response of flexible, intensive and sustained support, working with partners in Children's Social Care, Turning Point, Homeless Oxfordshire, Police, Probation, Hospital and Mental Health to coordinate efforts;
- Thorough consideration was given to all legal frameworks – Protection of child vs Promotion of rights and autonomy;
- Sophie's baby born in hospital without complications and placed with Sophie's sister rather than going into care;
- With support from OOHC team and partners, Sophie has:
  - Re-connected with her family
  - Regular contact and is bonding with her child
  - Been clean from substances for around 4 months
  - Continues to engage with the OOHC Step Up team
  - Started in training and is looking to join a college course
  - Been accepted for her own flat with Housing First

Following on from their recently published 'The Unhealthy State of Homelessness', the above case study was used by Homeless Link as an example of good practice around developing new ways to improve the health outcomes of vulnerable people.

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**To:** Cabinet  
**Date:** 13 September 2023  
**Report of:** Executive Director (Development)  
**Title of Report:** Proposal to deliver new burial meadow on land the Council owns off Oxford Rd towards Horspath.

Summary and recommendations	
<b>Purpose of report:</b>	To seek approval for 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 planning application to South Oxfordshire District Council, Phase 1 delivery budget, and required property and legal procedures to deliver the scheme.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Chewe Munkonge, Cabinet Member for Leisure and Parks
<b>Corporate Priority:</b>	Support Thriving Communities
<b>Policy Framework:</b>	Oxford Local Plan 2036
<b>Recommendations:</b> That Cabinet resolves to:	
<ol style="list-style-type: none"> <li><b>Grant project approval</b> 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;</li> <li><b>Recommend to Council</b> approval of a capital budget of £2.4M for delivery of this scheme;</li> <li><b>Delegate authority</b> 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</li> </ol>	

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.

Appendices	
Appendix 1	Proposed Scheme
Appendix 2	Confidential – Risk Register
Appendix 3	Full Equality Impact Assessment
Appendix 4	Confidential - Additional Property Information
Appendix 5	Results of online consultation survey
Appendix 6	Confidential - Fees and Charges

## Introduction and Background

1. The Council has a responsibility to effectively manage the assets it holds to advance Council priorities and bring about public benefits.
2. Though not a statutory duty, the provision of burial space is seen as an important civic function to ensure access to burials for all faiths and ethnic groups.
3. Over the last 10 years the Council has carried out extensive and wide ranging searches for a suitable new burial site, given land in existing cemeteries has been running out. Searches have been comprehensive, including all open land in Council ownership, and also all options of purchasing private land up to several miles outside of Oxford.
4. The difficulty and delay of finding a site has been because of limited availability of suitable land in and around the City. Existing Council-owned land without a housing allocation, either has unsuitable ground conditions for burials, such as being in flood zones or not having enough depth of soil; or have major access problems, and/or are of too small a size to make the project cost viable for the Council to deliver. Looking further afield, agricultural land many miles outside of Oxford is then unlikely to be on regular bus routes, and so would be too inaccessible.
5. Based on the essential search criteria, the site coming out as the most suitable and viable is on the identified Council's land at Shotover shown on the plans within Appendix 1 because:
  - The Council already owns the land
  - The site has the right ground conditions for burials
  - The site is of a large enough size for viability of management
  - The site is near transport links
  - The site has a landscape setting with public access purpose, suitable for increased opening up as a new parkland public green space. Legal advice has confirmed this aligns with the covenant restrictions on this site.

6. Therefore, in autumn 2022, a project proposal for this site was developed to create a natural parkland burial meadow on the land. The land is subject to a restrictive covenant in favour of Oxford Preservation Trust. The intention of the covenant is to prevent development and preserve open and green space. Further detail on this is set out in Exempt Appendix 4 - Not for Publication

### **Burial meadow project proposal**

7. Multi-disciplinary consultants The Environment Partnership (TEP) were successfully procured in January 2023 to deliver the design and planning application stages of the project and the scheme design has recently been out to consultation with stakeholders and the wider public. The 'country park' style scheme design, as shown at Appendix 1, achieves the project aims (identified below), with a very strong scheme which enhances the ecology, tree cover, and visual amenity of the site, and provides increased access to Shotover Woods and countryside path network.

### **Project Aims**

1. To provide the public service of new burial space for Oxford in a landscape-led, natural, and low impact way appropriate to the site with no buildings.
2. To deliver a large new piece of public open space for the community
3. To enjoy, and access Shotover Woods from. (The site is currently an inaccessible private agricultural field with only one path through the land.)
4. To increase biodiversity on the land rather than growing a single crop.
5. To increase public access and enjoyment of existing green spaces and footpaths - inclusive to all groups and sections of the community

### **Burial meadow project delivery components**

8. It should be noted that the high quality site design is just one element of establishing and maintaining Oxford's new tranquil burial meadow.
9. The meadow should evolve and change through the 40+ year operational burial lifespan as the landscape structure matures, and the areas of short mown recent burial areas gradually soften to longer wildflower areas. It is therefore helpful to see delivery of this special new biodiverse greenspace and burial meadow in terms of the 4 key components listed below:
  - i. **High Quality Sensitive Site Design** – the proposed scheme meeting the Design Brief Scope of Site Features, as shown at Appendix 1
  - ii. **Site Welcome Guide on Council website with 'Plan your Visit' info** – including information links to bus routes, parking, nearest toilets, dog restrictions etc
  - iii. **Site Specific Burial Space Regulations** - including limits on dog access; limits on height and materials of headstones: maximum 0.8m, matt stone or timber; and

standard limits on flowers and memorials to ensure the site remains a special and tranquil place while meeting minimum requirements of faith groups.

iv. **Site Landscape & Ecology Management Plan** - including key mowing regimes: short grass near graves and pathways, and longer grass in the spring and summer wildflower meadow areas to benefit wildlife and ecology, and allow a variety of tranquil beautiful spaces for reflection. Details on management of the new strengthened hedgerow and tree planting in line with South Oxfordshire Landscape Character Guidelines to ensure the countryside setting, and views also benefit

10. The site features have been developed in line with the landscape and ecology recommendations from the Shotover Management Plan, and also the South Oxfordshire Landscape Character Guidelines and will include the following

### Site Features

- Grass burial space areas for children and adults of the different major faith or non-faith groups in our community, as well as areas for green burials.
- Native structural tree planting for landscape character and to encourage bats
- Low impact self binding gravel style access routeways and parking for hearses, and priority and maintenance vehicles, and cycles. Links to highway, and wider path network.
- Hedge planting and fence delineation near right of way crossing site
- Swales functioning as site drainage, and managed for wildlife
- Entrance features, sensitive signage, and contemplative seating
- Water taps, and hand washing facilities located within the site.
- Hibernaculars to encourage reptiles, and other ecological enhancements
- Note: No buildings are required or wanted, though the scheme will include the option of a low key timber shelter as a gathering space, subject to budget and planning approval.

### Wider Council benefits of the burial meadow scheme

11. In terms of wider deliverables, it is important to note the significant added value this £2.4m financial investment unlocks in terms of other core Council policy outcomes. For example:

- **Significant areas of additional tree planting** (approximately 12,000 m<sup>2</sup>) will help deliver a zero carbon Oxford.
- **Much needed surplus biodiversity net gain** will be available to other Council projects.
- **A new publicly accessible greenspace asset** will help communities to thrive by delivering improved access to the countryside and Shotover Woods for residents in east Oxford which supporting health and wellbeing outcomes. For example, we know **45%** of the 439 respondents to the consultation say they will regularly go to this new meadow greenspace at least once a month for a walk or quiet contemplation – separately from attending a burial event on the site.



## **Consultation**

12. A period of stakeholder and public consultation has been undertaken from July 3<sup>rd</sup> – 23<sup>rd</sup> to gain a better understanding of the views of stakeholders, future users, and members of the public to ensure the strongest design and project solutions are developed.
13. The consultation has included the following elements to ensure the consultation has been well publicised, and that a range of key groups have been notified of the consultation in line with the project Equality Impact Assessment.
  - Press release to the media and via social media sites linking to the project page on the Council website
  - An online survey consultation on the outline designs
  - Notifications to the Residents Panel; Locality Managers; Interfaith Forum; older persons and disabled persons organisations; and faith groups.
  - Drop in events at the Town Hall, and Horspath Village hall
  - Meeting with faith forums including the mosque leaders, and the Oxford Council of Faiths
14. There has been a high number of people providing feedback on the outline design of the burial meadow. Most people fed back through the online survey - 439 in total, with 11 people attending the Horspath Village drop in event, and 4 people attending the Town Hall drop in event.

## **Results of the online survey**

15. Questions covered whether people were in favour of the scheme? Why, how, and how often they would travel to visit the new meadow; and ideas people had to improve the scheme. Results of a few key questions are shown in Appendix 5.

The range of comments on the scheme, and ideas for improving the scheme included:

- A nice stream
  - Hand washing point;
  - Timber shelter for use in heavy rain and that can function as gathering space for prayer;
  - Disabled access near grave plots
  - A separate Muslim burial area
  - Boot brush point
  - Toilet facilities
  - More cycle parking and a cycle path
  - Room for green burials
  - Water point for people to use
16. Many of the ideas from the consultation are already included in the design, and others will, as far as possible, be included in the detailed design. For example, hand

washing point, water point, boot brush, and improved visibility of the nice streams either side of the site. Information on parking, existing toilet facilities, and cafes available locally will be clearly provided on the Plan Your Visit information given to burial service users, and on the Council webpage. Cycle access and cycle parking on the burial meadow will be included, but opportunities for new cycle paths to Shotover are constrained by permissions required from other leaseholders.

17. The following stakeholders have been consulted and their comments are being considered within the wider constraints and delivery programme of the project: The Shotover Preservation Society; the Interfaith Forum; the mosque leaders; the Oxford Council of Faith; the Oxford Preservation Trust.

### **Planning application submission**

18. The project delivery is subject to achieving planning permission. Drawings and documents for the planning application to South Oxfordshire Council are being worked up following a positive Pre Application response in April 2023. The planning application is targeted to be submitted at the end of Sep 2023.

### **Property considerations** (Obtaining vacant possession, new footpath access)

19. Please see Confidential Appendix 4 for property considerations.

### **Milestones and Programme**

20. The project programme is based on a realistic assessment of the time needed to achieve key milestones post Cabinet approval of the scheme and budget. Letting the Phase 1 works package contract will be dependent on having obtained vacant possession of the site through the appropriate property and legal processes. Finalising detailed design and delivery is dependent on securing planning permission:

#### Milestones

Submit planning application target	Sep 2023
Potential approval of planning application	Dec 2023
Finalise detailed design, and tender information	Mar 2024
Clear conditions & finalise prices for Phase 1 works	May 2024
Let Contract and Works on site	June 2024

### **Financial implications for the OCC and ODS Group**

21. This report asks Cabinet to recommend to Council to approve the additional budget £2.4M. The profile of the budget required is £302k in 23/24 and £2.1 m in 24/25.
22. This budget will be financed through internal borrowing. The cost on capital is 5.61% and this will be incorporated into budget setting process for 24/25.

