

# Agenda

## for a meeting of the



# Shareholder and Joint Venture Group - Oxford City Housing Limited and Joint Ventures for Oxford City Council Companies

Date: **Wednesday 25 June 2025**

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Meeting  
starts at: **6.00 pm**

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

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For any further information please contact the Committee  
Services Officer:

**Dr Brenda McCollum, Committee and Member Services  
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This meeting will be held mostly or entirely in private session as the Group will be discussing commercially sensitive matters and information relating to the Council's companies.

Many of the reports are not available to the public as they contain commercially sensitive information relating to the Council's companies.



*Barton Oxford  
LLP*

# Shareholder and Joint Venture Group - Oxford City Housing Limited and Joint Ventures

## Membership

**Chair**                      Councillor Susan Brown

|                |                           |                          |
|----------------|---------------------------|--------------------------|
| <b>Members</b> | Councillor Susan Brown    | Councillor Nigel Chapman |
|                | Councillor Chewe Munkonge | Councillor Linda Smith   |
|                | Councillor Ed Turner      |                          |

The quorum for this meeting is three members.

## Advisers to the Group (the SJVG)

|                 |                              |                    |                              |
|-----------------|------------------------------|--------------------|------------------------------|
| Tom Bridgman    |                              | Caroline Green     | Chief Executive              |
| Emma Jackman    | Law and Governance           | Nigel Kennedy      | Financial Services           |
| Jonathan Malton | Law, Governance and Strategy | Dr Brenda McCollum | Law, Governance and Strategy |
| Jane Winfield   | Corporate Property           |                    |                              |

# Agenda items

| Number   | Agenda item  | Approximate start times/<br>Pages |
|--|--|-----------------------------------|
| 1  | <b>Apologies for Absence</b>   |                                   |
| 2  | <b>Declarations of Interest</b>  |                                   |
| 3  | <b>Scrutiny comments and/or recommendations</b><br><br>The Group is asked to consider any comments and/or recommendations from the Companies' Scrutiny Panel on matters not on the agenda.<br><br>Representatives of the Companies' Scrutiny Panel may also comment on substantive items.  |                                   |
| 4  | <b>Appointments to Company Boards and Joint Ventures</b><br><br>To seek approval for changes in the Council's appointments to the Barton Oxford LLP Board.   | 13 - 18                           |
| 5  | <b>SJVG Confidentiality and private session</b><br><br>If the SJVG wishes to exclude the press and the public from the meeting during consideration of any of the items on the exempt from publication part of the agenda, it will be necessary for the SJVG to pass a resolution in accordance with the provisions of Paragraph 4(2)(b) of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012 on the grounds that their presence could involve the likely disclosure of exempt information as described in specific paragraphs of Schedule 12A of the Local Government Act 1972.<br><br>The SJVG may maintain the exemption if and so long as, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information. |                                   |
| <b>Items Relating to the Companies</b>                   |  |                                   |
|  | The agenda item text indicates which documents are available to the public and which are private. Public reports in this section are available on the website under each agenda to download individually but are not included in an agenda pack.   |                                   |
| <b>Items for the Shareholder and Joint Venture Group</b> |  |                                   |
|  | Items unrelated to an individual company or companies for consideration by the Group. The agenda item text indicates which documents are available to the public and which are private. Public reports in this section are available on the website under each agenda  |                                   |

to download individually but are not included in an agenda pack.

|          |  |         |
|----------|--|---------|
| <b>6</b> | <b>Commentary on papers relating to OX Place</b>   | 19 - 20 |
|          | The Group Finance Director provided a commentary on reports relating to OX Place.  |         |
| <b>7</b> | <b>Oxwed Update Report</b>   | 21 - 34 |
|          | To provide the SJVG with an update into the activities of OxWed.   |         |
| <b>8</b> | <b>BOLLP Update Report</b>   | 35 - 40 |
|          | To provide the SJVG with an update into the activities of Barton Oxford LLP (BOLLP).   |         |
| <b>9</b> | <b>OX Place Update Report</b>  | 41 - 98 |
|          | A report from the Interim Managing Director Kevin Lowry, Interim Head of Development Tim Bacon, and Strategic Finance Manager David Watt to report on the deep dive review of current and pending OX Place development projects. |         |

## **Commercially sensitive information**

The private/ restricted access parts of this agenda contain commercially sensitive information relating to the Council's companies and joint ventures. The handling of confidential information is an important element in the relationship of trust that exists between members, officers and the public.

A mishandling of such information or its accidental or deliberate disclosure will damage that trust as well as possibly lead to formal proceedings being taken against the Council, individual members or officers.

The duty not to disclose information provided to a member in confidence is governed by the General Obligations under the Members' Code of Conduct contained in the Council's constitution (Paragraph 22.7).

