

# Agenda

## for a meeting of the

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# Shareholder and Joint Venture Group - Oxford Direct Services Limited and Oxford Direct Services Trading Limited

## for Oxford City Council Companies

Date: **Thursday 24 July 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  
Officer**

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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.





# Shareholder and Joint Venture Group - Oxford Direct Services Limited and Oxford Direct Services Trading Limited

## Membership

### Chair

### Vice-Chairs

<b>Members</b>	Councillor Susan Brown	Councillor Nigel Chapman
	Councillor Alex Hollingsworth	Councillor Anna Railton
	Councillor Ed Turner	

The quorum for this meeting is three members.

### Advisers to the Group (the SJVG)

Caroline Green	Chief Executive	Emma Griffiths	Law & Governance
Emma Jackman	Law and Governance		
Nigel Kennedy	Financial Services		

# Agenda items

Number	Agenda item	Approximate start times/ Pages
1	<b>Apologies for Absence</b>	
2	<b>Declarations of Interest</b>	
3	<b>Scrutiny comments and/or recommendations</b>  The Group is asked to consider any comments and/or recommendations from the Companies' Scrutiny Panel on matters not on the agenda.  Representatives of the Companies' Scrutiny Panel may also comment on substantive items.	
4	<b>SJVG Confidentiality and private session</b>  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.  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>5</b>	<b>Commentary on Reports Relating to ODS</b>	15 - 16
	<p>The Director of Law, Governance, and Strategy and the Group Finance Director submitted commentaries on reports relating to ODS.</p> <p>The report from the Director of Law, Governance, and Strategy to follow the publication of the agenda, as a supplement.</p>	
<b>6</b>	<b>ODS Performance Report</b>	17 - 44
	<p>A report of the ODS Board to provide the SJVG with a summary of the 2024/25 trading at the year end, early progress for 2025/26 and to report back on progress regarding the acquisition strategy.</p> <p>The Shareholder and Joint Venture Group is recommended:</p> <ol style="list-style-type: none"><li>1. <b>To note</b> that the unaudited financial performance for the full year 2024/25 for both companies is as follows: ODSL revenue for the full year 2024/25 was £74.7m, ahead of budget by +£9.5m, delivering Profit after tax of £3.1m, ahead of budget by +£1.0m. ODSTL revenue for the full year of trading was £16.4m, marginally lower than expectation £(0.5)m, but delivering profit after tax that exceeded £1m for the first time in its history, ahead of budget £0.2m.</li><li>2. <b>To note</b> the ODS Group continue to expect to recommend a dividend in 2025 in-line with OCC MTFP expectations of £2.4m.</li><li>3. <b>To note</b> a summary of ODSL service highlights and performance 2025/26 by exception</li><li>4. <b>To note</b> a summary of ODSTL commercial business performance 2025/26</li><li>5. <b>To note</b> the progress regarding implementing the ODS Acquisition Strategy</li><li>6. <b>To note</b> the recent ODS Governance &amp; Audit Committee activities and risk management update</li></ol>	
<b>7</b>	<b>ODS Governance Reivew</b>	45 - 148
	<p>A report from the ODS Board of Directors to the Shareholder and Joint Venture Group presenting the governance review of the company and its outcomes. The paper seeks the approval of the Shareholder for the adoption of the: amended Articles of Association and Shareholder Agreement of Oxford Direct Services Limited and Oxford Direct Services Trading Limited and the amended Executive Pay Policy.</p> <p>The Shareholder and Joint Venture Group is requested to:</p> <ul style="list-style-type: none"><li>• Approve the amended Articles of Association for ODSL and ODSTL.</li><li>• Approve the updated Shareholder Agreements for ODSL and</li></ul>	

ODSTL.

- Approve the updated Executive Pay Policy.

## **8 Appointment to the ODS Board**

149 - 150

A report from the ODS Board of Directors to the Shareholder and Joint Venture Group requesting the appointment of Paul Concannon as statutory director of ODS.

The Shareholder and Joint Venture Group is requested to:

- Approve the appointment of Paul Concannon as statutory director of Oxford Direct Services Limited and Oxford Direct Services Trading Limited (ODS).

## **9 Minutes of a previous meeting [part private]**

151 - 160

**Recommendation:** to approve the public and private minutes of the Shareholder and Joint Venture Group meetings on **29 April 2025** and **07 December 2023** as true and correct records.

## **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.

**OXWED**

Oxford West End Development Ltd

### **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.