23. The project delivers both a new capital asset for Oxford City Council, while maintaining an existing income stream for ODS.
24. Retaining the burial service through new burial space protects develops the expert burial service, which retains jobs and skills within ODS and as such supports the wider ODS business plan.
25. The current burial fees are collected by ODS, and cover the costs of burials, with the balance net income currently benefitting the Oxford City Council through 100% of the net burial income accounted for in dividend payment subject to agreement by ODS directors.
26. Given the proposed investment will only protect and not grow this income, OCC will not be able to secure repayment of all the £2.4m capital (and 5.61% cost on capital) investment.
27. Although the income will accrue to the Council Group the dividend from ODS to the Council is not guaranteed. To recognise the need to guarantee recovery of some of the cost of investment by the Council a contribution from ODS through a service agreement is being negotiated. Further details are contained in Confidential Appendix 4.
28. Given that the life of the new burial site should be for a minimum of 45 years there is positive internal rate of return and net present value and payback within the life of the asset in all scenarios against the costs of borrowing from a Group perspective. Clearly the position improves for all these indicators the larger the increase in cemetery fees, the impact on which can be seen under the various options modelled in Appendix 6
29. Fees and charges on the site should be reviewed in conjunction with ODS in order to seek more of a recovery of the investment cost before the site goes live, which is expected in Autumn 2024 which members will want to consider during the forthcoming budget setting process. As an example full recovery of all running costs, including the cost of capital, within the lifetime of the asset would need increases on the existing fees and charges in the order of 3% as a minimum.

### **Capital cost breakdown**

30. Feasibility funding has been allocated to this project in Council budgets as shown below:
31. Total estimated project delivery costs for Phase 1 are £2.4M, and a breakdown is shown here:

	<b>Requested Delivery stage costs</b>
	<i>Profile in 2023 / 24 budget year: Sep 23 - Mar 24</i>
£21,800	<i>Internal PM, Property, Legal, and Finance resource</i>
£240,000	Land cost allowance and fees
	<i>Profile in 2024/25 budget year: April 24 - Mar 25</i>
£44,500	<i>Internal PM, Property, Legal, and Finance resource</i>
£98,000	Multi-dis consultants - design, planning, construction drawings
£28,700	Other external consultants: QS, PD, PM fees
£225,000	Land cost allowance and fees
£33,000	Contingency part 1 @5% of internal fees and items above
£1,190,000	Costs for construction of Phase 1 of site including highway access,
£84,000	Inflation on the above at 7%
£165,000	Pay back feasibility costs to top up feasibility pot
£120,000	Contingency part 2 @10% of construction costs
£150,000	Contingency for possible additional Highway works
<b>£2,400,000</b>	<b>TOTAL COST*</b> excl cost of borrowing

## Legal issues

32. Local authorities are defined as burial authorities and given power to provide cemeteries by the Local Government Act 1972. There is no statutory duty on a local authority (district, parish or town) to provide burial facilities, but if they do the management is governed by the Local Authorities Cemeteries Order 1977.
33. Any procurement of goods and services shall be carried out in accordance with the Council's Constitution and procurement procedures, complying with The Public Contracts Regulations 2015, including ensuring that best value is achieved.

## Level of risk

34. Refer to the attached Appendix 2 – Confidential Risk Register.

## Equalities impact

35. The burial space project is being progressed to ensure continuity of service for burials which is essential for many residents, including those Muslim, Catholic, Baha'i and Jewish beliefs, and important to certain ethnic groups. Religion and Belief; and Ethnic or National origin are protected characteristics under the Equalities Act and so a new burial site needs delivering in order to minimise adverse impacts protected groups due to existing burial space becoming full.
38. It is important to note this project is largely delivery of the burial service as usual but on a different site.
39. The new site is accessible by many travel modes, will have disabled parking, and accessible paths. 'Plan your Visit' info will be on the Council website including links to bus info, nearest toilets, and parking options, as is common practice for other recent new burial sites projects. An assessment of the foreseen direct and indirect impacts on protected groups is shown in the EQIA at Appendix 3.

## Carbon and Environmental Considerations

40. This key decision will assist delivery of the Council's priority to pursue a zero carbon Oxford. The proposed new burial meadow will encourage sustainable transport for visitors; minimise new hard structures; prioritise sustainably sourced materials; and include additional tree planting on the land.

<b>Report author</b>	Carri Unwin
Job title	Regeneration Manager
Service area or department	Regeneration and Economy
Telephone	01865 529012
e-mail	<a href="mailto:cunwin@oxford.gov.uk">cunwin@oxford.gov.uk</a>

<b>Background Papers:</b> None
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# Oxford Burial Meadow

## Outline Design Proposals

Oxford City Council plan to create a new green space and low impact burial meadow on Council owned land off Oxford Road towards Horspath. Key stakeholders including the Interfaith Forum have helped shape the design brief. The site is accessible by bus, bike and car, with a new footpath link planned to the existing Council owned carpark. Disabled and cycle parking will be on site, as well as water points and benches. Full visitor information for the new site will be provided on the Council website.

These boards set out the key objectives and outline design proposals.

Appendix 1

## The Site



Site location and context



Photo of the existing site

## Landscape Character



Thaile Park, France



Peter August Böckstiegel Museum, Germany



Textured concrete



Self binding gravel



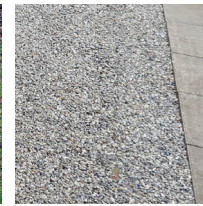
Mown path



Individual benches



Timber Headstone



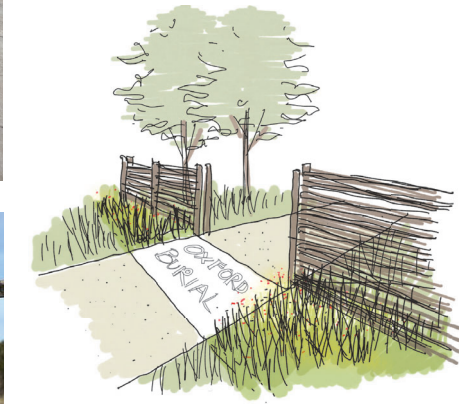
Loose gravel



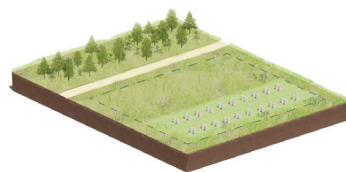
Matt Stone Headstone



Timber sign posts

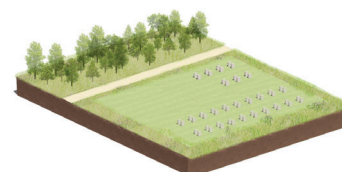


Sketch of entrance points to the burial meadow



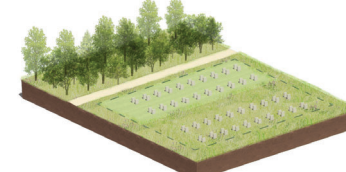
1. Year 1 - 5

Initial headstones with mown lawn  
Remaining space managed as a wildflower meadow  
New trees planted



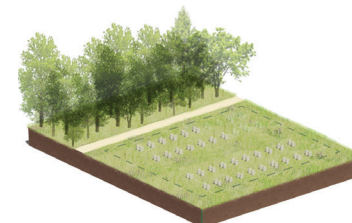
2. Year 5-10

Further headstones with mown lawn  
Meadow maintained outside of burial areas  
Planted trees begin to mature



3. Year 10-15

Area of initial headstones managed to include longer grass and meadow  
Mown lawn to active burial space  
Planted trees now semi mature



4. Year 20+

Burial space managed to allow wildflower to grow  
Planted trees now mature

## Management of the burial meadow grasslands over time



# Oxford Burial Meadow

## We want to hear from you

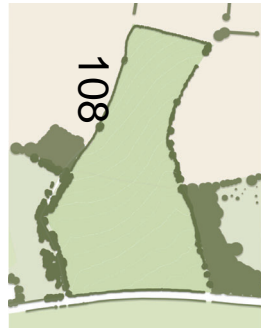
The Council is now inviting residents to get involved and give their views on the initial outline designs that have been developed for this new community green space before more detailed designs are expected to be submitted for planning approval in the autumn. Next project stages include securing funding and carrying out works on site.

Please visit the Burial Meadow project page of the Council website to have your say and stay up to date with project progress. [Oxford.gov.uk/burialmeadow](http://Oxford.gov.uk/burialmeadow)

## Key Aims

Create a naturalistic 'country park' style burial meadow which provides;

- Publicly accessible open space with footpath connections to the wider countryside
- Maximum wildlife and ecology benefit
- An important space for families and friends to gather at a time of bereavement and bury family members; as well as regularly return to visit graves and remember loved ones
- New burial space for Oxford for the next 40 to 45 years



1. Existing site, showing existing trees, hedgerows and surrounding landscape.



2. New tree planting connects existing areas of trees and encloses the site to the south and north.



3. New areas of meadow create a natural margin to the site and frames the burial spaces.



4. New footpath network connects to the wider countryside and provides access around the burial space.



5. Vehicle access from Oxford Road provides access for hearse, maintenance vehicles and for priority vehicle parking.



6. Burial space integrated into the new naturalistic landscape provides for approximately 40 years of burials.

Footpath provides walking loop around open space and burial meadow

Existing Public Right of Way retained in site design

Meadow swales provide natural drainage to site and burial plots. Alignment follows the site contours

Potential gathering/meeting point  
Burial spaces, with headstones running along the alignment of the site contours

New footpath link to existing Council car park

## Design Proposals



New tree planting supplements the existing boundary trees and hedgerow

Entrance feature signifies entering and leaving the burial meadow

**PHASE 2**  
Northern half of site will remain as a wildflower meadow until required

New natural margin to the site including wildflower meadow and trees

New tree planting connects existing areas of trees

Small parking zone for hearse, maintenance vehicles and priority vehicle parking

Access for hearse, maintenance vehicle and for priority vehicle parking



## Full Equality Impact Assessment From

This is part of your **Public Sector Equality Duty (PSED)** obligation as stated in The **Equality Act 2010**.