## **Councillors declaring interests**

### **General duty**

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

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

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

### **Declaring an interest**

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

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

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

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

Where a matter arises at a meeting which directly relates to the financial interest or wellbeing\*\* of one of your Other Registrable Interests\*\*\* then you must declare an interest. You must not participate in discussion or voting on the item and you must withdraw from the meeting whilst the matter is discussed.

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

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

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

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

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

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

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

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

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

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

## Shareholder and Joint Venture Group

### Information about Oxford City Council companies

Information about each company is also available on the [Companies House](#) website.



#### 1. Oxford Direct Services (ODS)

ODS is the wholly owned trading arm of the Council. It is structured as two companies that work together to deliver cost-effective public and commercial services include building, waste & recycling, streetscene, parks & open spaces, highways & engineering, motor transport and pest control.

##### Companies:

- (i) **Oxford Direct Services Limited (ODSL)** (Company no.10719222 )  
a “Teckal” company\* which provides services directly to the Council; and
- (ii) **Oxford Direct Services Trading Limited (ODSTL)** Company no.10719214  
is a trading company which trades and competes for business in the wider city economy:

Oxford City Council is the sole shareholder in both companies and both are controlled by the same Board of Directors.

\*see para 5 for the definition of “Teckal”



#### 2. The Housing Group Oxford

Oxford City Housing Limited (OCHL) is the Council's wholly owned housing company which aims to increase housing supply in Oxford. OCHL has two wholly-owned subsidiaries and the three companies are known collectively as “The Housing Group”

The Housing Group benefits from “Teckal” status

##### **Oxford City Housing Limited – OCHL** (Company no.10212716)

This is the parent or holding company for the two subsidiaries (listed below) which were established for the purposes of:

- (i) Buying and selling of own real estate and
- (ii) Letting and operation of own or leased real estate
- (iii) Development of housing projects

##### **Oxford City Housing (Investment) Limited – OCH(I)L** (Company no.10370637)

The purposes include:

- (i) Buying and selling of own real estate and
- (ii) Letting and operation of own or leased real estate

The company primarily procures the social rented housing being delivered at the major new mixed-tenure development at Barton Park, required of housebuilders as part of the Section 106 Agreement entered into by Barton Park LLP (the joint venture between the City Council and Grosvenor Estates). This arrangement is planned to continue for both current and future phases and is anticipated to provide in total 354 social rented homes over a number of years. The homes are let and managed by the Council but ownership remains with the company. The rental stream services the loans taken out by the company from the Council's General Fund. Future activity would also potentially include forms of ownership of market rented housing.

### **Oxford City Housing (Development) Limited – OCH(D)L** (Company no.10370647)

The purpose is:

- (i) Development of housing projects

The company delivers mixed tenure housing developments which include the sale of affordable housing units to the Council. For each development scheme there is usually:

- Open market housing for sale
- a 50% affordable housing requirement (subject to scheme viability) in the negotiated S106 agreement and
- 'additionality' where the Council secures grant/subsidy to support the purchase of some or all of the open market housing on each scheme, to 'flip the tenure' to achieve additional affordable housing, where this represents value for money.

### **3. Oxford West End Development LLP (OXWED)** (Company no.09957392)



OXWED is a joint venture development partnership company with Nuffield College created to enable the delivery of a major new mixed used development on the Oxpens site, a key site to the west of Oxford City Centre.

The Council and Nuffield College each have a 50% holding in OXWED and each can appoint three directors to the OXWED Board which takes some strategic and all operational decisions.

OXWED has different shareholder arrangements from the other Council Companies because most shareholder decisions must only be taken by jointly by the shareholders (the Council and Nuffield College).

### **4. Barton Oxford Limited Liability Partnership (LLP)** (Company no.OC368330)

Barton Oxford LLP is a joint venture development partnership of the Council and Grosvenor Developments Ltd created to enable the delivery of the major new development now known as Barton Park.

The structure and governance of an LLP is different from that of a Limited Company.



## **5. Definitions**

**Teckal status:** The Housing Group and ODS benefit from “Teckal” status allowing them to trade (contract for works, services or supply) with the Council and other “Teckal” companies wholly within the ownership of the Council, without having to go through a competitive tender process.

A “Teckal” company benefits from contracts for works, services or supply from its controlling Contracting Authority (the Council) without having to go through a competitive tender process and must meet these tests among others:

- the Council must exercise a control which is similar to that which it exercises over its own departments – this means it/they must exercise a decisive influence over both strategic objectives and significant decisions of the controlled company either itself or through another subsidiary; and
- more than 80% of the activities of the company must be carried out in the performance of tasks entrusted to it by the Council.