**Prior to making any decisions** that may have an impact on people directly or to services that people use and rely upon, the Council is obligated—by law—to give due regard to perform an Equality Analysis. An Equality Impact Assessment (EIA) is a tool that can simplify this for you.

*Equality Impact Assessment (EIA) is not simply identifying and removing negative effects or discrimination, but it is also an opportunity to identify ways to advance equality of opportunity and to foster good relations.*

### What do you need to do?

#### As decision makers you must:

- 1) Do an Equality Impact Assessment before a decision or proposal is made
- 2) Know which individual characteristics are protected by law.

9 protected characteristics according to The Equality Act 2010 are:

- a. Race
  - b. Age
  - c. Disability
  - d. Gender
  - e. Sexuality
  - f. Religion/belief
  - g. Pregnancy/maternity
  - h. Civil partnership/marriage
  - i. Gender reassignment
- 3) Seek to ensure that you have considered equality of treatment towards service users and employees.
  - 4) Identify the potential and real impact of your proposal or policy on service users and employees.
  - 5) Systematically record and report any of the potential and real impact of your proposal or policy on service users and employees.
  - 6) You need to collect & record good and sufficient information and data on how your policy/proposal will have an impact on service users or employees.
  - 7) **You need to explain and justify the rational of going through with a proposal or policy if you find that our equality duties are adversely impacted.**

**Please consider providing detailed information on:**

- 1) Data that you have collected.
- 2) Information that you have collected prior to the assessment. For example, any other assessments that you have read or other types of research you have done.
- 3) Be transparent about how many individuals/teams/policies were consulted before you reached your conclusion.
- 4) What method did you use to collect your data and information- surveys, focus groups, interviews, to suggest a few.

**About this form:**

This form has 7 sections. Please complete each section fully.

**Contents**

**SECTION 1: Project Overview .....3**

**SECTION 2: Data collected .....4**

**SECTION 3: Equality Impact Questions.....9**

**SECTION 4: Making adjustments after equality impact considerations ..... 10**

**SECTION 5: Equality Impact after adjustments are made..... 11**

**SECTION 6: Rational behind not doing another equality impact assessment after adjustments ..... 11**

**SECTION 7: Final Section ..... 12**

## SECTION 1: Project Overview

**Question 1:** Please select your service area/team?

Community Services

**Question 2:** When is the project likely to go live? Or, when was the project/policy implemented?

Tbc. From 01/04/2024

**Question 3:** Please provide the name of the policy, project or change being considered here:

Additional burial space site at Shotover

**Question 4:** Please provide a **brief overview of the project/policy/proposal and/or context** for which you are using this screening?

The existing burial spaces available for Oxford residents choosing to be buried are nearly full. This project to deliver additional burial space land is being progressed to ensure continuity of service of burials. Burials are chosen by approximately 20% of residents, and are an essential for some religious and cultural groups including those with Muslim and Catholic beliefs for example. Religion and Belief is a protected characteristic under the Equalities Act and so a new burial site needs to be progressed in order to minimise adverse impacts on these protected groups due to existing burial space becoming full. There has been ongoing consultation with faith groups through the Interfaith Forum during the development of the project over the last 2 years.

It is important to note this project is largely delivery of the burial service as usual but on a different site. The proposed new site is on land the Council owns at Shotover which has suitable ground conditions, and can be accessed by many travel modes. The site design will be benchmarked against other recently completed burial space projects nationally in order to ensure it is appropriate for use. The site is proposed to have disabled parking, cycle parking, and accessible paths. 'Plan your Visit' info will be on the Council website to provide information for users including links to bus info, nearest toilets, and parking options, as other burial sites.

Provision of burial space is not a statutory duty for Councils. But this project to continue provision of burial space in Oxford is important for many reasons – civic pride in provision of key cradle to grave services; a new civic greenspace that helps community cohesion; a new greenspace to enable improved access to greenspace with health and wellbeing benefits; delivers essential equality and inclusion for faith and cultural groups to whom burial is an essential part of practising their religion, or expressing their cultural identity. Delivery of burial space is a key action in the Council's Thriving Communities Strategy.

This EIA includes a risk register which will be a live document, setting out the timescales to address any potential adverse impacts identified given the urgent and essential nature of the need to provide more burial space.

**Question 5:** Who is the **lead officer and their role in the project** who is responsible for signing off this initial Equality Impact Assessment for this project/policy proposal?

Ian Brooke – Head of Communities

## SECTION 2: Data collected

### Note on data:

A good equality impact assessment relies on how well we have thought about the different types of people who will be impacted by suggested changes. We will not be give due regard to our public sector equality duty without knowing who is being impacted and how. Thus, how well we collect our data will ensure that we are not missing or assuming things.

Data can be of two different types— quantitative & qualitative. Most powerful EIAs rely on both these types of data.

- 1) Quantitative-** How many of different types of people will potentially be impacted (totals, averages and proportions). The national census, HR or any other surveys or studies that have been done are valuable.
- 2) Qualitative:** This type of data is collected when we do interview, focus groups, consultations, media analysis, etc. These types of data give us details of how people are thinking and feeling about proposed changes.

We must never assume that our policy and changes will always be for the good. So, we have to use different strategies to consult people from all walks of life to ensure we actively listen to their thoughts, concerns and suggestions.

Please provide details of data you have used to understand how your policy will impact people?

- Oxford City Council Burial Services data
- Feedback from the Oxford Interfaith Forum
- Feedback from the Oxford Residents Panel

**6. Please provide the list of data sources you have used to consider the impact of this policy or change on people?**

### Quantitative data:

Office for National Statistics 2021 Census data.

There are 162,000 people living in Oxford. The following analysis of census data relates to relevant groups of residents that may be specifically affected by the location and design of this proposed new site for burials.

**Age:** Oxford has a younger population than the national average age profile, with higher than average number of people in the 15-34 age categories. This potentially reflecting the large student population in Oxford.

**Ethnic minorities:** Oxford has a higher than average representation of Asian and mixed ethnicity groups in its population. 15.4% Asian compared to 9.6%; and 5.4% above 3% of mixed or multiple ethnicities.

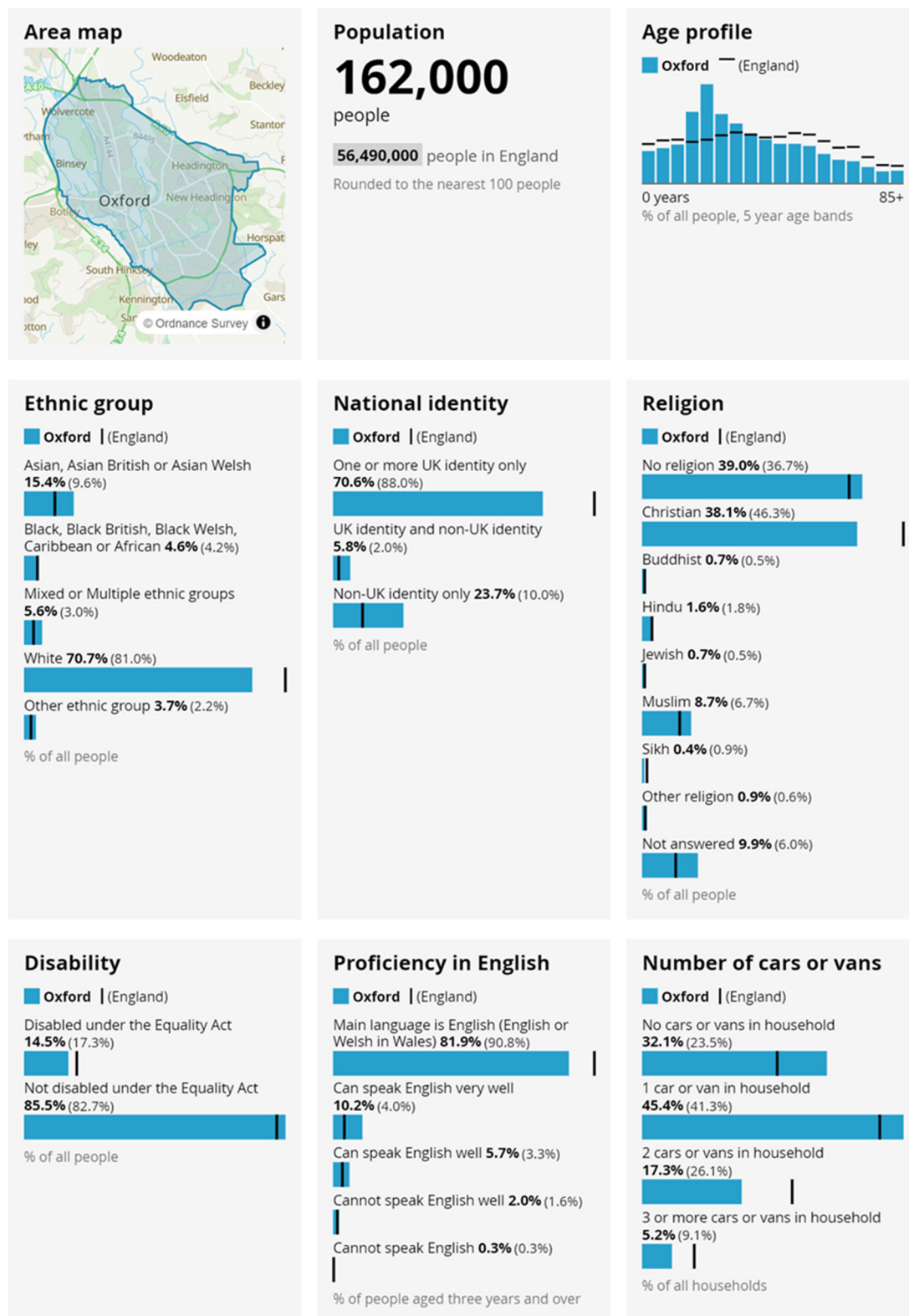
**National identity:** 29.5% of residents in Oxford have a non-UK, or part non-UK identity, significantly above the national average of 12%. This could reflect the high international student population of Oxford.

**Religion:** 38% of residents have declared as Christian, less than the national average of 46%; and higher than the national average declare as having no religion. Muslims are represented higher than the national average – 8.7% as opposed to 6.7%. Oxford has 0.7% residents declaring their religion as Judaism, and 0.4% declaring as Sikh.

**Disability:** 14.5% of Oxford residents have declared a disability in census data. This is slightly less than the national average of 17.3%

**Number of cars or vans:** Oxford residents have significant lower access to a car or van than the national average, perhaps reflecting the high level of student population. 32.1% of residents have no access to a car or van, as compared to 23.5% of the national population

# Oxford



Source: Office for National Statistics - Census 2021

**Table showing proportion of residents based on available protected characteristic data**

	Number	%
Female		50.9
Male		49.1
Ethnic minority groups		29.3
Disability		14.5
Married or civil partnership		33.2
Christian		38.1
Atheist/humanist/no belief		39.0
Other		0.9
Muslim		8.7
Sikh		0.4
Buddhist		0.7
Hindu		1.6
Jew		0.7
People living in Oxford	162,000	

**Qualitative data:**

Key issues raised via the project board and through feedback from the Interfaith forum and residents panel:

<b>Issue</b>	<b>Details</b>	<b>Residents affected</b>
Accessibility	By residents without cars. There is a bus stop nearby, and a cycle route, and cycle parking will be provided on site.	Those without cars
Disabled parking	Affecting those with limited mobility Disabled parking will be available on site	Disability/mobility
Access to site by dogs	Affecting Muslim religious communities who do not want dogs accessing burial areas. Dogs will not be allowed on burial areas	Those with Muslim beliefs.
Space for large funerals	Space for occasional large funeral events.	Traveller communities
Access to car parking	The Council owns the carpark near the athletics track so this can be used, and an	

	accessible link path provided across to the burial space.	
Access to toilets	Nearest toilets will be signposted on the “Plan your visit” webpage.	Pregnant women, some disability groups

Any other sources such as studies and/or EIA done by other organisations or groups?

**7. If you did consult people in the form of interviews, focus groups, etc., then please provide the following details:**

When did these take place? If there were multiple consultations, please list them.

How many people/teams were consulted?

Consultation with residents took place through:

1. Key representative OCC service teams being part of the Project Board
2. The Interfaith Forum representing faith groups
3. Stakeholder groups in the local area
4. Development Team and burial service from South Oxfordshire Council
5. Residents Panel
6. Online open consultation on scheme with residents



### SECTION 3: Equality Impact Questions

**Question 8:** Within the aims and objectives of the policy/strategy, which group(s) of people have been identified as being **potentially disadvantaged** by this proposal?

*Please check the boxes that apply*

Groups considered	Positive Impact	Neutral	Negative Impact
1 Race	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
2 Disability	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
3 Age	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
4 Gender Reassignment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
5 Religion or Belief	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6 Sexual Orientation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
7 Sex	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
8 Pregnancy and Maternity	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
9 Marriage & Civil Partnership	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
10 Welfare of Children	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11 Other Vulnerable Adults	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
12 Wellbeing – mental or other	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13 Community Resilience	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Any other groups that you might have considered?

Residents without cars may also be potentially disadvantaged by this proposal as the site may be less well served by bus frequency than the current Oxford cemetery with space left for new burial plots. Though both Botley and the Shotover site are 1 min walk from the nearest bus stop.

**Disability** – Under the Equality Act 2010, a disabled person is defined as "someone who has a physical or mental impairment that has a 'substantial' and 'long-term' negative effect on their ability to do normal daily activities (NHS data dictionary website). Given the new site is in a peaceful countryside location, and will be managed as a lawn burial site, this has the potential to bring advantages and benefits to some disabled groups, while disadvantaging others.

Benefits to disabled groups will be the continuity of provision for burials for Oxford; disabled parking on site; a peaceful calm natural setting. Disadvantages may be slightly rougher grass to walk across near the grave plot, and toilets available nearby as directed in the Plan Your Visit information. Wendy Hind, who is the Accessibility Champion, will be reviewing the scheme information as it is developed.

It should be noted that that within the disabled category that are large number of sub categorises which have also been flagged as potentially being negatively impacted by these proposals. These

concern those neurodiverse groups such as those with autism who can find any change difficult (and those affected by mental health issues including anxiety, stress and PTSD).

These issues have been raised by project officers though we do not hold representative statistical information to know exactly how many people are affected. Raising awareness of specific conditions and making sure residents feel as comfortable as possible to disclose this information in ongoing public consultation on this new site will be part of the ongoing process to implement this EIA.

**Question 9:** Can the adverse impacts that you have identified, be justified without making any adjustments to the existing policy, strategy, procedure, project or service?

**Please provide your justification as clearly as possible based on insights on other sources, like any other assessment or research done.**

Given the short time frame to make progress with delivery of a new site to allow burials in new plots to be continued the focus has been on ensuring there is provision of a new site and doing this to a good design standard within the available budget constraints. There may be some issues that will come forward during the design and implementation process of the new site, and appropriate mitigation developed.

We have plans to mitigate and address all the potentially adverse impacts identified to date and have made adjustments to the plans for the move in order to address highlighted accessibility issues.

The attached risk register highlights the key issues raised and how these will be addressed over the short-long term. The risk register will be treated as a live document to be reviewed every 3-6 months for the first year after the move.

#### **SECTION 4: Making adjustments after equality impact considerations**

**Question 10:** Are you considering making adjustments/changes to the original implementation plan based on equality impacts?

<b>Issue</b>	<b>Details</b>	<b>Residents affected</b>
Accessibility	By residents without cars. There is a bus stop nearby, and a cycle route, and cycle parking will be provided on site.	Those without cars
Disabled parking	Affecting those with limited mobility Disabled parking will be available on site	Disability/mobility
Access to site by dogs	Affecting Muslim religious communities who do not want dogs accessing burial areas.	Those with Muslim beliefs.

	Dogs will not be allowed on burial areas	
Space for large funerals	Space for occasional large funeral events.	Traveller communities
Access to car parking	The Council owns the carpark near the athletics track so this can be used, and an accessible link path provided across to the burial space.	
Access to toilets	Nearest toilets will be signposted on the "Plan your visit" webpage.	Pregnant women, some disability groups

**If 'NO', please fill Section 6.**

**Anything else, please continue and ignore Section 6**

### SECTION 5: Equality Impact after adjustments are made

**Question 11:** If there is an impact, please list the changes you are planning to make to the current proposal in order to minimise and/eliminate any adverse equality impact that you have suggested?

Additionally, please provide the following details alongside each step being considered:

- Proposed actions
- Timeline for making the changes
- Person responsible for making the changes after impacts have been identified

See attached risk register

**Question 12:** If you are considering changes to the original proposal based on adverse impact on equality then please provide the following information:

- Whom will you consult in order to understand the equality impact of these changes?

### SECTION 6: Rational behind not doing another equality impact assessment after adjustments

**\*\*Only fill this section only if you have selected 'NO' in question 11\*\***

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**Question 13:** If you do not plan to re-consult after adjustments are made to the policy/project, please provide the rationale behind your decision?

## SECTION 7: Final Section

**Question 14:** You are legally required to monitor/review & evaluate how policy/proposal implementation is going to have any unexpected equality impacts.

Please provide details of how you will monitor/review and evaluate going forward.

We will continue to communicate with burial space users through the Burial Space Manager, and with the faith groups through the Interfaith Forum. The EIA was reviewed at the Project Board, and at the Equalities Steering Group on the 4<sup>th</sup> October and will be brought back to the group for further review on the 1<sup>st</sup> November.

**Question 15:** Please provide the date you finished filling out this full assessment.

Draft 1 – 16.03.23

Please list the of people and their contact details who have been involved in this assessment:

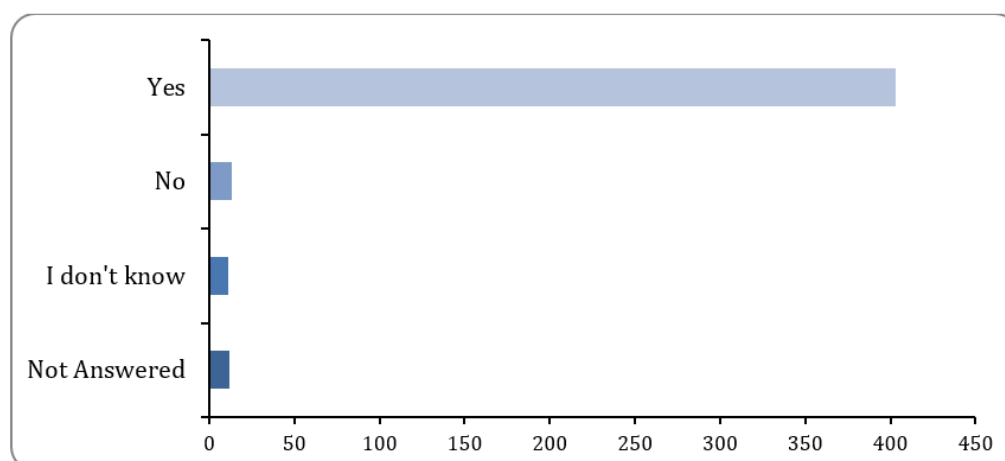
1. Wendy Hind
2. Carri Unwin
3. Ian Brooke
4. Mili Kalia
5. Bruce McRobie
6. Laura Harlock

## APPENDIX 5 – RESULTS OF THE ONLINE CONSULTATION SURVEY

1. Questions covered whether people were in favour of the scheme? Why, how, and how often they would travel to visit the new meadow; and ideas people had to improve the scheme. Results of a few key questions are shown below:

### 5: Are you in favour of the new greenspace and burial meadow? in favour or not

There were 427 responses to this part of the question.

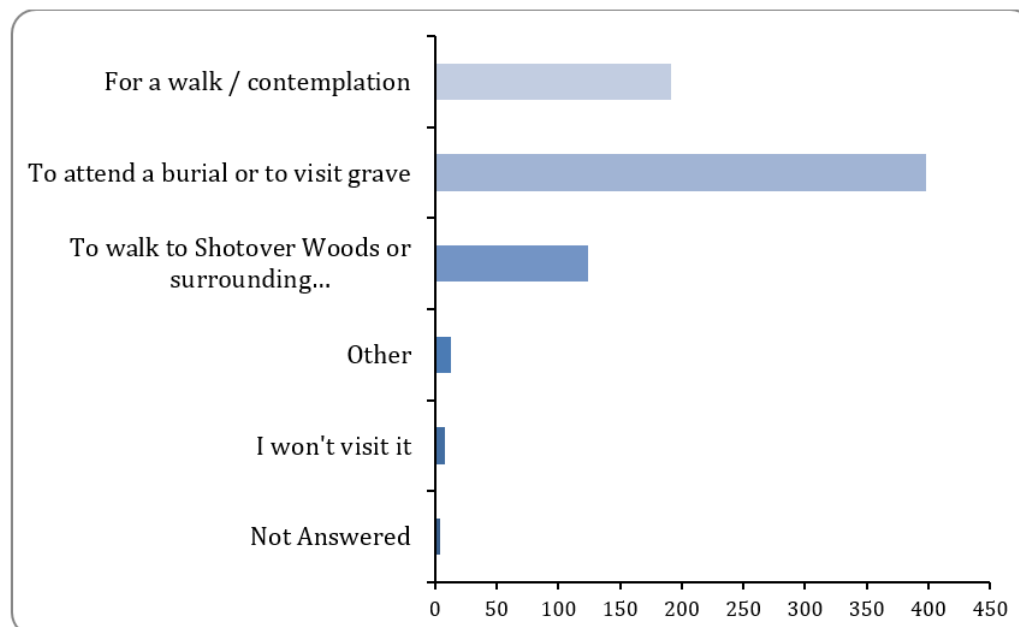


Option	Total	Percent
Yes	403	91.80%
No	13	2.96%
I don't know	11	2.51%
Not Answered	12	2.73%

## 6: Would you visit the new public greenspace and meadow for any of the following purposes?

### visiting purpose

There were 435 responses to this part of the question.