**To:** Shareholder and Joint Venture Group

**Date:** 25 June 2025

**Report of:** Director of Law, Governance and Strategy (Monitoring Officer)

**Title of Report:** Appointments to Company Boards and Joint Ventures

| Summary and recommendations  |  |
|------------------------------|--|
| <b>Decision being taken:</b> | To seek approval for changes in the Council's appointments to the Barton Oxford LLP Board. |
| <b>Key decision:</b>         | No   |
| <b>Cabinet Member:</b>       | Councillor Susan Brown, Leader and Cabinet Member for Partnership Working                  |
| <b>Corporate Priority:</b>   | A Well Run Council.  |
| <b>Policy Framework:</b>     | None.  |

|  |
|--|
| <b>Recommendation(s):</b> That the Shareholder and Joint Venture Group resolves as shareholder to:                               |
| 1. <b>Appoint</b> Emma Gubbins as a Council appointed Director on the Barton Oxford LLP (BOLLPP) Board, replacing Clive Tritton; |

| Information Exempt From Publication |     |
|-------------------------------------|-----|
| N/A                                 | N/A |

| Appendix No. | Appendix Title   | Exempt from Publication |
|--------------|--|-------------------------|
| Appendix 1   | Appointment of Directors to Oxford City Council Companies and Joint Ventures | No                      |

## Introduction and background

1. Barton Oxford LLP ("BOLLPP") is one of the Council's existing joint venture vehicles.

2. The Members' Agreement relating to each Joint Venture states that it is the responsibility of the Council to give prior written consent for the appointment and dismissal of any director, member or representative it appoints to the board of the LLP. The Leader of the Council has determined that the Shareholder and Joint Venture Group will undertake this responsibility.

### **Changes to the Company and Joint Venture Boards**

3. For BOLLIP, Clive Tritton, the interim Director of Economy, Regeneration and Sustainability, will be replaced by Emma Gubbins, Corporate Asset Lead.
4. The changes in the appointments to the Council Company and Joint Ventures reflect expertise required for the stages of the projects.
5. The recommended appointment, along with the advisors to shareholder and clients, are set out at Appendix 1. There are no changes to the directors for Oxford Direct Services Limited (ODSL), Oxford Direct Services Trading Limited (ODSTL), Oxford City Housing Limited (OCHL) and Oxford West End Development LLP (OxWed LLP), but is included for noting.

### **Options Considered**

6. The Shareholder and Joint Venture Group could not make the appointment to Joint Venture board, however, failure to appoint directors would mean that they would not be quorate and would be against the Shareholder's Agreement.

### **Financial implications**

7. There are no financial implications arising directly from this report.

### **Legal issues**

8. The Council's Constitution (Part 3.7(c)) provides that the responsibility to represent the Council as Shareholder of each company is an executive function. The Leader of the Council may therefore determine the nature of such representation, currently operated through a Shareholder and Joint Venture Group.
9. The Directors hold a fiduciary duty to their company, but at the same time are also accountable to the Shareholder and as such owe duties to both the Council and the company.
10. As the Council and its companies are separate legal entities, care must be taken to ensure that conflicts of interest are avoided. The Council's Constitution provides that when Council officers are asked to provide advice in a situation where the interests of the Council and a company are not entirely aligned, individual officers should be assigned to advise or represent one side or the other but should not act for both.
11. It is likely that there may be further changes proposed to appointments of Council representatives to Company and Joint Venture Boards. For agility and speed of decision making it should be noted that such decisions may be made by the Shareholder and Joint Venture Group collectively, or where necessary by a decision of the Leader.

### **Equalities impact**

12. There are no equalities impacts arising directly from this report.

|                            |  |
|----------------------------|--|
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|                                |
|--------------------------------|
| <b>Background Papers:</b> None |
|--------------------------------|

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## **Appendix 1**

Appointment of Directors to Oxford City Council Companies and Joint Ventures, as of June 2025.

| <b>Company</b>  | <b>Current Council Directors</b>                       | <b>Future Council Directors</b>                       | <b>Client</b>  | <b>Advisors to Shareholder</b>    |
|---|--|---|--|-----------------------------------|
| ODSL & ODSTL  | Tom Hook   | <i>No change</i>                                      | Bill Graves<br><br>Tina Mould<br><i>(waste and recycling only)</i> | Tom Hook                          |
| OCHL (OX Place)   | Nerys Parry<br><br>Jane Winfield                       | <i>No change</i>                                      | Tom Bridgman<br><br>Dave Scholes                                   | Tom Bridgman<br><br>Jane Winfield |
| Barton Oxford LLP   | Clive Tritton<br><br>Tom Bridgman<br><br>Jane Winfield | Emma Gubbins<br><br>Tom Bridgman<br><br>Jane Winfield | N/A  | Jane Winfield                     |
| OxWed LLP   | Jane Winfield<br><br>Tom Bridgman<br><br>Clive Tritton | <i>No change</i>                                      | N/A  | Tom Bridgman                      |
| Advisors to all Council Companies and Joint Ventures:<br><br>Caroline Green – Chief Executive<br>Nigel Kennedy – Group Finance Director (151 Officer)<br>Emma Jackman – Director of Law, Governance and Strategy (Monitoring Officer) |  |   |  |                                   |

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