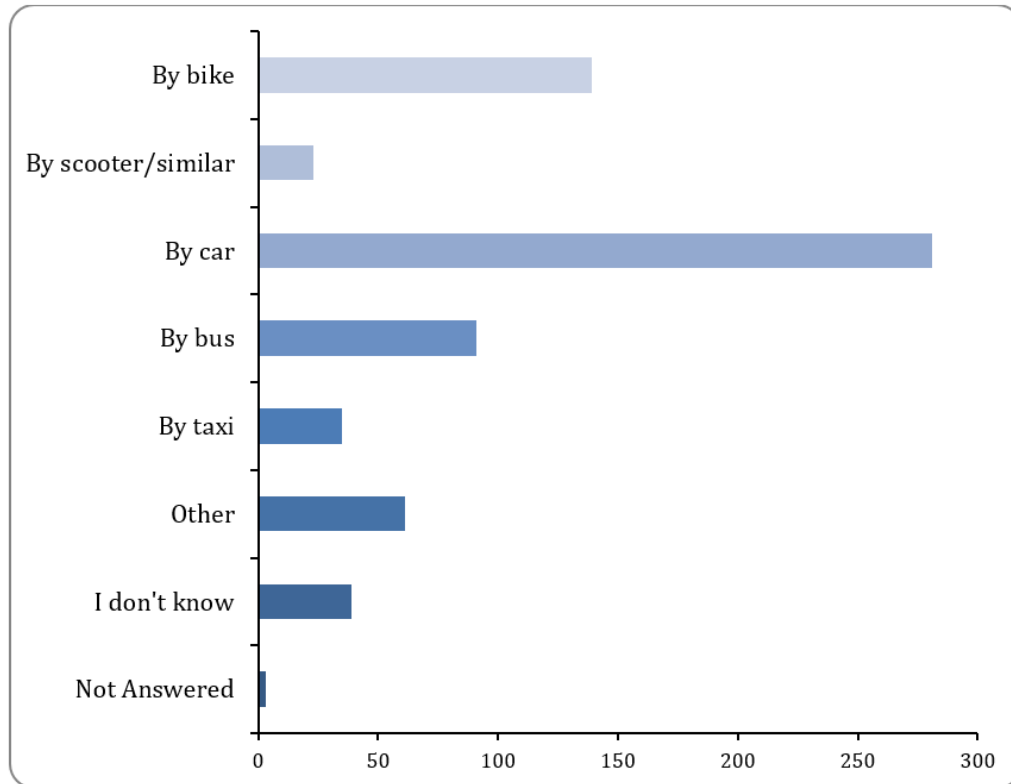


Option	Total	Percent
For a walk / contemplation	191	43.51%
To attend a burial or to visit grave	398	90.66%
To walk to Shotover Woods or surrounding countryside	124	28.25%
Other	13	2.96%
I won't visit it	8	1.82%
Not Answered	4	0.91%

## 8: How will you travel to the new burial meadow?

### how to travel

There were 436 responses to this part of the question.



Option	Total	Percent
By bike	139	31.66%
By scooter/similar	23	5.24%
By car	281	64.01%
By bus	91	20.73%
By taxi	35	7.97%
Other	61	13.90%
I don't know	39	8.88%
Not Answered	3	0.68%

The range of comments on the scheme, and ideas for improving the scheme included:

- *A nice stream*
- *Hand washing point;*
- *A good plan including biodiversity*
- *Walks up to Shotover*
- *Timber shelter for use in heavy rain and that can function as gathering space for prayer;*
- *Disabled access near grave plots*
- *A separate Muslim burial area*

- *I appreciate the work of OCC and all those who involved in this project and looking forward seeing it soon.*
- *Boot brush point*
- *I think burials are a hugely wasteful use of land that prevents the land for being utilised for other uses*
- *Toilet facilities*
- *It's a lovely idea and asking for views of the community is admirable. I hope you receive enough for this to go ahead.*
- *More cycle parking and a cycle path*
- *You've covered everything*
- *I don't think cemeteries should be used for general amenity*
- *Have all headstones the same material and level*
- *Room for green burials*
- *All seems well thought out*
- *Water point for birds and people to use*



**To:** Cabinet  
**Date:** 13 September 2023  
**Report of:** Head of Community Services  
**Title of Report:** The Leys Pools & Leisure Centre – Youth Hub

Summary and recommendations	
<b>Purpose of report:</b>	The project seeks to create a youth hub based in the currently under-utilised space at the Leys Pools & 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.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Chewe Munkonge Cabinet Member Leisure and Parks
<b>Corporate Priority:</b>	Support Thriving Communities
<b>Policy Framework:</b>	Thriving Communities Strategy and Equality, Diversity and Strategy

Recommendations: That Cabinet resolves to:	
1.	<b>Grant project approval</b> to create a Youth Hub at Leys Pools and Leisure Centre;
2.	<b>Recommend to Council</b> 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.	<b>Delegate authority</b> 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.

Appendices	
Appendix 1	Site Drawing
Appendix 2	Draft Activity Plan
Appendix 3	Risk Register
Appendix 4	Equalities Impact Assessment

## Introduction and background

1. An opportunity arose in 2022 to submit a funding application to an external funder. The objective of the fund is to create, expand and improve local youth facilities and their services to drive positive outcomes for young people, including improved mental and physical wellbeing, and skills for life and work.
2. The fund offered a capital element to improve facilities and a revenue element to help kick start youth activities. Confirmation has now been received from the funder (the name is currently embargoed) that the City Council in partnership with the County Council has been successful for £1,120,199 in capital and £223,907 in revenue.
3. We have been working in partnership with Oxfordshire County Council to explore this opportunity and we were successful in February 2023 to the funder of £26,000 for feasibility funding to help work up our bid. This enabled us to produce drawings, produce initial costings and undertake consultation with key statutory and non-statutory stakeholders.
4. The project will involve some remodelling and bringing to life of underutilised areas in the Leys Leisure centre. As well as recruitment of 5 hub staff to help drive activities with young people. The aims of the fund fit very strongly with the City Council's priorities and particularly our new Thriving Communities Strategy that was shaped by young people and developed with a city wide conversation over the past year [Thriving Communities Strategy 2023 27 Draft.pdf](#). It also aligns with our Equality, Diversity and Inclusion Strategy [Equality, Diversity and Inclusion Strategy | Oxford City Council](#).
5. The fund also strongly aligns to the County Council's [Strategic Plan 2022-2025 \(oxfordshire.gov.uk\)](#). The strategic priority for children and young people at the County Council is to create opportunities for children and young people to reach their full potential. Within the Children and Young People's Plan the vision is 'Oxfordshire, a great place to grow up and have the opportunity to become everything you want to be' [Oxfordshire Children and Young People's Plan 2018-2023](#)
6. Our work with the County Council, partners, local insight and young people identified the Leys as a key priority for this which aligned with the conditions of the funding. Our Youth Ambition programme and the County's work with young people in the area also contributed to this.
7. The Leys Profile highlighted some issues with community access and the quality of the spaces provided within the Leys Leisure Centre, as well as highlighting that there was not enough to do. Our work with young people in the area supported

these statements as well as the fact that there were some areas in the centre that were unused or under utilised.

8. As a result of this, the Leys Leisure Centre was identified as the preferred option that met all of the grant requirements. It also strategically aligns with the City Council's Leisure Futures work that is looking to move from a traditional leisure offer to Active Wellbeing, which includes colocation and more health services being offered, especially in the quieter day times.

### **Feasibility work**

9. The County Council and the City Council worked with young people during the feasibility stage to look at what might be possible at the site and developed three different options utilising different spaces and activities around the leisure centre. The key components of the development were;
  - Space where young people can meet up in groups that is flexible to meet young people's changing needs
  - Some private/quiet space
  - Digital / Music area
  - Community kitchen
  - Climbing wall
  - Art created by young people to bring the spaces alive
10. It was also important to ensure that the Youth Hub has good links into the other areas of the centre including access to swimming and gym, helping to promote wider and better usage of the facility.
11. Jessop and Cook architects and Oxford Direct Services Ltd (ODSL) were then commissioned to work up these ideas into deliverable costed construction plans focusing on under utilised or non used spaces within the centre.
12. Three options with different spatial arrangements were produced and young people viewed these and were clear that they wanted something that isn't tucked away at the back of the centre, but is integral to it and front of house. In respect of this appendix 1 shows the preferred option that young people, City Council officers and the County Council are keen to take forward.
13. The option will mean that the existing Creche room will be moved to a different part of the site but will still be available on the ground floor. It does however mean that the small soft play area which is not very well used and past its useful life will not be reprovided.
14. This option has been costed by independent quantity surveyors and high level details are shown in the finance section of this report.

### **Youth Hub Activities**

15. Young people have helped co-create a programme of youth work activities within the hub this includes activities such as cooking, climbing, music, technology and

many others. This is likely to change and evolve as we move forward. A draft programme is shown in appendix 2.

16. The activity sessions will build on existing sessions held at the centre by the Youth Ambition team and will be supported by staff from the County council. To enable maximum impact and enable some detached work, we also applied for revenue funding to cover 4 youth workers and a hub coordinator. These posts will be recruited as City Council staff. The terms of funding will allow these posts to be recruited for a year, although we will explore options to extend these posts.
17. The aim is to make these posts sustainable in the longer term through working with new and existing partners and/or securing additional external funding opportunities. This could involve any future leisure operator or in-house alternative, who are all aware of this project. If funding cannot be secured then the project programme can flex down in accordance with funding and not place any pressure on the City or County Council's revenue streams.
18. Oxford City Council and Oxfordshire County Council will be working together with young people to encourage and empower innovation within the project. We will also develop a clear set of outcomes/kpi's to help us monitor and maximise reach, impact and outcomes for young people with varying levels of need and prevent escalation of need within the community.

### **Consultation**

19. Young people will continue to be central to how the project and activity programmes develop over time and youth sessions will focus on capturing young people's voice.

### **Construction and Health and safety**

20. An external project manager will be recruited through the Fusion 21 procurement framework and they will manage and administer the construction contract supported by a client team within Community Services, Regeneration and Projects and Property Services. The project budget included funding to cover these elements.
21. We are proposing to contract with ODSL as our construction contractor. ODSL have been involved since the outset and have the necessary skills and experience for this type of construction work. We will be looking to secure a fixed cost contract price for these works.
22. The Construction, Design and Management Regulations will apply and all relevant responsibilities will be discharged in accordance with this.
23. The construction works are planned to start in the autumn of 2023 and finish in the spring of 2024. Where possible we will keep the other areas of the leisure centre open as the area under construction should be easy to contain. We have been in discussions with Fusion Lifestyle who operate the centre to enable this.

### **Carbon and Environmental**

24. The construction work is minor remodelling of areas within the leisure centre and not wider scale mechanical and electrical works. This will include painting, decoration and creating flexible space. We will look to recycle as much of the waste as we can and include elements such as improved LED lighting and similar.

## **Financial implications**

25. The capital costs for the construction contract with ODSL is up to a maximum of £800,000 which includes an inflation allocation, with the remaining funds covering client contingency (15%), surveys, internal services costs and professional services combined of £320,199. Totalling £1,120,199 in capital.
26. We will be looking to secure a fixed price contract with Oxford Direct Services Ltd (ODSL).
27. We have secured £223,907 in revenue which covers an additional 4 youth workers and 1 hub coordinator to be employed by Oxford City Council. In line with paragraph 17 the model will promote sustainability but avoid any ongoing costs to the City and County Council.
28. We will ensure an independent quantity surveyor review of ODSL cost plan.

## **Legal issues**

29. Cabinet is empowered to give project approval for projects of £500,000 or over (£1,000,000 for contract awards) (4.5 (10) of the Constitution)
30. Oxford Direct Services Limited (ODSL) is a wholly owned council company and meets the requirements of Regulation 12(1) of the Public Contract Regulations 2015 (PCR 2015) commonly known as the “Teckal” exemption. As such contracts may be awarded to ODSL without the need to comply with the full requirements of the PCR 2015 (19.11 Constitution)
31. Where ODSL is being commissioned for a capital scheme, and the value of the contract is above £150,000 – up to or equal to £1,000,000. A detailed specification and an appropriate contract holding ODSL to account is required. The contract must be justified for state aid purposes as meeting the Market Economic Operator Principle (‘MEOP’). The Economic transactions carried out by a public body do not confer an advantage on the other party, and therefore do not constitute illegal aid, if they are carried out in line with normal market conditions. This can be shown by; (i) benchmarking the contractual terms and price being proposed against contractual offers made by third parties contractors; and/or (ii) using the services of independent advisors commissioned by the Council such as an external QS to assess the commercial price or price range for the contract before the contract is let.
32. A funding agreement will need to be entered into. A legal review will be undertaken in relation to the terms and conditions. Contracts with a total contract value over £150,000 must be sealed (Part 21.3).
33. The Council will ensure it complies with Subsidy Control requirements (previous state aid law) and the constitution contract rules in awarding the contract to ODSL
34. The Council will ensure that it complies with procurement law and the Council’s constitution rules (if applicable after meeting relevant thresholds) in awarding any contracts for works and services to any other suppliers for the delivery of this project
35. A partnership agreement will be entered into with the Oxfordshire County Council. This will highlight the principles of our working together, shared vision, delivery objectives and agreed KPI’s.

## HR Issues

36. We have been successful for £223,907 in revenue to cover an additional 4 youth workers and 1 hub coordinator for one year to be employed by Oxford City Council. In line with paragraph 17 we will be looking at options to sustain these posts in the longer term without putting any pressure on City Council budgets. If we are unable to do this then the project can flex down its resource accordingly.

## Level of risk

37. A risk register has been attached. There are some risks that we will look to mitigate around the construction costs rising which are currently problematic in the industry. Mitigations such as independent quantity surveyor review, fixed cost contract with ODSL, regular cost plan meetings, value engineering, sufficient contingency and inflationary budgets are also included.

## Equalities impact

38. An equalities impact assessment has been created. The centre will be developed to ensure that it is more inclusive and the activity programme will expand to involve and target young people with disabilities.

## Section 17 - Crime and Disorder Implications

39. The opportunity to increase, provide new or refurbished facilities or different leisure pursuits, will give the opportunity for more residents to take part in physical activities. This will support improved outcomes for crime and disorder, whereby opportunities are taken up by young people instead of other less desirable activities.

## Conclusion

40. This is a very exciting opportunity for young people on the Leys and it could act as a springboard for further opportunities of this nature and strongly align to our leisure futures programme. In respect of this, we are asking cabinet to give project approval and to delegate to the relevant Director to enter a construction contract with ODSL subject to this being within budget and showing value for money in comparison to an independent quantity surveyors pricing.

<b>Report author</b>	Hagan Lewisman
Job title	Active Communities Manager
Service area or department	Community Services
Telephone	01865 252706
e-mail	<a href="mailto:hlewisman@oxford.gov.uk">hlewisman@oxford.gov.uk</a>

<b>Background Papers:</b> None
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## KEY:

- Youth hub  
■ Other areas of work



## Revisions

## SKETCH ISSUE

Active Wellbeing and Youth  
Hub at Blackbird Leys Leisure  
Centre, Oxford, OX4 6JL

for  
Oxford City Council

## Drawing title

Proposed Ground Floor Plan

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## Appendix 2

### Blackbird Leys: Universal Youth Offer Programme

Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
3:45 – 5:30pm Craft/arts activities Yr7-8  Cooking Yr 7-9  Creative expression- music/media Yr 7-8  Includes after school snacks/ meal.  Meals to be provided and cooked by small group	4-5:45pm  Creative dance/ music club, in partnership with Justice in Motion & Inspire Sound Yr7-8  Climbing wall and conversation – young people's issues led content Yr7-8  Open access space	3:45 – 5pm Junior (Yr 7-8) Homework Club  Music/Digital expression Yr 7-8  Includes after school snacks/ meal  Meals to be provided and cooked by small group Yr9  Open access space	4 – 5:45pm Cooking club, in partnership with foodbank and healthy start Oxfordshire  Climbing wall And conversation – resilience and wellbeing  Young leaders and enterprise Yr7-9	3:45-5:30pm  Music/media Yr 7-8  Creative dance/craft Yr7-8  Includes after school snacks/ meal  Multi cultural cooking session For all  Meals provided by small group	Climbing Wall open for Yr 7-9 mixed 1pm – 3pm  3-5pm Yr9-11 Girls/ Identifying as females - Only Gym/climbing and conversation  1-3pm Arts/crafts Yr7-8	Climbing Wall open for Yr 10+ 1pm – 5pm  Drop in advice and guidance also open between 2-3pm Chill Space  3-5pm Junior Gym  Open access space -
6-8pm  Healthy Masculinity Group: for YP identifying as	6-7:30pm Girls/ Identifying as females - Only Gym  In Youth Gym	Open access youth session, Incl. drop in advice clinic 6-8pm, Yr 7-9	6-7:30pm Girls/ Identifying as females - Only Gym  In Youth Gym	6-8pm Sports Session in partnership with Youth Ambition and OUiC	12noon – 2pm  Creative theatre and music club, in partnership with Pegasus	12noon – 2pm  Cooking club, in partnership with foodbank and healthy start

male, using climbing wall, kitchen and gym (6-7pm). Mix of activities and discussions, incl cooking.	Climbing wall And open access space	8-10pm Yr 10+ Chill space, music studio, climbing wall	climbing wall and Open access space  Yr9-11/Yr 12-13 Young leaders/youth voice space	Using: football pitches, basketball court. Climbing wall, youth gym and chill space.  Juniors: 6-7.30pm	Theatre  Open access space and Music studio	Oxfordshire  Open access space
7 - 9pm  Senior open access Sessions (Year 9 to age13) - 2 groups in split spaces	8 – 9:30pm  Senior climb and conversation Sessions (Year 11-13) To compliment Princes Trust programme	7 - 9pm  Senior Open access Sessions (Year 9-13) 2 groups in split spaces	8 – 9:30pm  Senior Sessions (Year 9-13)	Seniors: 8-9:30pm  Expressive music/media  Open access space	3-5pm Open access music writing session	6-8pm Seniors  Community investment and social impact session  Open access space

### Holiday Activities

Open up Climbing wall all day, with slightly different timings for different age groups and some specific female only sessions

- Sessions hinging around lunch or dinner times, so we can offer food and have a small group of YP running food.

- Join up with partnership allotment at the back of the building space and some supermarkets around food wastage and serve that young leaders group to take an organisational role

Music producing workshop during half term for 5 days, 3 hours per day, plus lunch. In partnership with Oxfordshire Music Services. Make your own music: rap – sing – learn performance skills. 11.30am – 3pm. Also offering some guidance and drop in sessions on well-being, staffed by response well-being workers in the chill space/ or offices.

Street Music Project with Street Art: another half term, run a street music workshop alongside a Street Art Project. 5 days, 3 hours per day, plus lunch, 11.30am – 3pm. In partnership with Inspire Sound and OXCEP artists – also offering some guidance and drop in sessions on well-being, staffed by response well-being workers in the chill space/ or offices.

#### **PLEASE NOTE:**

This is a draft timetable built on the basis of facilities available and staffing in line with our application as well as listening to young people who had clear views and expectations about what and how they wanted to access the hub. We will of course take any guidance into account if it is felt that we need to make changes. We strive to make the spaces as inclusive as possible to all young people.

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### Appendix 3 - Risk Register

#### Leys Youth Hub

As at: 26.07.23

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						
####	Costs increase	Costs increase and result in the funding not covering the actual costs	Threat	Inflation, delay, over specification	Project becomes unviable or Council funding required to meet the gap	Reduce	26.07.23	I Brooke	3	3	2	3	6	2	3		QS consultancy, accurate spec, regular cost workshops, contingency and inclusion of inflation amount, VE	31.10.23	In Progress	50%	H Lewsman and J Wright
####	operator loss of income	The operator loses income and wants to claim to the council	Threat	Construction impacts activities held at the site and the operator wants to claim for loss of modelled profit under the contract	the operator claims for loss of income to the council	Reduce	26.07.23	I Brooke	2	2	2	1	2	2	1		All areas are not used or under utilised, the areas can be closed off meaning no impact on other bits of the centre	31.10.23	In Progress	60%	H Lewsman and J Wright
####	Restriction on title	Restriction on title stops any future potential disposal of site (no current plans for this)	Threat	Restriction on title	disposal or development plans that may arise in the future are prevented	Accept	26.07.23	I Brooke	3	3	2	3	6	2	3		Reduce length of restriction to 10 years	31.08.23	Ongoing	90%	E Gubbins
####	Low attendance at youth activities	There is lower than projected attendance at the youth work attendances	Threat	Lower attendance at youth activities	risk of claw back by grant funder	Reduce	26.07.23	I Brooke	3	3	2	1	2	2	1		Co-designed activity programme, existing youth workers involved (positive relationships), comms and engagement plan, consistent youth voice	31.03.24	In Progress	30%	L Sackey
####	Delay to construction programme	Delays to the construction programme with risk to grant funding and increased costs		Delays from contractor not being ready	risk to grant funding and increase in costs	Reduce	26.07.23	I Brooke	2	3	2	2	4	2	2		contractor has been involved in the feasibility and cost plan preparation, contractor has booked in availability.	30.09.23	Ongoing	90%	H Lewsman and J Wright

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## Appendix 4

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

<b>Service Area:</b>	<b>Community Services</b>	<b>Section:</b>  <b>Leisure And Youth Ambition Program</b>	<b>Date of Initial assessment:</b>  <b>27<sup>th</sup> July 2023</b>	<b>Key Person responsible for assessment:</b>  Hagan Lewisman Leonard Sackey	<b>Date assessment commenced:</b>  <b>27<sup>th</sup> July 2023</b>
<b>Name of Policy to be assessed:</b>			Youth Investment Fund		
<b>1. In what area are there concerns that the policy could have a differential impact</b>			✓ <i>Race</i>	✓ <i>Disability (Visible and Invisible)</i>	✓ <i>Age</i>
			✓ <i>Gender reassignment</i>	✓ <i>Religion or Belief</i>	✓ <i>Sexual Orientation</i>
			✓ <i>Sex</i>	✓ <i>Pregnancy and Maternity</i>	<i>Marriage &amp; Civil Partnership</i>
<b>Other strategic/ equalities considerations</b>			✓ <i>Safeguarding/ Welfare of Children and</i>	✓ <i>Mental Wellbeing/ Community Resilience/ Health and Wellbeing</i>	✓ <i>Socio-Economic Status</i>

	<b>vulnerable adults</b>		
<p><b>2. Background:</b> Give the background information to the policy and the perceived problems with the policy which are the reason for the Impact Assessment.</p>	<p><b>Project Overview:</b></p> <p>The project will re-purpose and re-construct currently under-utilised space in Blackbird Leys Pools &amp; Leisure Centre, to run a much-needed inclusive and safe space for Oxford City's youths-- The Youth Hub.</p> <p><b>Work will start in Autumn 2023 and completing in Spring 2024.</b></p> <p>This is being made possible by utilising government <a href="#">DCMS Youth Investment Funding</a> for both capital (building works) and revenue (youth work). The project is in partnership with Oxfordshire County Council. Oxford Direct Services would be the construction contractor.</p> <p>The re-purposed and re-designed space will include a community kitchen, collaboration space, IT/Media room, 1-1 space, and climbing wall. The cost of the changes to the space is fully funded by the grant. As part of the project both the County Council, local partners and Oxford City Council will continue to explore other external funding options as well as other youth partnership opportunities to further sustain this project.</p> <p>There is opportunity to generate and use income from the climbing wall and youth spaces (when not in use) to subsidise this.</p> <p><b>Change being considered in the EqIA:</b></p> <p>The front side of the building will be reimagined, a soft play area and old offices that were not being used as well as the café area. Creche will be moved. More usable space and dead space such as the corridor will be used Design is being co-produced with youth.</p>		



	<p><b>What is driving the change:</b></p> <p>This space would provide young residents (11-18 years old) a space outside of school and home to connect with others and engage in diverse activities. Especially, after the pandemic, the need to re-connect with their communities and to try new activities, build resilience and gain confidence is high.</p> <p>Additionally, there is added value to the larger communities that this Hub will run in. Informed by strategic best practice (place-shaping strategy/<a href="#">placemaking</a> (UN-Habitat 2015) that encourages placing linked facilities and services within a larger community asset can provide multiple opportunities for residents to utilise valuable community resources (advice, information, networks, etc.) and take ownership of this space to engage and empower youths and add value to their own neighbourhoods and lives.</p> <p>This new space will accommodate and engender opportunities for hosting a wide range of people locally, with a diverse and exciting set of services it will perform multiple activities with strong and established links to other provision and partnerships going forward e.g., education (local college and secondary school), apprenticeships, leisure, culture and health.</p> <p><b>What will happen if the change is not implemented?</b></p> <p>The Youth Hub in this space will transform local youth opportunities to engage, discover, explore and learn in Blackbird Leys, Oxford. At present the local provision is low in attendance with poor quality facilities and unsustainable infrastructure. Many young residents, that we have engaged with, told us that existing spaces are not welcoming or inclusive as they often encounter 'other people' that they don't 'get on with'. They also note that the activities are not fun or interesting, their interactional and social needs are not being adequately met.</p> <p>235 additional young people each week may use these services. The impact of this project failing will be wide-ranging and cumulative in negative outcomes.</p>
<p><b>3. Methodology and Sources of Data:</b></p>	

<p>The methods used to collect data and what sources of data</p>	<ol style="list-style-type: none"> <li>1. Qualitative Data: Consultation (formal and informal)- residents (youths), stakeholders (partners), Oxford City Council Staff &amp; County Council Staff.</li> <li>2. Quantitative Data: <a href="#">Census Data 2021</a>, <a href="#">Joint Strategic Needs Assessment</a>, <a href="#">Blackbird Leys Ward Profile 2021</a>; <a href="#">English Index of Multiple Deprivation 2019</a>; <a href="#">Leys Community Profile on the Oxfordshire Insight</a></li> <li>3. Third party research- UN-Habitat- <a href="#">Global Public Space Toolkit: From Global Principles to Local Policies and Practices 2015</a></li> </ol>
<p><b>4. Consultation</b> This section should outline all the consultation that has taken place on the EIA. It should include the following.</p> <ul style="list-style-type: none"> <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>All consultations took place between Oct 2022- May 2023:</p> <ol style="list-style-type: none"> <li>1. <b>Key focus demography consultation:</b> face-to-face young (age 11-19 years) people identifying as both genders in the local area have been consulted and fed into our plans including the types of sessions and activities, they would like to attend.</li> <li>2. <b>Stakeholder Engagements done:</b> Oxfordshire County Council; Thames Valley Police; &amp; Fusion Lifestyle.</li> <li>3. <b>Internal meeting</b> with staff over a period of 1 year.</li> </ol> <p>-&gt; These three key parties were consulted as they were identified as primary users and providers of the service. Hence, it was imperative that their voices and experiences were considered.</p>

**5. Assessment of Impact:**

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

The following assessment is based on **data and insights specific to Blackbird Leys** as that is the site of change and immediate impact.

**Data is used from multiple sources including** 2021 census and ward profiles. Where possible most recent data has been used and date cited. In some case the data is limited, it is highly recommended that monitoring processes are put in place where that is the case. The assessment is based on quantitative data that has been published for the public to see. At the time of this assessment, there was very little focus-group data that was shared. Nonetheless, the data available is vast and it has been triangulated and supplements with insights derived from the fields of Sociology, Psychology, Anthropology and Economics to suggest mitigations and monitoring.

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**Total Blackbird Leys Population (2011)- 5,652**

**Social Mobility Indicators & deprivation (2011) pertinent for this assessment**

- According to Indices of Deprivation 2019, the following factors are probably driving this deprivation – 1<sup>st</sup> – Level of Education; 2<sup>nd</sup> – Income; 3<sup>rd</sup> Crime; 4<sup>th</sup> - Employment; & 5<sup>th</sup> – Health
- Poverty- 28% of children are living in poverty (2011)
- **Educational attainment- 36% (National average = 22.5%) have no standard educational qualification (2011). It must be noted, generally, educational qualifications at all levels are below the national average in this area. However, this does not indicate a lack of skills or literacy.**
- 17.2% of working age population (16-24 years & 16-64 years) in Blackbird Leys are claiming benefits for being out of work. Average in Oxfordshire in 2020 was 6.6% in comparison.
- Access to private mode of transport- 42% of households have no cars (2011)
- Number of people dependent on working population is higher in Blackbird Leys compared to England (2011)
- High levels of in-migrating population are aged 1-44 years (very young to working age) (2011). This can also explain low levels of employment and standard measures of education levels as migrants will often take longer to find their feet and secure jobs and economic opportunities. But, this is also an opportunity for this space to provide that critical space for

	<p>gaining familiarity, making connections, gain key experience in a safe and welcoming environment.</p> <ul style="list-style-type: none"><li>- Employment (Job Seeker’s Allowance and Universal Credit Claims 2020, for more than 12 months):<ul style="list-style-type: none"><li>I. Youth unemployment – 12.1 %, higher than national average.</li><li>II. Gender unemployment:<ul style="list-style-type: none"><li>Female unemployment claims –140; 2016, working age benefit claimants 355</li><li>Male unemployment claim- 205; 2016 working age benefit claimants 254</li></ul></li></ul></li><li>- Unpaid Carers – 9.3% (England average –10.2%)</li><li>- Personal Debit per head is significantly higher than the national average (2020)</li></ul> <p><b>Community Need Index</b> is also lower in this area which includes measures of Connectedness, Civic Assets available &amp; community fulfilling Community Needs</p> <p><b>Crime rates are high-</b> Violent crime is 47.6% per 1000 population (England – 29.7% per 1000 population)</p> <p><b>Interlocking Disadvantages faced:</b> It is critical to note that a single household might face multiple forms of barriers to social mobility, thus the preceding observations cannot be taken in isolation or outside the cultural, historical or social context of lived realities of the residents. Additionally, as the Intersectionality paradigm states, these forms of social and economic deprivation may have a cumulative effect, meaning that it is most likely that since the point at which this data was collected, households facing multiple domains of deprivation would have struggled harder and longer, compared to others in the absence of support and through the Pandemic.</p> <p>However, broader social and economic (contextual), factors, trends and research findings were used to draw critical insights to inform nature of impact and checks and mitigations that we need to adopt.</p> <p>DIRECTION OF IMPACT IS ASSESSED AS:</p> <table><tr><th>Race</th><th>Disability</th><th>Age</th></tr></table>	Race	Disability	Age
Race	Disability	Age		

	<b>Positive</b> (needs to be monitored)		<b>Positive</b> (needs to be monitored)	<b>Positive for some age groups</b> (11-19 yeas) (needs to be monitored)
	<b>Gender reassignment</b> <b>Positive</b> (needs to be monitored)		<b>Religion or Belief</b> <b>Positive</b> (needs to be monitored)	<b>Sexual Orientation</b> <b>Positive</b> (needs to be monitored)
	<b>Sex</b> <b>Positive</b> (needs to be monitored)		<b>Pregnancy and Maternity</b> <b>Positive</b> (needs to be monitored)	<b>Marriage &amp; Civil Partnership</b> <b>Neutral</b> (needs to be monitored)
	EQUALITIES INSIGHTS AND MITIGATION			
	Protected Group	Data	Analysis/ insights/ impact considerations	Mitigation
	Race/Ethnicity (Data – mostly 2011)	1. 3,724 = Non-White British aggregate 3,968= White British aggregate  2. Non-White British population are diverse with a greater number of residents self-	Diverse ethnic composition of the people residing in the neighbourhood, key areas of barriers and inclusion to consider are:  1. Use of inclusive language & signage: use more universal symbols, alongside	Actions to consider and monitor:  -co-produce signage and language used, if possible.

		<p>identifying as Black Caribbean, Black African, Mixed White &amp; Black, Bangladeshi, Other Asian, Pakistani, &amp; Indian.</p> <p>3. The difference between the number of residents identifying as Non-White British and White British is not significantly different.</p> <p>4. 15.9% (almost double the national average) of households with multiple ethnicities.</p> <p>5. 6.3% of households don't have English as their main language. This does not mean that they cannot understand or converse in English.</p> <p>6. 20.9%- Sizable migrant population, higher than national average.</p>	<p>English, especially regarding health and safety, safeguarding, Environment considerations, access to spaces and directions of movement and use.</p>	<p>-monitor how signage are being designed and used.</p>
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Disability (Data- Mostly 2020)	<ol style="list-style-type: none"> <li>1. Both visible and invisible disability reported- DWP 2020.</li> <li>2. On average, both men and women live with long term disability and at a higher rate than the national average.</li> <li>3. Females who reside in Blackbird Leys are twice as likely to be on PIP compared to females in England, on average.</li> <li>4. Visible disability is twice likely if one was living in Blackbird Leys, compared to England as whole.</li> </ol>	With high levels of disability observed, following areas of mitigation must be considered.	<p>Actions to consider and monitor:</p> <ul style="list-style-type: none"> <li>- Use inclusive symbols and language.</li> <li>-Provision for a quiet space so that individual with invisible disability can retrieve to when needed.</li> <li>-Use Universal Design principles to design the space, paying particular focus to the inclusion of visual and tactile signage, enough space for wheelchairs to move.</li> <li>-Cares of people with sever disability will need a space to relax and wait.</li> </ul>

	Age	Age 0-15 years- <b>1,516</b> (This group will have the highest impact from the project.)	By virtue of being a tragated service, it will exclude other groups. However, this will not have an impact on Oxford City Council's Public Sector Equalities Duty.	<p>Actions to consider and monitor:</p> <ul style="list-style-type: none"> <li>- Use inclusive symbols and language around age.</li> </ul>
	Gender Reassignment  Census 2021	<p>No specific data is available for Blackbird Leys.</p> <p>Data for Oxford shows, 16 and over):</p> <ul style="list-style-type: none"> <li>-Gender identity the same as sex registered at birth (88.8%) (<b>Lower than Oxfordshire and England</b>)</li> <li>- Gender identity different from sex registered at birth but no specific identity given (0.6%)</li> </ul>	<p>This data indicates that there is a group of population that might access this space. There was little disaggregated data to show the patterns in terms of age.</p>	<p>Actions to consider and monitor:</p> <ul style="list-style-type: none"> <li>- Use inclusive symbols and language so as to not exclude member of this community.</li> <li>-The provision of toilets needs to be clearly marked and safe use of toilets encouraged.</li> </ul>



	<p>Religion/Belief</p> <p>Census 2021- Blackbird Leys</p>	<p>49.4% = Christian (slightly above national average)</p> <p>32.9% = No religion</p> <p>9.8% = Muslim (considerably above national average)</p> <p>1.3% = Hindu</p> <p>0.6% = Buddhist</p> <p>0.5% = Other religion</p> <p>0.4% = Sikh</p>	<p>The category of no-religion proves to be tricky, and it is an unknown. However, based on data that we have it is safe to say that a diverse range of people could access this space.</p>	<p>Actions to consider and monitor:</p> <ul style="list-style-type: none"> <li>- A quiet room to accommodate diverse religious practices such as prayers, kosher/Hala food spaces, etc.</li> <li>- Use inclusive symbols and language in spaces</li> </ul>
	<p>Sexual Orientation</p> <p>Census 2021</p>	<p>No specific data is available for Blackbird Leys.</p> <p>Data for Oxford shows, (for 16 and over):</p> <p>80.4% = Straight or Heterosexual (Oxfordshire = 88.4%)</p> <p>Bisexual = 3.6% (higher than Oxfordshire and England)</p>	<p>This data indicates that there is a diverse group, identifying themselves with having different sexual orientation and they might access this space. There was little disaggregated data to show the patterns in terms of age.</p>	<p>Actions to consider and monitor:</p> <ul style="list-style-type: none"> <li>- Use inclusive symbols, images, and language.</li> <li>- The provision of toilets needs to be clearly marked and safe use of toilets encouraged.</li> </ul>

		Gay or Lesbian = 2.4% Pansexual= 0.5% Asexual = 0.2% Queer= 0.1% Non-binary = 0.2%		
	Sex (M/F) Census 2021	49.7% Male 50.3% Female	-Gender is balanced, the likelihood of both genders accessing this facility is high.  - However, there are some key noticeable difference when we disaggregate the data based on age. - The population pyramid (in the Ward Profile report) shows that Females constitute 11.2% of age groups 5-9 years, while Male are 8.6% - Male population in the age Bracket 15-19 years is double that of Female (M= 6.7% vs. F 3.8%)	Actions to consider and monitor:  - Use inclusive symbols and language, especially so that it accounts for age groups is critical.  -High percentage of Female population in the bracket for 5-9 years indicates a need to think about design principles that will be gender & age inclusive

			- In the age groups 10-14, the gender is more balanced (M= 8.3% vs F= 7.8%)	
	Pregnancy and Maternity	Pregnancy and experiences of maternity is low in the age group that will use this space. However, there is data, at the national level, that shows that pregnancy and maternity is still a trend and as such it must be considered in the impact.	-There is a likelihood that pregnant mothers and young mothers and fathers may access this space, based on prevalence data on national level	<p>Actions to consider and monitor:</p> <p>-The Café will provide opportunities to connect and is community owned.</p> <p>-Creche in the different side of the building and will allow parents with childcare responsibility to access childcare.</p> <p>-Multi-use and gender inclusive gym and activity arrangements and other resources will make the space feel more inclusive.</p> <p>-Co-location of other activities such as medical practitioners, will add value.</p>

				-Use of diverse images & symbols, especially access to toilets for changing nappies for babies.
	Marriage and Civil Partnership	1. Lone parent families with dependents – 43.1% (double the national average)	<ul style="list-style-type: none"> <li>- From the data it is unclear the age or gender of this group. However, it is likely that lone parents will access this space to provide critical resource for their dependent.</li> <li>- It is also possible that lone parents might also have multiple levels and types of disadvantages to overcome to ensure that their children could access this space such as travel cost, organising care of other dependents, job commitments, etc.</li> <li>- Personal Debt is high in this area and this could also be a significant barrier if lone parents have to travel to access</li> </ul>	<p>Actions to consider and monitor:</p> <ul style="list-style-type: none"> <li>- The plan incorporates an operational Creche that can be used for single parents who might have other dependents.</li> <li>- Cost of access to the site could be mitigated through various provision within the Youth Ambition Program that will run in this Hub.</li> </ul> <p>-Use inclusive symbols and language.</p>

			this space as they will then have to pay for transport (please note, the number of households that have their own cars is also low.)	
	Health and Wellbeing	See the adjacent box for discussion.	<p>-Prevalence of Obesity in children (reception and year 6) is higher in this area compared to Oxfordshire and England.</p> <p>-Smoking in age group 15 is lower than Oxfordshire and England.</p> <p>-Physical activity amongst adults is low compared to Oxfordshire and England.</p>	<p>Actions to consider and monitor:</p> <ul style="list-style-type: none"> <li>- Use inclusive symbols and language.</li> <li>- Smoking and non-smoking zones clearly marked.</li> </ul>

<p><b>6. Consideration of Measures:</b> This section should explain in detail all the consideration of alternative approaches/mitigation of adverse impact of the policy.</p>	<p>See above (question 5)</p>
<p><b>6a. Monitoring Arrangements:</b> 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>-&gt; Youth Ambition Program Processes, as best practice, is already in place. However, in this particular space and geographical location, it is advisable to review and update Youth Ambition Process and policies through the equalities lens.</p> <p>-&gt; The prevalence of disability (visible and invisible) is high and the <a href="#">Universal Design Principles</a> can make the space more inclusive and accessible for both these groups.</p> <p>-&gt; Additionally, it is also suggested that best practice and systematic monitoring is embedded in design of this space around key protected characteristics- Sex, Religion, Sexual Orientation &amp; Sex reassignment.</p>
<p><b>7. Date reported and signed off by City Executive Board:</b></p>	<p>Cabinet 13 September 2023</p>
<p><b>8. Conclusions:</b> What are your conclusions drawn from the results in terms of the policy impact</p>	<ul style="list-style-type: none"> <li>• It is recommended that there is a system put in place to monitor impact of design of the change to the space around signage and flow of people</li> <li>• This change is much needed, but a strong focus on how to mitigate impact on travel cost might be considered so as to not disadvantage households facing multiple forms of disadvantage.</li> </ul>

		<ul style="list-style-type: none"> <li>The prevalence of disability (visible and invisible) is high and the <a href="#">Universal Design Principles</a> can make the space more inclusive and accessible for both these groups.</li> </ul>			
<b>9. Are there implications for the Service Plans?</b>	No	<b>10. Date the Service Plans will be updated</b>	October 2023	<b>11. Date copy sent to Equalities Lead Officer</b>	24 <sup>th</sup> July 2023
<b>13. Date reported to Scrutiny and Executive Board:</b>	TBC	<b>14. Date reported to City Executive Board:</b>	13 Sept 2023	<b>12. The date the report on EqlA will be published</b>	Sept 2023

155

Signed (completing officer) Hagan Lewisman, Leonard Sackey and Mili Kalia  
Hagan Lewisman

Signed (Lead Officer)

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